

MORE AND BETTER JOBS FOR WOMEN:
WOMEN'S EMPOWERMENT THROUGH DECENT
WORK IN TURKEY



A MAPPING STUDY OF EARLY CHILDHOOD CARE AND EDUCATION SERVICES

İSTANBUL - BURSA - ANKARA - KONYA

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İdil Safiye Soyseçkin

2018

The research was conducted in 2014-2015.

At work, at home, everywhere





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INTRODUCTION

Early childhood education and care services are as important for the inclusion of women into all areas of social life, such as employment, as they are for the healthy development of children. This is the case because all kinds of care services, including childcare, are considered to be the responsibility of women by the society.

According to the data of 2012-2013 from the Ministry of National Education, the net schooling rate is 26.63% for 3-5 age old children; 37.36% for 4-5 age old children and 39.72% for the 5-yr old children. The fact that schooling rates are low is one of the factors that negatively impact women's participation in employment.

While the 2013 OECD average for the participation in employment of women who have at least one 3-5 years old child is 63.3%, the same rate decreases to 21.4% in Turkey. The data of Turkish Statistical Institute (TURKSTAT) for 2012 also clearly indicates that childcare is perceived as a national extension of being a woman. While the ratio of mothers undertaking the care of 0-5 age group children is 89.6%, the same rate is 1.5% for fathers. Paternal grandmothers and maternal grandmothers share the responsibility of childcare by 4.8% and 3.5% respectively. Daycare centres and kindergartens are included in the remaining 0.6% together with close relatives and caregivers. In addition, according to TURKSTAT's Time Use Survey of 2006, women spend 5 hours and 17 minutes a day on average for the care services for the house and household people whereas men spend only 51 minutes. Therefore, the burden of these services is not shared equally between men and women, nor are they widely available as public services.

The aim of this study, which is carried out under the project focusing on increasing the employment of women in Turkey titled "More and Better Employment for Women: Women's Employment through Decent Work in Turkey" prepared by ILO in collaboration with ISKUR (Turkish Employment Agency), is to contribute in spreading the burden of childcare across society which is one of the most significant obstacles in the way of the employment of women, in line with the goal "to develop a holistic policy for increasing and scaling up the employment of women".

Data to be acquired through this study will be used in order to influence social welfare policies to spread the burden of childcare across society within the general context of increasing the employment of women through holistic policies. In this scope, a pilot study was conducted in the provinces Istanbul, Bursa, Ankara and Konya where the project itself has been carried out as well as a mapping project by disaggregating and updating the data on the provincial basis and in-depth face-to-face interviews were undertaken in order to assess the early childhood care and education services provided by the institutions. This study has focused on collecting and compiling necessary information from relevant institutions (MoNE, MoFSP, MoLSS, Local Governments, TURKSTAT, Small and Medium Enterprises Development Organization (KOSGEB), Chambers of Industry and Commerce, Organized Industrial Zones (OIZ) etc.) in the aforementioned provinces, in order to then produce the draft version of a map of early childhood care and education services and assess how these services are provided.

Methodology of the Study

The study consists of two stages. The first stage involves the desk study for mapping while the second involves in-depth face-to-face interviews with the institutions.

For the mapping study undertaken through June-August 2014, data was collected in the aforementioned four provinces on the following topics using the statistical data published by the institutions as well as via telephone, e-mail, collecting information and when necessary, via face-to-face interviews;

- Number of children aged 0-3 and 3-6,
- Number of institutions offering care and education services for these age groups,
- Number of workplaces employing more than 150 women, number of those which have daycare centres and information regarding their capacities and occupancy rates,



- Number of daycare centres in Organized Industrial Zones, their capacities and occupancy rates,
- Public institutions which have daycare centres for their employees, their capacities and occupancy rates,
- Number of daycare centres run by local governments, their capacities and occupancy rates,
- Whether institutions offering vocational training have childcare units.

During the second stage of the study, interviews were conducted with relevant central institutions and organizations in the scope of early childhood care and education services and general information was acquired on how these services are provided. In this scope, interviews were organized with central institutions such as TURKSTAT, MoNE, MoFSP, MoLSS, Ministry of Science, Industry and Technology - General Directorate of Industrial Zones, Ministry of Finance, ISKUR and MoNE- Special Education Unit. Moreover, in order to draw a framework on the quality of the offered services, in-depth face-to-face interviews were carried out with the institutions offering this service in each province. This is the case because services of inadequate quality have more potential to cause negative impact (KEİG, 2014).

Face-to-face interviews were conducted through November 2014 – August 2015. Length of the interviews varied from 25 minutes to 1 hour and 32 minutes. A semi-structured question form was used in the interviews and questions were asked to the competent staff from the institutions. Interviews were conducted with 3 MoNE affiliated kindergartens in Ankara and Bursa and 2 in other provinces, 2 nursery classes in each province; 2 MoFSP affiliated childcare and daycare centres; 3 public institution (workplace) daycare centres in Ankara, 2 in other provinces; 1 private sector workplace daycare centre in Ankara, Konya and Istanbul, 2 in Bursa; also 1 private sector workplace in Konya which does not provide daycare services although being obligated and 1 that outsources this service; 3 municipal daycare centres in Istanbul and Ankara, 2 in Bursa; 1 OIZ daycare centre in Istanbul; 1 OIZ each in Bursa, Ankara and Konya with the plans to open a daycare centre; and 2 play rooms of municipalities in Ankara and Konya offering vocational training. Questions were asked to the institutions offering childcare services on topics such as the capacity and prices, service hours, physical conditions, frequency and content of the inspections conducted by the institutions with which they are affiliated, how they ensure transportation, acceptance criteria, contents of the education provided and the number and qualifications of the personnel.

For the sake of confidentiality, upon the request from the interviewees, names of some of the institutions are not disclosed.

Information obtained via the interviews were assessed under the titles of general information on the institutions offering early childhood and care services, physical conditions and inspection of the institutions, contents of the care and education services provided, relationships with parents and institutions and the personnel and working conditions. Interviews conducted with the central government institutions were assessed separately. However, before proceeding to these assessments, a general framework will be provided on how the early childhood care and education services are carried out in Turkey.

1. Early Childhood Education and Care Services in Turkey

Institution-based early childhood education and care services in Turkey are mostly provided in affiliation with the Ministry of National Education (MoNE) and Ministry of Family and Social Policies' (MoFSP) General Directorate of Child Services (GDCS). Childcare and education services provided by the public and private sectors under these two ministries are offered under various names such as nursery classes, kindergartens, daycare centres, childcare centres etc.:

¹ KEİG (2014), *Esnekleşme ve Enformelleşme Kıskaçında Türkiye'de Kadın Emegi ve İstihdamı: Politika Metinleri Çerçevesinde Bir Analiz [Women's Labour and Employment in the Pincers of Flexibilisation and Informalisation in Turkey: An Analysis in the Framework of Policy Papers]*, Istanbul: KEİG Publications. Accessible at: <http://keig.org/content/raporlar/KE%C4%B0G%20politika%20raporu%202014%20web.pdf>.



- “Kindergartens and daycare centres” working under the General Directorate of Child Services of the province they operate in, as well as private institutions functioning under GDSCS, provide kindergartens for children aged 0-3, and daycare centres for children aged 3-6. According to MoNE’s National Education Statistics data of 2013-2014, there is a total of 1,592 institutions that provide services in this manner across Turkey.
- Public and private “kindergartens” and “nursery classes” functioning under the Ministry of National Education provide services for children aged 36-72 months. According to MoNE’s National Education Statistics data, there are 22,662 public kindergartens and nursery classes affiliated with MoNE across Turkey, while the number of private kindergartens and nursery classes is 2,335. Preschool period, while being for 0-8 age group children according to UNICEF, is for the 0-6 age group children in Turkey. Nonetheless, the Ministry of National Education, which is responsible for preschool education, deals with the education of the children of 3-6 age group. Data on this age group on the other hand, has been available since 2009. The gross schooling rate for the 3-5 age group in Turkey was 30.93% for the academic year 2012-2013 and went down to 28.03% for the 2013-2014 period. This decrease is also applicable for the schooling rates of 4-5 age group 5 age old children. In particular, there is a significant decrease in the schooling rates of 5 age old children compared to previous years (65.69% in 2011-2012; 55.35% in 2012-2013; and 43.49% in 2013-2014).² One of the most important causes of this decrease is considered to be the 4+4+4 practice put forward with the changed education system. In the report prepared by the Mother Child Education Foundation (AÇEV) and Education Reform Initiative (ERG), it is indicated that the total schooling rate of 5 age old children for the academic year 2012-2013 was 74% however only 41% of this rate participated in preschool education and 32% which could participate in preschool education attended elementary schools.³

Alongside these services, there are institutions opened by public institutions and workplaces that are subject to the Labour Code, providing childcare services to their own personnel. Pursuant to Article 191 of Law No. 657, an affiliated daycare centre can be opened for at least 50 children of 0-6 age group of the staff working in public institutions.⁴ According to MoNE’s 2013-2014 National Education Statistics data, the number of institutions opened in this scope is 109. While this number was 497 in 2008, it has been declining ever since. It is believed that the main reason behind this decline was the decision made through a regulation amendment to put the public entity daycare centres under the status of social facilities and therefore cut down the budget allocated for these institutions for this service. Workplaces subject to the Labour Law which employ more than 150 female employees are obligated to provide this service by opening daycare centres or making contracts with centres authorized by public entities. However, due to the failure of workplaces to provide notifications about daycare centres or the lack of inspections on this matter, it is difficult to access data on daycare centres in workplaces. It is also obvious from the figures explained by Faruk Çelik, the former Minister of Labour and Social Security in his reply to an inquiry that inspections are not sufficient. According to this explanation, the number of workplaces employing more than 150 insured employees in Turkey is 1,658 in the public sector and 7,204 in the private sector. In 2012, 299 workplaces were inspected which employed more than 100 female employees. Among 172 workplaces under inspection which were obligated to open daycare centres, 76 did not have any daycare centres.⁵ In another reply to another questioning, it was stated that there are 1,591 workplaces which employ more than 150 female employees.⁶ In light of this information, it is apparent that the majority of workplaces employing more than 150 female employees are not being inspected.

In addition to these services, local governments and various NGOs also provide childcare services. One of the latest issues on the agenda has been opening daycare centres in OIZs. However, overall, early childhood care and education services are not widespread enough to

² http://sgb.meb.gov.tr/istatistik/meb_istatistikleri_orgun_egitim_2013_2014.pdf.

³ http://erg.sabanciuniv.edu/sites/erg.sabanciuniv.edu/files/ACEV.ERG_ECE_PolitikaRaporu.pdf

⁴ For details, see Regulation on Childcare Centres to Be Opened by Public Institutions, <http://mevzuat.meb.gov.tr/html/28.html>.

⁵ For details, see <http://www2.tbmm.gov.tr/d24/7/7-19413sgc.pdf>

⁶ For details, see <http://www2.tbmm.gov.tr/d24/7/7-24825sgc.pdf>



be able to meet the need in Turkey. Therefore, the number of children that are able to benefit from these services remains low. Ministry of National Education has determined the age limits of preschool education as 3-6. Services for children aged 0-3 are only provided by some private daycare centres affiliated with GDSCS, public or private workplace daycare centres and some NGO daycare centres in a quite limited scope. According to data from TURKSTAT, the population of children in Turkey is 8,839,164. However, according to the National Education Statistics, during 2013-2014, only 1,059,495 children aged 0-6 in Turkey have been able to benefit from these services.⁷ Due to the fact that the services provided by the central and local governments, as well as the daycare centres operated by workplaces being inadequate, together with the expensiveness of private daycare centres, childcare and education services are not accessible to all segments of the society. This negatively impacts the development and education of children who are unable to access these services. In general, instead of institutionalization of early childhood care and education services, they are essentially still being offered in a home-centred manner with a “family” focus. Care work is carried out for free by women within the family as part of reproductive labour. Not only does this situation serve to render the work invisible and without value, but it also creates a serious obstacle for women’s participation in all areas of social life and particularly in the workforce. In Turkey, women undertook the care of 89.6% of the children aged 0-5 (TURKSTAT, 2012).⁸ Considering the fact that half of the population of children aged 0-17 are below 10 years old in Turkey,⁹ it is apparent how direct the quality and extensiveness of childcare and education services affect women’s lives. Therefore, the necessity to make early childhood care and education services more widespread is quite apparent, and that is the task which stands before us.

.....
⁷ Services provided by institutions affiliated with MoNE and MoFSP.

⁸ TURKSTAT 2012, *Gelir ve Yaşam Koşulları Raporu [Income and Living Conditions Report]* <http://www.turkstat.gov.tr/PreHaberBultenleri.do?id=13594>

⁹ TURKSTAT 2013, <http://www.tuik.gov.tr/PreHaberBultenleri.do?id=160532>



2. Institutions Providing Early Childhood Care and Education Services: A Qualitative and Quantitative Analysis

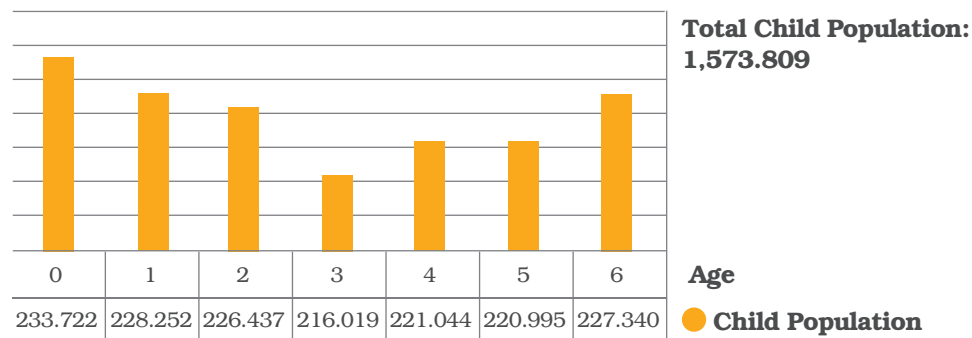
2.1 Quantitative Data on Institutions Providing Early Childhood Care and Education Services

2.1.1 ISTANBUL

Number of Children in the Province

According to the data from Turkish Statistical Institute (TURKSTAT) there is a total of 1,554,582 children aged 0-6 in Istanbul, of which 883,113 are aged 0-3 and 671,469 are aged 4-6 (TURKSTAT, Address Based Population Registration System Database, 2014).

Figure 1. Population of Children Aged 0-6, Istanbul

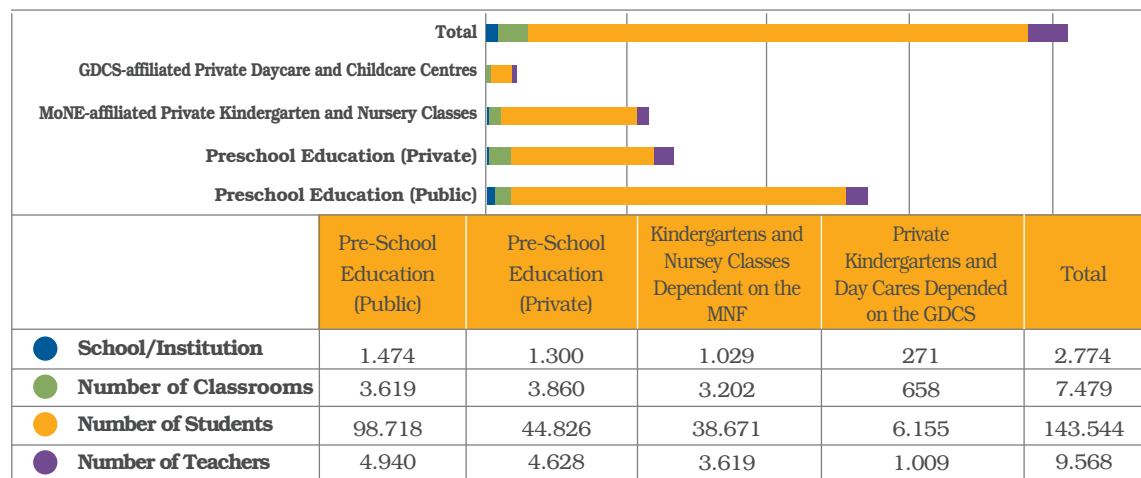


Institutions Offering Early Childhood Care and Education Services

• MoNE Affiliated Kindergartens and Nursery Classes and MoFSP/GDCS Affiliated Private Childcare and Daycare Centres

According to the National Education Statistics data of 2013-2014 published by MoNE, there is a total of 2,774 institutions (7,479 classrooms) providing preschool education in Istanbul. Among these institutions, 2,503¹⁰ are providing services to children aged 3-6 under MoNE, while 271¹¹ are providing services to children aged 3-6 under MoFSP/GDCS. The number of children benefiting from these services is 143,544. Total number of teachers working in these institutions is 9,568. (See Figure 2). Considering the fact that the total number of children aged 0-6 is 1,573,809, it is apparent that the number of children benefiting from these services as well as institutions providing these services is inadequate.

Figure 2. Preschool Education Data, Istanbul



¹⁰ The number of public preschool institutions affiliated MoNE is 1,474, private 1,029.

¹¹ These data also include institutions providing childcare services for own personnel (opened pursuant to Article 191 of the Law No.657). However, the data on how many were opened in this fashion were not provided by province. To obtain such information, MoNE was called, but the data for the previous year could be obtained. The next subsection provides such data.



In addition to this data, information gathered as a result of phone calls made to the provincial directorates of MoNE and MoFSP is not exactly the same as the data listed above. According to the information collected during these calls, there is a total of 3,914 institutions providing preschool care and education, with 3,613 under MoNE (See Annex-1) and 301 under MoFSP/GDCS. Information regarding the capacity of these institutions and occupancy rates was not given, and the reason stated for this was that they currently were not within the school year. Yet, according to the regulations of these institutions, they can be founded with a capacity of at minimum of 10 and maximum of 25 students. In this case, it is possible to deduce that the capacity of preschool care and educational institutions under MoNE and MoFSP in Istanbul is around 150 thousand. However, the fact that the data provided is inconsistent gives us the impression that a comparison of number, capacity and occupancy rates would not be completely sound. On the other hand, the statistics on the website of the Provincial Directorate of National Education also demonstrate different figures. According to this data, there are 2,493 kindergartens and nursery classes under MoNE in Istanbul as well as 7,302 classrooms, 136,535 students and 9,031 teachers.¹²

• Institutions Opened Pursuant to Article 191 of Law No. 657 by Public Institutions for Their Own Employees

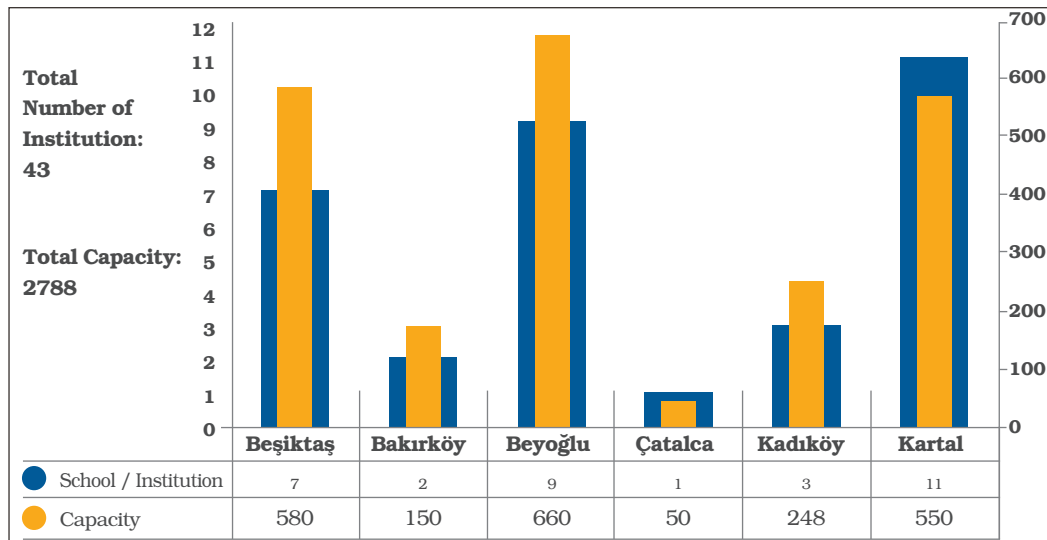
Regarding the number of preschool educational institutions established by various public institutions for own personnel pursuant to Article 191 of Law No. 657 -according to the data provided by MoNE and MoFSP - there is a total of 13 daycare centres (41 classrooms) in Istanbul belonging to such institutions, with 8 of which belonging to local governments (See Annex 2). However, this data is from the academic year 2012-2013 and it is difficult to say that it provides the exact number. In fact, according to the information obtained from local governments via telephone, there are more than 8 kindergartens established by local governments (municipalities) that also provided childcare services for their own personnel prior to 2012. There is no data provided by the Provincial Directorate of National Education on this issue.

• Daycare Centres Opened by Local Governments (Municipal Daycare Centres)

Municipalities are able to establish childcare and daycare centres that provide care services for both the children of their own personnel, as well as other children. As mentioned above, according to the data provided by MoNE and MoFSP through phone calls, there are 8 kindergartens established by local governments in Istanbul, pursuant to the Article 191 of Law No. 657. However, the research on this issue resulted in different conclusions. According to the information gathered through phone calls and face-to-face interviews in Istanbul, which has 39 district municipalities and a metropolitan municipality, a total of 9 district municipalities provide childcare services (including those that provide services to the children of their own personnel). The number of childcare and daycare centres providing these services is 43.

There are 7 childcare and daycare centres under Bakırköy Municipality, 2 under Beşiktaş Municipality, 9 under Beyoğlu Municipality, 1 under Çatalca Municipality, 3 under Kadıköy Municipality, 11 under Kartal Municipality, 1 under Maltepe Municipality, 3 under Sarıyer Municipality and 6 under Şişli Municipality. These institutions which mostly provide services for children aged 3-6 have a total capacity of 2,788 children and they are 100% full (except for one municipal daycare centre¹³) (See Figure 3). All municipal daycare centres reported a demand much higher than their capacities.

Figure 3. Municipal Daycare Centres, Istanbul



¹² See http://istanbul.meb.gov.tr/meb_iys_dosyalar/2014_04/01104349_stanbulstatistikleri201302014.pdf

¹³ Despite the high demand, they are observed to provide services far below the capacity due to the inability to enrol children for various conditions.



• Daycare Centres Opened by Private Workplaces for their Employees

Workplaces that are subject to Labour Law and employ more than 150 women are also obliged to open daycare centres (However, additional regulations have also provided employers with the option to outsource this service). There is no data available on the number of workplaces in Istanbul which employ more than 150 female employees. In the data from TURKSTAT, the classification is made as 100-249 employees and more than 250 employees, without any disaggregation by gender. Efforts were made to gather information from relevant government agencies on the number of workplaces which employ more than 150 female employees and the number of those which have daycare centres; however, no responses were obtained. On the other hand, it was observed that, although the relevant regulation¹⁴ made it obligatory to inform MoNE and the Provincial Directorates of the Turkish Employment Agency (ISKUR) with regards to existing kindergartens until December 2013, in practice, they have not been given such notice. Although no information has been gathered yet on the number of workplaces employing more than 150 female workers as well as the number of those which have daycare centres, it is known that in general, the number of workplaces employing more than 150 female workers in Turkey is quite low and also the daycare services provided by these workplaces is almost non-existent.

• Daycare Centres in Organized Industrial Zones (OIZ)

One of the latest issues on the agenda has been opening daycare centres in Organized Industrial Zones (OIZ). According to data provided by the Ministry of Science, Industry and Technology, there are 8 OIZs in Istanbul.¹⁵ As a result of phone conversations, it was found out that only one of these (Dudullu OIZ), included a childcare centre with a capacity of 300 children. However, no information was given on the occupancy rates as it was the summer period. It was also reported that a daycare centre was being planned to be opened in another OIZ (İkitelli OIZ). Within the boundaries of OIZ in Beylikdüzü there is a private kindergarten, although this is not run by the management of OIZ. Opening a childcare centre is indeed one of the medium-term goals of Beylikdüzü OIZ, however this has not been put into practice as yet.¹⁶

• Childcare Services Provided in the Scope of Vocational Training

While carrying out the mapping study, it was also explored whether institutions providing vocational training offer or organize care services for the children of those who take part in such training. ISKUR, which does not directly provide vocational training in Istanbul, but awards contracts through tenders for such training, has stated that the institutions and companies that carry out this vocational training as a result of the contracts they have been awarded do not provide childcare services as part of their operations. According to the information obtained via telephone, the Vocational Training Courses of Istanbul Metropolitan Municipality (İSMEK) and Public Education Centres which most extensively provide such training in Istanbul, also did not envisage providing any kind of childcare services in the scope of the implementation of the training.

¹⁴ Regulation on Employment Conditions for Pregnant or Breast-feeding Women and Breast-feeding Rooms and Childcare Centres, Official Gazette date: 16.08.2013, Official Gazette issue: 28737, <http://www.resmigazete.gov.tr/eskiler/2013/08/20130816-8.htm>.

¹⁵ For details, see <https://osbbs.sanayi.gov.tr/citydetails.aspx?dataID=224>

¹⁶ For details, see <http://www.ibosb.com/TR/about/02faaliyetler.asp>

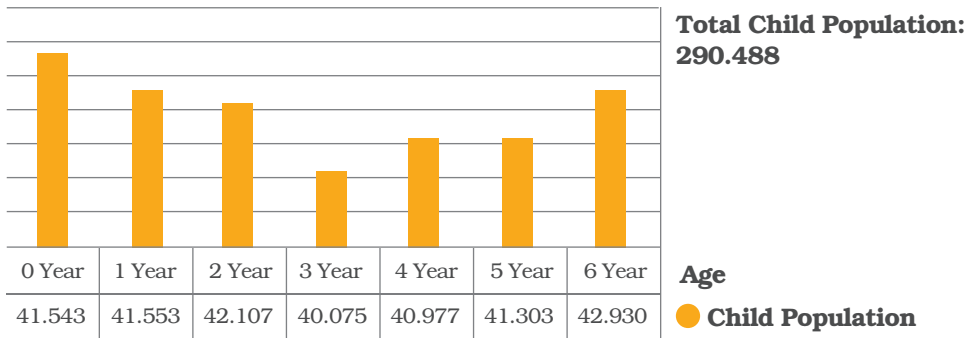


2.1.2 BURSA

Number of Children in the Province

According to the data from Turkish Statistical Institute (TURKSTAT) there is a total of 286,274 children aged 0-6 in Bursa, of which 161,269 are aged 0-3 and 125,005 are aged 4-6 (TURKSTAT, Address Based Population Registration System Database, 2014).

Figure 4. Population of Children Aged 0-6, Bursa

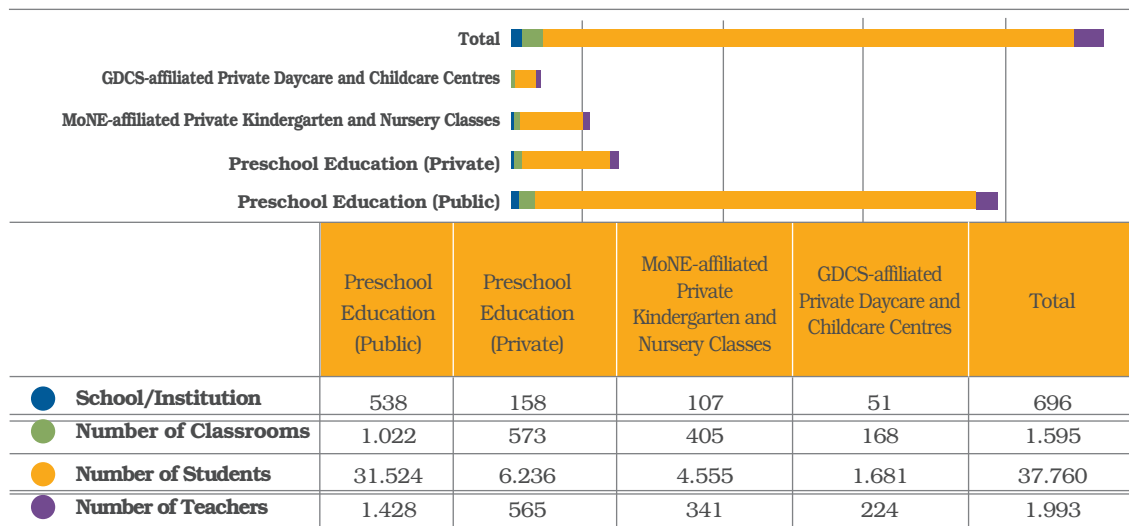


Institutions Providing Early Childhood Care and Education Services

• MoNE Affiliated Kindergartens and Nursery Classes and MoFSP/GDCS Affiliated Private Childcare and Daycare Centres

According to the National Education Statistics data of 2013-2014 published by MoNE, there is a total of 696 institutions (1,595 classrooms) providing preschool education in Bursa. Among these institutions, 645¹⁷ are providing services to children aged 3-6 under MoNE, while 51¹⁸ are providing services to children aged 0-6 under Ministry of Family and Social Policies (MoFSP)/General Directorate of Child Services (GDCS). The number of children benefiting from these services is 37,760. Total number of teachers working in these institutions is 1,993 (See Figure 5).

Figure 5. Preschool Education Data, Bursa



Interviews with Provincial Directorates of MoNE and MoFSP have resulted in different figures. According to the information gathered via phone calls, there are 682 preschool care and education institutions under MoNE (1,919 classrooms) (See Annex 3) and 53 under MoFSP/GDCS (capacity of 3,108 children) which add up to a total of 735 institutions. It is possible

¹⁷ The number of public preschool institutions affiliated MoNE is 538, private 107.

¹⁸ These data also include institutions providing childcare services for own personnel (opened pursuant to Article 191 of the Law No.657). However, the data on how many were opened in this fashion were not provided by province. To obtain such information, MoNE was called, but the data for the previous year could be obtained. The next subsection provides such data.



to deduce that the capacity of preschool educational institutions under MoNE and MoFSP in Bursa is around 32,000 children. As mentioned above, the fact that the data is not certain makes it impossible to make a sound comparison.

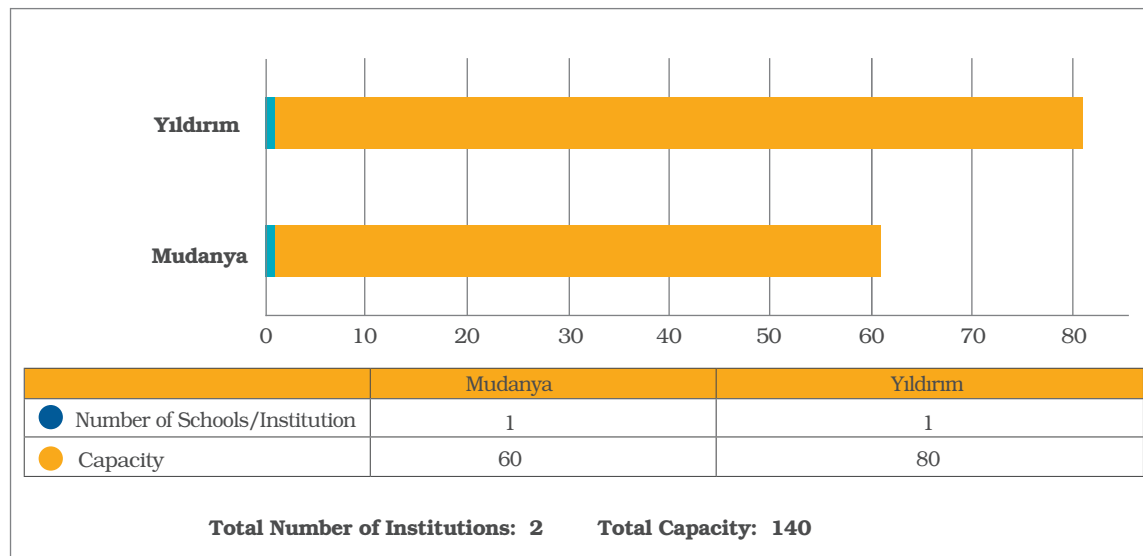
• **Institutions Opened Pursuant to Article 191 of Law No. 657 by Public Institutions for Their Own Employees**

According to the data provided by MoNE and MoFSP, the number of preschool educational institutions established by public institutions pursuant to Article 191 of Law No. 657 has been 6 (16 classrooms) during 2012-2013 in Bursa, with 2 of which belonging to local governments (See Annex 2). Same data was requested from the Provincial Directorate. Also, according to this data, there was a total of 6 daycare centres within public institutions in 2013-2014 and 224 benefited from these centres. However, it was reported that, in practice, there are more municipal daycare centres in Bursa as is in Istanbul. Hence, statistical data cannot be achieved due to the fact that public institutions in Istanbul and Bursa (and in Turkey in general) do not usually fulfil their obligation to inform MoNE and/or MoFSP when they open a childcare centre for their own employees.

• **Daycare Centres Opened by Local Governments (Municipal Daycare Centres)**

As mentioned above, according to the data provided by MoNE and MoFSP, there are 2 kindergartens established by local governments pursuant to Article 191 of Law No. 657. However, the research on this issue resulted in different conclusions. There are 17 district municipalities and a metropolitan municipality in Bursa. Among these municipalities, there are 2 that provide care services for the children of municipality employees as well as other children (Yıldırım and Mudanya Municipalities). The number of childcare and daycare centres providing these services is 2. There is 1 daycare centre each under Yıldırım Municipality and Mudanya Municipality. Total capacity of these daycare centres is 140 with an occupancy rate of 100% (See Figure 6). Total capacity of all daycare centres is 540 with an occupancy rate of 100% (See Figure 6). The fact that kindergartens belonging to municipalities provide services for relatively low prices increases the demand for these institutions - much beyond their capacities - in Bursa as it does in other provinces.

Figure 6. Municipal Daycare Centres, Bursa



• **Daycare Centres Opened by Private Workplaces for their Employees**

As mentioned above, workplaces that are subject to Occupational Health and Safety Law and employ more than 150 women are obliged to open daycare centres. According to the information obtained from Provincial Directorate of ISKUR in Bursa, there are 81 workplaces which employ more than 150 women. However, no information could be gathered from Provincial Directorate of the Social Security Institution, Prime Ministry Communications



Centre (BİMER), ISKUR or Chambers of Industry and Trade on the number of workplaces which actually have daycare centres. It was observed that, although the relevant regulation¹⁹ made it obligatory to inform MoNE and the Provincial Directorates of the Turkish Employment Agency (ISKUR) with regards to existing kindergartens until December 2013, in practice, they have not been given such notice. Despite the lack on figures, two of the workplaces which have daycare centres were contacted and in-depth interviews were conducted.

• **Daycare Centres in OIZs**

According to the data from Ministry of Science, Industry and Technology, there are 13 Organized Industrial Zones in Bursa.²⁰ Although there are currently no daycare centres in these OIZs, according to information gathered during phone calls, there are plans to open such centres in two zones (Gürsu and Demirtaş OIZ). There is also a private kindergarten within the boundaries of Bursa OIZ that does not belong to OIZ management.

• **Childcare Services Provided in the Scope of Vocational Training**

It was reported via phone calls that, institutions and companies providing vocational training as a result of ISKUR tender, the Vocational Training Courses of Bursa Metropolitan Municipality (BUSMEK), and Public Education Centres did not envisage providing any kind of childcare services for the children of those taking vocational training classes in Bursa.

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¹⁹ Regulation on Employment Conditions for Pregnant or Breast-feeding Women and Breast-feeding Rooms and Childcare Centres, Official Gazette date: 16.08.2013, Official Gazette issue: 28737.

²⁰ For details, see <https://osbbs.sanayi.gov.tr/citydetails.aspx?dataID=206>

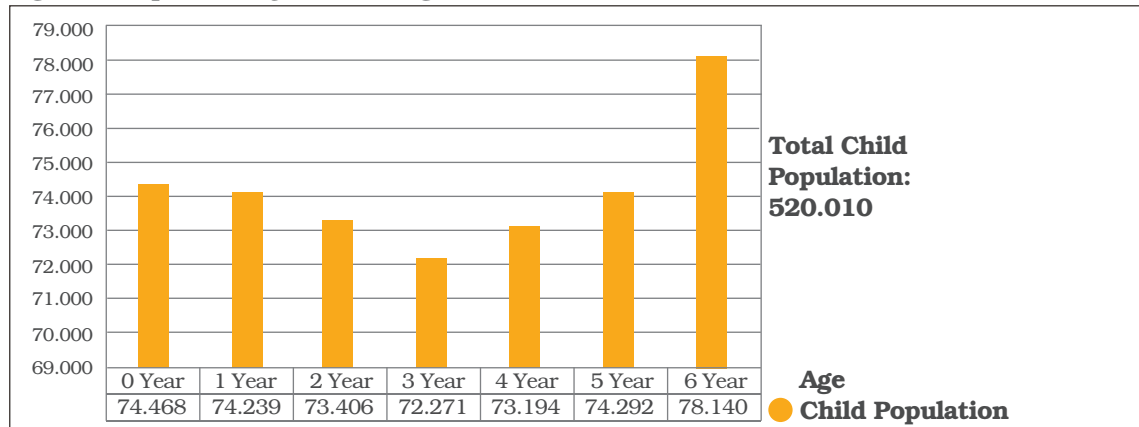


2.1.3 ANKARA

Number of Children in the Province

According to the data from Turkish Statistical Institute (TURKSTAT) there is a total of 511,088 children aged 0-6 in Ankara, of which 285,026 are aged 0-3 and 226,062 are aged 4-6 (TURKSTAT, Address Based Population Registration System Database, 2014).

Figure 7. Population of Children Aged 0-6, Ankara



Institutions Providing Early Childhood Care and Education Services

• MoNE Affiliated Kindergartens and Nursery Classes and MoFSP/GDCS Affiliated Private Childcare and Daycare Centres

In Ankara there are two different sets of information regarding kindergartens and nursery classes under the Ministry of National Education (MoNE). Various differences are apparent between the data provided by Ministry and by the Provincial Directorate of National Education for the academic year 2013-2014. The Ministry provides a total number of all kindergartens and nursery classes providing preschool education in Ankara. According to this, the number is 1,340. Yet in the provincial data, kindergartens and nursery schools under MoNE and the schools established pursuant to Article 191 of Law No. 657 without any affiliation with MoNE have been classified separately. The total number provided here then becomes 1,391. As a result of this difference, the number of students, teachers and the capacities also vary. Therefore, in this section, the provincial data will be taken as the basis.²¹

According to the Provincial Directorate of National Education, in Ankara, there are 1,140 public and private kindergartens and nursery classes under MoNE, 2,788 classrooms, 56,781 students, 4,389 teachers and the total capacity is 56,822.

In the provincial statistics for Ankara, there are 227 schools under the Ministry of Family and Social Policies' General Directorate of Child Services, 885 classrooms, 6,125 students and 1,157 teachers.

Figure 8. Preschool Education Data, Ankara²³

Institution Type	School/ Institution	Number of Classrooms	Number of Students	Number of Teachers	Capacity
MoNE-affiliated Public Kindergarten	92	433	10.860	746	10.825
MoNE-affiliated Public Nursery Class	774	1.292	36.153	2.526	36.176
MoNE-affiliated Private Kindergarten	204	809	7.164	900	7.281
MoNE-affiliated Private Nursery Class	70	254	2.604	217	2.540
GDCS-affiliated Private Daycare and Childcare Centres	227	885	6.125	1.157	X
Total	1.367	3.673	62.906	5.546	56.822²⁴

Source: Statistics from Provincial Directorate of National Education, 2013-2014

²¹The section of summary tables at the end of the text also includes the data from the Ministry.

²²The Provincial Directorate of National Education furnishes the number of students per classroom, which enables us to calculate the capacity.

²³For details, see ANNEX-4.

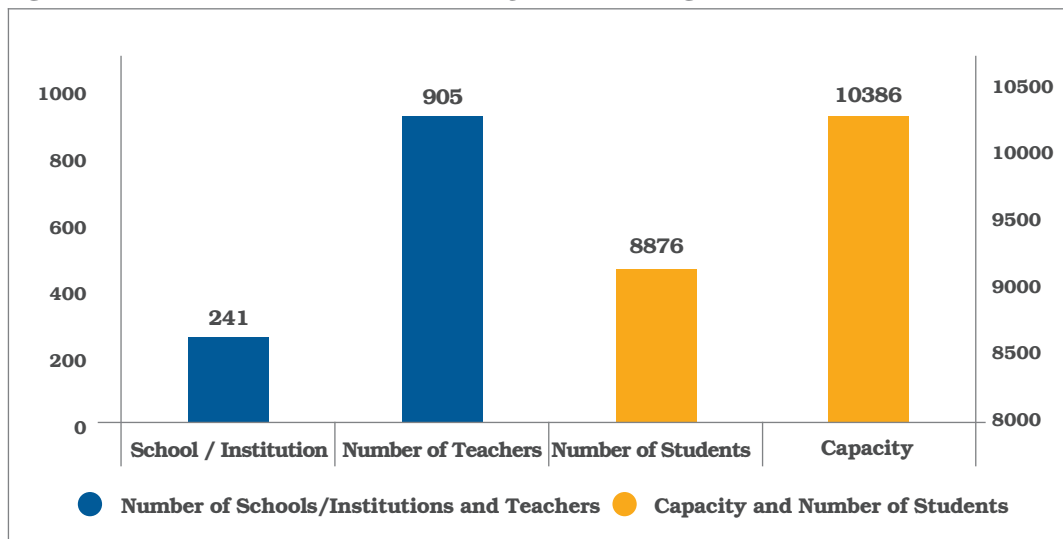
²⁴The data on capacity do not include schools affiliated with GDCS.



In the statistics kept by MoNE, the number of school-age children is reported as 221,663 and only 62,906 of them benefit from preschool education.²⁵ This means 70 percent of all children aged 3-6 receive care at home.

The number of schools which provide services for children aged 3-6 under GDCS is given in Figure 7.²⁶ In the data provided by the Provincial Directorate of the Ministry of Family and Social Policies, it is possible to access any information about private schools offering services to children aged 0-6. However, it is also necessary to mention that these institutions classify themselves according to the age of children as 0-2, 0-6, 0-14, 2-6, 3-6, 2-14, 3-14 and 0-14 years. The total number here is 241, with 8,876 students, 905 teachers and a capacity of 10,386.

Figure 9. GDCS Preschool Education Data for Children Aged 0-6, Ankara



Source: Statistics from Ankara MoFSP Provincial Directorate

It is possible to access the number of children aged 3-6 who are benefiting from preschool education via the statistics provided by the Provincial Directorate of MoNE. Accordingly, there are 6,125 children benefiting from schools under MoFSP. Based on the assumption that the statistics provided by the Provincial Directorate of MoFSP and by MoNE are consistent, the number of children aged 0-2 attending kindergartens can be calculated as 2,751.

When all the data above is considered, it becomes clear that the institutionalization of care for children aged 0-6 is inadequate.

• Institutions Opened Pursuant to Article 191 of Law No. 657 by Public Institutions for Their Own Employees

Pursuant to the Regulation on Childcare Centres to Be Opened by Public Institutions, these institutions are obliged to inform the Ministry of National Education or the (abolished) General Directorate of Social Services and Child Protection within 30 days when they open a childcare centre. Yet according to the Ministry of National Education, they only receive information about the opening of such centres by public institutions if there is some kind of complaint. The institutions themselves do not give any kind of notification. Under these circumstances, since the figures provided by MoNE are not up-to-date,²⁷ again the data of 2013-2014 provided by the Provincial Directorate has been used. According to these statistics, there are 24 preschool institutions opened under Article 191 of Law No. 657 without any affiliation with MoNE and there are 2,425 students and 1,157 teachers.

²⁵ The data from the Ministry give this figure as 65,640.

²⁶ While, according to MoNE, the data include ages 3-6, the data on Istanbul make us think that no such disaggregation has been made. Therefore, caution is advised on these figures.

²⁷ MoNE 2012-2013 data give 122 as the total public daycare centres across Turkey. The data of 2013-2014 give this figure as 109, reflecting a drop. Therefore, the figure for the number of institutions refers to 2012-2013. However, the number of children, capacity and staff appear to be those of 2006 data. Since it was impossible to access current data, it is not known in which provinces such drops were experienced.



• Centres Opened by Local Governments (Municipal Daycare Centres)

There are 25 district municipalities and 1 metropolitan municipality in Ankara. Comparing the information we gathered on the number of municipal daycare centres with the data provided by MoNE, information on the existence of daycare centres which are not included in MoNE's data makes it impossible to use the data provided by MoNE.

According to phone calls and face-to-face meetings, there are no daycare centres or kindergartens run by Ankara Metropolitan Municipality. Yet, it has been found out that in ladies' clubs belonging to the Municipality there are play rooms designated for children aged 3-6. According to this information, all of these ladies' clubs, of which there is a total of 21, has a play room. Another unit under Ankara Metropolitan Municipality is the Family Life Centres (FLC). In some of these centres there are play rooms for members' children aged 3-6. While Çubuk FLC has a play room, Planet FLC has a children's club for children aged 4-14, and Sincan FLC has one for children aged 10-13. Pursaklar FLC, on the other hand, has activity classes for children aged 4-6. Kazan and Kuççağz FLCs report that, without mentioning the age group, children benefit from the children's clubs in their facilities.

In Pursaklar Municipality there are also five "civility schools". Children aged 4-6 can benefit from these during four sessions: 8.30-10.00, 10.15-12.00, 13.15-14.20, and 14.20-17.00 daily. Since the times when children come and go vary, they were unable to give an exact number of children; however, they have mentioned that these schools work mostly at full capacity. According to the information received from four of these schools, their total capacity is 940 and the number of personnel is 26. These schools provide training to children free of charge with regards to "social decorum" which includes topics such as "dining etiquette, rhetoric, greetings..." and once they finish the courses, the children are awarded certificates. Women going to the two ladies' clubs belonging to the Municipality are also able to leave their children in these schools.

According to the interview conducted with Altındağ Municipality, there are two kindergartens belonging to Altındağ Municipality. Their total capacity is 120, and they work at full capacity. Twelve personnel work in these institutions, 5 of which are teachers.

In the statistics provided by the Provincial Directorate of MoNE, there is no information about kindergartens belonging to Çankaya Municipality. Yet on the website of this Municipality, it is stated that there are 11 Children's Daycare Centres. The total capacity of these 11 daycare centres is 1106 and the number of children benefiting from these centres is 1072. Only in one of the daycare centres there are more children than the capacity of the centre. In others, all centres either provide services to children at full capacity or lower than their capacity.

According to the information coming from Etimesgut Municipality, there are three kindergartens and daycare centres belonging to the Municipality. The total number of teachers in the kindergartens is 10 and the total number of personnel is 37. However due to an increase in the capacity of these institutions to take place in the following term, it has been declared that the number of teachers will also grow accordingly. There is a total of 15 classrooms. The number of children in each classroom in two of the daycare centres is stated as 15 and 16, while 160 children are reportedly registered for the new period in the third daycare centre, which contains 10 classrooms.

It has been found out in a face-to-face meeting that no daycare service is being provided by Mamak Municipality.

There are 3 kindergartens belonging to Yenimahalle Municipality. These institutions serve children aged 3-6. Their total capacity is 294, and they work at full capacity. There are 51 personnel working in these institutions which consist of 22 teachers, 15 assistant mothers, 4 janitors and 10 kitchen employees. It has been stated that two new daycare centres will be opened for the academic year 2014-2019.

According to information gathered through phone conversations with Keçiören Municipality, there is only one kindergarten providing Childcare service in this municipality. They also mentioned that there was another kindergarten before, but it is currently unusable. The capacity of the present kindergarten is 54, and the number of children who have registered for the new term is 40. There are four staff members, three of whom are teachers, one a director and one an employee. Furthermore, it was also reported that there used to be 'child



stations' in market places where parents could leave their children for 2-3 hours while they shopped. However, these places have now been turned into centres serving handicapped children.

There are no daycare centres belonging to municipalities, other than the municipal daycare centres mentioned above.

As seen in Table 10, Çankaya Municipality is the municipality with the highest number of schools and therefore largest capacity and personnel among all other municipalities.

Figure 10. Municipal Daycare Centres, Ankara

	Altındağ	Çankaya	Etimesgut	Yenimahalle	Keçiören	Toplam
Total	2	11	3	3	1	20
Keçiören	1	1106	225	294	54	1799
Yenimahalle	3	1072	225	294	40	1751
Etimesgut	3	196	37	51	4	300
Çankaya	11	120	120	12		
Altındağ	2					
Total Number of Institution	2	11	3	3	1	20
Total Capacity	120	1106	225	294	54	1799
Number of Benefiting Children	120	1072	225	294	40	1751
Number of Staff	12	196	37	51	4	300

• Daycare Centres Opened by Private Workplaces for their Employees

As mentioned above, workplaces employing more than 150 women are obliged to open daycare centres. After an interview with the Inspection Board of Ministry of Labour on this issue, it has been found out that there is no certain information. Inspections in workplaces usually take place on an issue at hand, and if during these inspections it is discovered that a workplace has no daycare centre even though it employs more than 150 women, this absence is recorded in a report. In other words, the only accessible information is about "which workplaces do not have daycare centres". An application has also been lodged to BIMER for this information without any reply.

Moreover, interviews were conducted with Ankara Chamber of Industry, Ankara Chamber of Commerce, TOBB's Women Entrepreneurs and the Small and Medium Enterprises Development Organization (KOSGEB). First conclusion was that Ankara's Chambers of Industry and Commerce did not have such information. An official from the Strategy Department of KOSGEB reported that they did not have this kind of data, or rather, that the number of workplaces employing over 150 women is unknown due to the fact that TURKSTAT does not include any questions regarding gender in the survey it conducts with all workplaces that have over 20 employees. Instead they gave some general information, stating that the number of firms in Ankara that have 50-249 employees is 3,312, while the number of firms that have 250 or more workers is 714.

• Daycare Centres in OIZs

As mentioned above, opening daycare centres in industrial zones has recently been on the agenda. According to the Ministry of Science, Industry, and Technology there are ten OIZs in Ankara. However, as found out through phone calls, two of these ten OIZs are still in construction. There was no information with regards to whether daycare centres has been included in the projects. There are no kindergartens in the existing OIZs. Only in the 1st Sincan and Ankara Anadolu OIZs is some field research being conducted in order to understand the extent of the demand for daycare centres.



• **Childcare Services Provided in the Scope of Vocational Training**

According to ISKUR, which does not directly provide vocational training, but awards contracts through tenders for such training, has stated that there is no information on which training institutions to be opened in Ankara has daycare centres or play rooms. It has been observed that none of the institutions which were contacted had daycare centres or play rooms, or the plans to provide such services.

It has also been determined that in the 160 Handicrafts and Vocational Training courses (BELMEK) provided by Ankara Metropolitan Municipality, no service is available for children.

It has been found out that in the Family Centres under Mamak Municipality, during courses opened for a minimum of 12 women, there are also play rooms in which there are teachers provided by Public Education Centres, so that women can leave their children in these places while they attend the courses.

In the Social Solidarity Centres (TODAM) of Çankaya Municipality, handicrafts, language, self-development and vocational courses are provided. There is a total of TODAMs. However, only three has classrooms called fairy-tale and play rooms for children. Each classroom is limited to 10 children and the number of classrooms is increased when more is needed. Children of the families who register in October can benefit from these rooms three days a week and three hours a day until June. Fairy-tale and play rooms provide services free of charge. These rooms are defined as places from which children who are not able to attend preschool education can benefit, as well as places where women who attend TODAM's courses can leave their children.²⁸

²⁸ http://www.cankaya.bel.tr/oku.php?yazi_id=12386

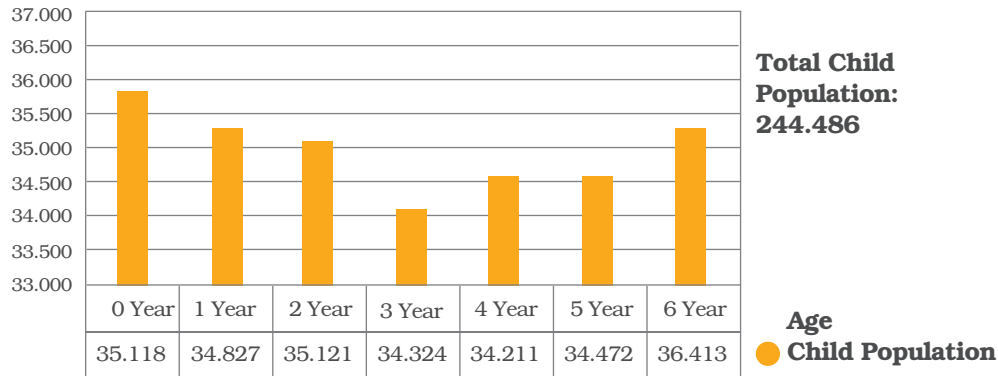


2.1.4 KONYA

Number of Children in the Province

According to the data from Turkish Statistical Institute (TURKSTAT) there is a total of 243,866 children aged 0-6 in Konya, of which 136,612 are aged 0-3 and 107,254 are aged 4-6 (TURKSTAT, Address Based Population Registration System Database, 2014).

Figure 11. Population of Children Aged 0-6, Konya



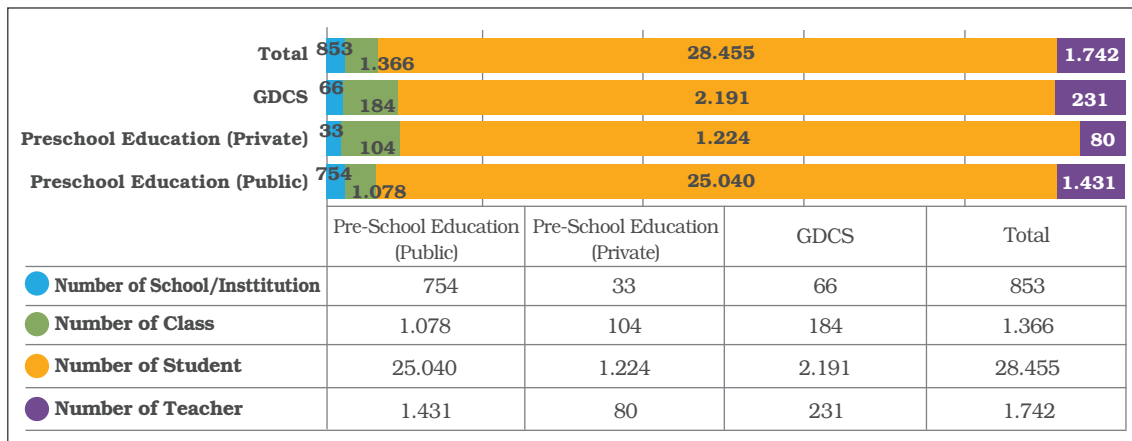
Institutions Providing Early Childhood Care and Education Services

• MoNE Affiliated Kindergartens and Nursery Classes and MoFSP/GDCS Affiliated Private Childcare and Daycare Centres

According to the data from the Provincial Directorate of National Education in Konya, there are 4,146 students, 337 personnel and 209 classrooms in the public kindergartens in Konya. Also, there are 592 students, 73 personnel and 8 classrooms in private kindergartens. There is no information available on capacity. Data obtained from the Directorate only includes the kindergartens under MoNE.

According to the Ministry of National Education's data regarding the academic year 2013-2014, on the other hand, there are 853 schools/classes in Konya. There is no disaggregation by kindergartens and nursery classes in this data. Furthermore, these figures include public and private kindergartens, public and private nursery classes, private institutions under the General Directorate of Child Services, and public institutions opened pursuant to Article 191 of the Law No. 657. There is no information available on total capacity. In total, there are 1,366 classrooms, 28,455 students and 1,742 teachers. However, information is provided on a provincial basis with regards to the total of public and private schools, as well as private schools under the General Directorate of Child Services. According to this data, there are 754 public schools/classes, 25,040 students, 1,431 teachers and 1,078 classrooms. Also, there are 33 private schools/classes with 1,224 students, 80 teachers and 104 classrooms. As for the private schools under the General Directorate of Child Services, there are 66 schools with 2,191 children, 231 teachers and 184 classrooms.

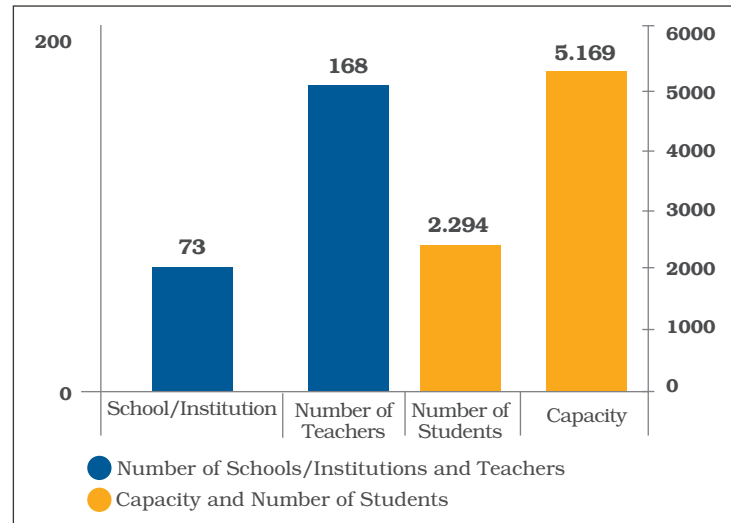
Figure 12. Preschool Education Data, Konya





On the other hand, according to the data from June 2014 shared by the Provincial Directorate of the Ministry of Family and Social Policies in Konya, there are 73 private daycare and childcare centres under the Directorate and the total capacity is 5,169. The number of children benefiting from these services is 2,294, while the number of teachers is 168.²⁹

Figure 13. Preschool Education Data for Children Aged 0-6, Konya



Source: Statistics from Konya MoFSP Provincial Directorate

• **Institutions Opened Pursuant to Article 191 of Law No. 657 by Public Institutions for Their Own Employees**

According to the statistics of 2012-2013 from MoNE, there are only two daycare centres opened in accordance with Article 191 of the Law No. 657 (See Annex 2). Apparently, there are 31 children benefiting from these institutions which have a capacity of 40. However, according to the information provided by the Provincial Directorate of the Ministry of Family and Social Policies, there is only one kindergarten belonging to a public hospital. Its capacity is 50, and it is operating at full capacity. Yet, as found out during interviews, the Provincial Directorate of Health also has a daycare centre with a capacity of 30 and there are 17 children benefiting from this institution. The public hospital on the other hand, serves to 40 children.

• **Daycare Centres Opened by Local Governments (Municipal Daycare Centres)**

There are 31 district municipalities and 1 metropolitan municipality in Konya. There is no daycare centre service in any of the district municipalities and Konya Metropolitan Municipality has refused to share any information.

Karatay Municipality has shared the information that it has completed the construction of three kindergartens.

Due to the lack of any open daycare centres, there have been no studies on the qualifications of municipal daycare centres in Konya.

• **Daycare Centres Opened by Private Workplaces for their Employees**

As it has been in other provinces, it was also not possible to obtain any information on the number of workplaces in Konya which employ more than 150 female employees and the ones having daycare centres. This is the case because, these criteria are evaluated in workplaces visited only for inspection and there is lack of data disaggregated by gender. However, an officer from ISKUR in Konya shared information on the number of workplaces which are affiliated with them and also employ more than 150 women. According to this

²⁹ It was indicated that the numbers of students and personnel varied daily in the summer.



data, there are 15 workplaces employing more than 150 women. As a result of the interviews conducted with these, it was found out that only one has a daycare centre among these 15 workplaces. Two workplaces have contracts with daycare centres to outsource this service. Therefore, interviews were conducted with a workplace which has a daycare centre, one which outsources this service and one that has not opened a daycare centre nor outsourced this service despite being obliged to do so.

• Daycare Centres in OIZs

According to the Ministry of Science, Industry, and Technology there are 9 OIZs in Konya. However, as found out through phone calls, one of these OIZs is still in construction. There are no kindergartens in the existing OIZs. It was reported that only one daycare centre is being constructed in Konya OIZ.

• Childcare Services Provided in the Scope of Vocational Training

According to the information received from ISKUR, the only available vocational courses are on-the-job training programs for the industrial sector and there are no vocational training courses up for tender for women. Therefore, it was reported that no service whatsoever is available for children within the existing courses.

According to the research we have conducted, Konya Metropolitan Municipality has course centres (KOMEK). In some of these centres, childcare services are also provided. Akşemsettin Course Centre has provided the information that throughout the duration of the courses, childcare is provided for children aged 4-6 for a fee of 30 TL for three months.

Alavardı Ladies' Club has provided the information that there is play room with a capacity of 15-20 children serving children aged 3-6 and that one staff member has been given the responsibility of managing this play room.

In the Family Life Centres belonging to Selçuklu Municipality, there are play rooms for children aged 3-6. However, as they have mentioned, no teacher has been put in charge of these rooms so that they are not classified as daycare centres. They also added that these places were not really suitable for children. Thus, they have arranged for these play rooms to provide services only for an hour during three days of the week. Four of the five Life Centres under the Municipality has play rooms.

The Vocational Training Courses run by Karatay Municipality have been included in KOMEKs of Konya Metropolitan Municipality pursuant to the recent regulations made in 2013. These centres have play rooms.

2.2. Qualitative Data on Institutions Providing Early Childhood Care and Education Services

2.2.1 General Information on the Institutions

There are independent public and private kindergartens being operated under MoNE. The price range for private kindergartens varies between 600 TL and 1028 TL. Full daycare and education services as well as food and cleaning expenses are included in these fees. Transportation can be provided with an additional fee.

A major price difference is apparent between private kindergartens and public kindergartens with prices ranging from 80 TL to 220 TL.

Capacities of the schools on the other hand, vary between 160 and 250.

Kindergartens mostly provide full-day service. However, due to the amendment in MoNE regulation which resulted in the double-shift education system in preschool education, now some kindergartens, particularly public ones, serve as kindergartens until noon and become children's clubs in the afternoon. This is justified as meeting the needs of parents. In other words, children who attend kindergartens in the morning stay at the children's club in the afternoon and receive courses in school subjects.

Children are mostly from families with two breadwinners. It was reported that working hours do not pose a problem for the parents. Children of working families are usually picked up by



their grandmothers or grandfathers.

Double-shift system is implemented in MoNE affiliated nursery classes which starts in the morning (08:00-12:30) and the afternoon (12:30-17:00). Except for one free nursery class expenses of which are covered by the governorship, prices are low. Fees vary between 20 TL and 150 TL. These fees include the costs for assistant mothers, stationery and food. It has been observed that free capacities are used below the capacity.

The need for early childhood care and education services becomes apparent when schools are operating with full capacity or even way over their capacities for some, when prices are low.

The majority of the families who leave their children at nursery classes are seemingly from lower or middle-income group. Most of the mothers are not working and fathers do not have high-income jobs. Considering the prices of nursery classes and the double-shift education system, it is understandable that families from the lower income group and those with one breadwinner prefer nursery classes. Families with higher income levels are mostly the ones with two breadwinners and they usually prefer sending their children to private kindergartens which provide full-day service.

In most of the nursery classes, classrooms are not separated by the age groups. In other words, all children from 3-6 age group are in the same classroom. However, needs and therefore the learning capacities of each age group are different. Another issue is the number of teachers. It is possible to say that there is no standardization on the age groups receiving the services as well as the number of personnel.

Transportation service is usually not provided free of charge for children attending nursery classes.

During the registration for nursery classes, age, weight and address registration are regarded as important criteria and this is justified with the desire to prevent any physical difference among children. When an applicant child has a special condition, he/she is placed by considering the structure of the classes.

Prices of daycare centres affiliated with MoFSP range between 350 TL and 1800 TL. Socio-economic levels of districts in which daycare centres are located stand out as the cause of the difference between prices. In almost all daycare centres, classes are formed based on age groups. However, there are also institutions in which all age groups are placed in the same classroom depending on the number of children. Socio-economic difference also presents itself at this point. While there are two teachers per classroom in the daycare centres located in districts where people from the higher income group live, there is only one teacher and one assistant teacher per classroom in daycare centres with children from the lower income group or one teacher works per classroom while intern teachers undertake ancillary duties.

Although daycare centres are able to provide services to children starting from age 0, it has been observed that they mostly provide services for the children aged 3-6. While there is separation for other age groups, daycare centres which accept 0-2 age group place these children in the same classroom. It is believed that especially placing children aged 0-1 in the same classroom as older children does not create a healthy environment for children's development.

All daycare centres have unpaid quotas. Since they are affiliated with MoFSP, they are obliged to accept children sent from this institution. However, especially in daycare centres with high prices, these unpaid quotas seem to remain empty.

Transportation fees are not included in monthly fees and asked additionally from the parents.

Prices set by the governorship commission as the upper and lower limit are decided without consulting with families.³⁰ However it is mentioned that the conditions of districts and families receiving the service are taken into account while making this decision.

Daycare centres of public institutions which were explored in the scope of this research have a capacity of minimum 45 and maximum 300 children; however apparently these daycare centres are not operating with full capacity. It has been observed that these daycare centres, which are able to provide services to children aged 0-6, mostly take children over 1 year old.

.....
³⁰ In Ankara for 2014-2015, the upper limit was 1,450 TL + VAT, and the lower limit 350 TL + VAT.



There is one teacher in each of the classrooms which are separated by age groups and also an assistant teacher in some of the daycare centres. In two of the interviewed daycare centres, children are not separated by age groups and all children were in the same classroom. This is the case because while some daycare centres accept only the children of their own employees, others also accept children of employees from other institutions as well as outside children. Fees of daycare centres for full-day service are 225-500 TL for their own employees and 320-570 TL for those outside the institution. Daycare centres do not have unpaid quotas. Parents are not consulted while prices are being set. Staff from daycare centres reported that when daycare centres in public institutions obtained the status of social facilities, they were obligated to cover their expenses with their own revenues and therefore they had to set the fees for daycare centres based on their costs. Some of the interviewed staff at the daycare centres mentioned that this was also the reason for accepting the children from outside the institution.³¹ Relevant regulation also allows the public institutions to set prices for their own daycare centres.³² Parents cover the transportation expenses of their children. In one of the interviewed daycare centres, children use the same shuttle service provided by the institution together with their parents. Daycare centres mostly provide services during 08.00-17.00 and these hours are aligned with parents' working hours. However, it was also observed that the working hours of daycare centres in some of the institutions which require working late at night are not aligned with the working hours of parents. This was also justified by the economic problems faced by daycare centres.

Capacities of the interviewed municipal daycare centres range between 40 to 150 children. Almost all daycare centres work in full capacity. Relatively low prices of municipal daycare centres increase the demand for these daycare centres way above their capacities. Classrooms are separated by age groups in these daycare centres, of which most are providing services for children aged 3-6, and there is 1 teacher and 1 assistant teacher per classroom. There are no daycare centres providing services for children aged 0-2. Full-daycare fees of daycare centres range between 300 TL to 600 TL. Parents pay additional fees for courses in school subjects. These daycare centres have unpaid quotas. Budgets of daycare centres consist of the fees collected for care services as well as the contributions from the municipality. Transportation costs are covered by parents (except for one municipal daycare centre). Some daycare centres ask for relatively lower fees for the children of their own personnel. Daycare centres mostly provide services between 08:00-17:00. Interviewed municipalities expressed their intentions to increase the number of daycare centres.

Daycare centres in private workplaces generally accept children aged 0-6 of working women or of men whose spouses are deceased/who are divorced and have the custody of their children and have not re-married. One daycare centre also accepts the children of men whose spouses have a job with social security and do not have a daycare centre within their own workplaces. Interviewed daycare centres have a capacity of minimum 76 and maximum 1000 children; however, they are operating below their capacities. One of the interviewed daycare centres provides services for children aged 0-3 and one for children aged 2,5-6 while others provide services for children aged 0-6. Classrooms are mostly separated by age groups. Daycare centres in some workplaces are free of charge while the prices of others range between 155 to 385 TL. One of the interviewed daycare centres accepts children from outside the workplace when they have the capacity. While working hours of daycare centres are generally arranged in line with the working hours of parents, they provide services until 23.00 the latest, which may result in problems for employees working night shifts. One daycare centre provides 7/24 service upon demand and hourly additional fee from parents. Children's transportation is ensured via the shuttle service provided by the workplace for the parents. One daycare centre provides shuttle service only for the children.

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³² Public institution daycare centres were included in the scope of social facilities in 2014. Consequently, the support from the affiliated public institution was stopped; forcing the daycare centres to self-finance. The emerging point in the interviews was that these daycare centres had difficulty in self-financing. Thus, the number of public institution daycare centres has been decreasing in recent years, and eventually some closed.

³² The Communiqué on Public Social Facilities of the Ministry of Finance provides that "The minimum monthly care fee is set at 132.00 TL for each child of the state servants and other public servants to be admitted to the daycare and childcare centres of public institutions and organisations. However, where the said fees are not sufficient to cover the services of the daycare and childcare centres, institutions and organisations are authorised to set fees higher than the designated amount" (No.2014-3).



In the research conducted on the daycare centres in OIZs, it was found out that there are 8 OIZs in Istanbul, 13 in Bursa, 10 in Ankara (with 2 still being constructed) and 9 in Konya. Nevertheless, there is a daycare centre only in one OIZ in Istanbul. This daycare centre, which was opened in 2012 in Dudullu OIZ, operates under the General Directorate of Dudullu Organized Industrial Zone. In this daycare centre, which has a capacity of 320 children and operates with full capacity, children aged 6 months-6 years receive service. There are 22 classrooms in which children are separated by age groups for every 6 months. There are 2 to 4 teachers per classroom based on the need. The daycare centre is open between 07:30-18:30 every week day. Fees determined by the Board of Directors of OIZ cover all activities, courses and materials at the daycare except for transportation and are 935 TL for the employees of OIZ and 1,435 TL for children from outside OIZ. There is a 10% discount for siblings. Children of the personnel working in the daycare centre pay around 350 TL. 90% of the children at the daycare centre are the children of those who work at OIZ. There is an unpaid quota for the children referred by the Provincial Directorate of MoFSP. Currently there are 12 children benefiting from this quota.

On the other hand, in the scope of the research, interviews were conducted with one OIZ each in Bursa, Ankara and Konya which have the plans to open daycare centres. The daycare centre to be opened in Bursa is planned to have a capacity of 100 and serve to children aged 0-6, while the daycare centre in Ankara is planned to have a capacity of 120 and serve to children aged 3-6 and the one in Konya is also planned to serve to children aged 3-6. The idea to open daycare centres was the result of demands in this regard in all three OIZs. It was reported that the building for the daycare centre in Ankara is being constructed by OIZ and will be operated by a private company. This daycare centre will start accepting students in 2015 and the fee will be 1,200 TL. This fee will be 920 TL for those who work at OIZ.

In the context of the research, institutions providing or organizing vocational training were also explored on whether they provide childcare services for the children of those who attend their training. ISKUR, which does not directly provide vocational training but awards contracts through tenders for such training, has stated that the institutions and companies that carry out this vocational training as a result of the contracts they have been awarded do not provide childcare services as part of their operations.

Different practices have been observed regarding care services in vocational training in provinces included in the research. While the Vocational Training Courses of Istanbul Metropolitan Municipality (İSMEK) and Public Education Centres are not providing any care services, there are fairy-tale and play rooms for the children of the women who attend courses at Mamak and Çankaya Municipalities in Ankara and at the Metropolitan Municipality and ladies clubs in Konya.

These fairy-tale and play rooms mostly provide services for children aged 3-5. However, there is no full-day service provided. Children mostly can benefit from these rooms for three hours a day. There is a significant lack of personnel in general. There are play rooms in which only one teacher is assigned as well as those where no personnel is present. It has been reported that children play on their own in these rooms.

Children who have no special education needs or disabilities are preferred. Assistant mothers provide help for children who have no toilet training. Children benefit from these play rooms for free.

2.2.2 Physical Conditions and Inspection

It has been observed that there are no standards regarding the physical conditions of both private and public kindergartens affiliated with MoNE. While some institutions provide services in physical conditions appropriate for the healthy development of children, it is difficult to say the same for others.

In general, each child has their own locker in kindergartens. However, there are also exceptions to this case.



Only in two kindergartens, arrangements for children with disabilities have been observed. However, in some of the kindergartens, physical conditions of the schools allow for arrangements for when a child with disability arrives at the school.

However, there are limits regarding the definition of disability. Some kindergartens reported that they do not accept children with mental disabilities and have not always achieved the desired efficiency with inclusion students. It is also important to note that they sometimes receive negative reactions from the parents of other students and these parents were worried that this may cause a backlash in their children's development. In other words, in addition to arranging the physical conditions according to children with disabilities, there is also need for carrying out works to inform parents on this issue.

Moreover, while some kindergartens have an action plan for national disasters and emergencies, others have a less prepared structure.

It has been observed that the interviewed public kindergartens under MoNE do not have adequate physical conditions. Nursery classes provide services in the same building as elementary schools and share the same garden. Crowded classrooms and having only one teacher are the issues which stand out as a serious problem. Conditions are also not suitable for students with physical disabilities.

Another apparent deficiency is the lack of toilets arranged in accordance with the age groups of children.

It has been reported that drills are being exercised in nursery classes for emergencies. However, one officer mentioned during the interview as follows that the method used for these drills may not be suitable for children's age:

“Even during a drill, they rush the children outside and it causes fear of schools in children. When everybody screams and runs downstairs, the child thinks to himself/herself that he/she should be afraid and comes to this conclusion by observing what's around him/her. It is very important to explain these emergencies by paying attention to leaving least marks as possible.”

Also, in private daycare centres under MoFSP, socio-economic differences among the districts are reflected in the physical conditions of daycare centres. Although all daycare centres have been arranged in accordance with the relevant regulation, there are differences among the interiors of classrooms, dormitories, dining halls, play rooms and gardens in terms of their width, ventilation and the opportunities they offer. As reflected by one of the interviewees, enhancing physical conditions is related to financial means and having low capacities and prices results in the failure to create better facilities.

In general, daycare centres do not have arrangements for children with disabilities. However, it has been reported in some institutions that the entrance floor can be easily adapted. Therefore, there is lack of awareness on this issue.

It is also possible to say that the physical conditions of some daycare centres are not adequate for children. It has been observed that one of the daycare centres was in the ground floor of an apartment building in a cramped, unventilated and scrappy place. Rooms in which children sleep were very small and the garden was the shared one in the backyard of the building. It was not safe for children.

Daycare centres are being inspected once a year by MoFSP. One of the interviewees mentioned that these inspections differ every year. However, in the Regulation on Establishment and Functioning of Private Daycare and Childcare Centres and Private Children's Clubs, it is prescribed that schools “shall send a copy of relevant documents and monthly payroll to the Directorate in case of any change in the number of children based on groups and the list of the personnel”. Therefore, this document is being sent the first week of every month.

Also, it has been reported that occupational health and safety checks are being conducted by a team of experts.

While some daycare centres say that they are ready for emergencies, others seemingly have



no emergency action plans. One interviewee mentioned that in case of an emergency the previously obtained information will be forgotten due to the panic of the moment. Therefore, it is not considered as a necessity.

There are also no standards for the physical conditions of daycare centres in public institutions. While some daycare centres seemingly have appropriate conditions for the healthy development of children, it is difficult to come to the same conclusion for the majority of them. For instance, two daycare centres are located in the basement of apartment buildings and have ventilation problems. Moreover, these daycare centres do not have any open or closed gardens or playgrounds. On the other hand, three daycare centres are in a quite better condition compared to the daycare centres in other institutions. Having such major differences in terms of service quality and physical conditions in spite of being in the same price range is related to the budget allocated by the institution for the daycare centres as mentioned by some of the staff from the centres. One staff from a daycare centre of a public hospital mentioned that doctors or managers did not send their children to the daycare centre and they requested an increase in the price with enhanced quality. Physical conditions of daycare centres are not suitable for children with disabilities. There are no action plans for natural disasters or emergencies - with one exception- yet drills are not done in general as well. There are also differences in terms of the inspection of daycare centres. For instance, it was found out that among 4 daycare centres belonging to public hospitals, two were inspected by the Ministry of Health while the other two were inspected by MoNE and MoFSP. Other daycare centres are mostly being inspected via internal inspections carried out by the institutions with which they are affiliated. Inspections by occupational health and safety experts are not applicable for all daycare centres.

Although the physical conditions of municipal daycare centres included in the research have differences, they are mostly in compliance with the criteria set by MoNE for the healthy development of children. However, physical conditions of these daycare centres have not been arranged by taking into account the children with disabilities. Daycare centres have action plans for natural disasters and emergencies; however, it was found out that drills take place very rarely. There is no certain information on the inspection of daycare centres. While some daycare centres are being inspected by MoNE or MoFSP, others are subject to internal inspections by the municipality. Occupational health and safety experts conduct inspections in 3 out of 8 daycare centres within the interviewed municipalities.

Although there are differences among the interviewed daycare centres in private workplaces, they mostly meet the criteria for physical conditions laid down in the relevant regulation.³³ Physical conditions of the daycare centres are not suitable for children with disabilities. It was found out that daycare centres have action plans for natural disasters and emergencies except for one centre and required drills take place although not being very frequent. Multiple authorities have been observed in terms of the inspection of daycare centres. While one of the interviewed daycare centres reported that they are being inspected once a year by MoNE, other was being inspected by MoFSP, two by the management of the workplace (internal inspection) and one by MoLSS. Daycare centres are also being inspected by occupational health and safety experts. On the other hand, two officers from daycare centres mentioned that white collar employees do not send their children to the centre since they do not find the conditions of the daycare centre adequate.

The only OIZ daycare centre in the provinces included in the research, Dudullu OIZ Daycare Centre, is operating in a quite large building which has been constructed with the “smart building” technology with precautions for natural disasters and is the largest daycare centre in Turkey. This daycare centre, which offers all facilities for children, has been observed to be quite above the average standards.³⁴ Physical conditions are also suitable for children with physical disabilities.³⁵ The institution has action plans for natural disasters and all emergencies. The staff has also been trained accordingly. The daycare centre is being inspected regularly by MoFSP as well as occupational health and safety experts. The daycare centre to be opened in Ankara will operate in a single-storey building with a play garden. It

³³ For conditions, see the said Regulation, ANNEX-IV: <http://mevzuat.basbakanlik.gov.tr/Metin.aspx?MevzuatKod=7.5.18728&MevzuatIliski=0&sourceXmlSearch=gebe%20veya%20emziren>.

³⁴ For details, see <http://www.kres.idosb.org.tr/Page/163/fotograf1ar.html>.

³⁵ Except for the daycare centre in Dudullu OIZ, none of the institutions interviewed in Istanbul had their buildings and furnishing taking into account the children with disabilities. It is conjectured that the failure of the regulations to impose such obligation has been influential on this outcome.



was found out that this daycare centre will be inspected by MoNE. Although the physical conditions of the daycare centre planned to be opened in Bursa have not been determined yet, it was mentioned that it will be inspected by MoLSS and Ministry of Interior. There are no clear plans on this issue in Konya OIZ.

Play rooms in municipalities offering vocational training have been designed as rooms within the course centres of the municipalities and thus there are no physical structures designed for children. Toilets are not built in a way suitable for children. Inspections are undertaken by the municipality.

2.2.3 Contents of the Education and Care

Contents of the education provided in private kindergartens under MoNE are being prepared by the kindergartens themselves by considering MoNE curriculum and drawing on various educational programs such as GEMS. It has been reported that they have original educational programs based on versatile development as well as science and arts which highlight creativity. In this scope, children participate in intense courses such as foreign languages and drama, gymnastics, modern dance, pottery etc. It is mentioned that training has been designed based on universal values and do not contain any discriminatory elements. Nevertheless, there are no works being carried out for preventing the ideas of gender inequality or discrimination based on religion, language, social groups etc. There are no precautions against negligence or abuse of children; however frequent inspections of the personnel are reported to prevent such incidents. Moreover, in some institutions, children are being supervised by psychologists.

Education programs in public kindergartens are also being prepared in line with MoNE curriculum. One of the interviewees mentioned that their priority principle is to provide equal education to all children regardless of their socio-economic conditions. Another school officer emphasized their target to raise children who are primarily aware of all kinds of discrimination and who can stand against such practices. The aim of the training is to create positive impact on children's social, cognitive and physical development. Courses of proper Turkish, English, science and nature as well as activity classes of drama, dance and music are offered in kindergartens. It has been mentioned in some institutions that they are careful about not allowing any discriminatory elements in the training contents. There are also schools in which regular awareness meetings are being held for the personnel against negligence and abuse of children.

For the question on whether the curriculum has elements to prevent the idea of gender inequality and discrimination based on religious beliefs and ethnicity, some kindergartens gave the answer that these subjects are not appropriate for their curricula and might be too heavy for children of this age group. Some schools mentioned that they do not have any special training on gender discrimination however they carry out their training "without any gender-based discrimination". One officer reflected that life is not pursued as a woman or a man but is lived collectively and also added that integrity of the family is important and they are trying to teach this to the children.

Only one of the interviewed schools show a different approach compared to others. They provide Montessori training and therefore explain to the children in the framework of values training that boys should also help their mothers just like the girls.

Training in nursery classes under MoNE is being provided in line with MoNE curriculum.

There are no works being carried out on raising awareness on gender equality and discrimination based on religion and ethnicity. However, although some activities can be carried out by the initiative of teachers to undermine traditional gender roles in the classrooms, as mentioned by an interviewee, it is not possible to eliminate this inequality at the foundation of education. This interviewee made this assessment on this issue:

"I used to work in Urfa and children there needed more support. Since I knew that mothers did more, I used to try during the activities to make fathers the cook or help with housework for a change and teach this to children and add these in the plans but now we do not have such things



in our plans. (...) They tell us, do this and that but change the contents. For example, the aim is to enable children to express themselves in a social environment, but we decide how he/she will do this. For example, this might be reading a poem or singing or something special for that day, I determine the things we do on special days. But the curriculum does not include things like giving tasks to fathers as well to prevent gender inequality.”

Similarly, attitudes of the staff on gender inequality may vary among teachers. One kindergarten teacher believed that there is no inequality in Turkey and women are being appreciated:

“Our educators also take into account this equality. Here we are usually all from the same religious sect. We have never had any problems about religion.”

Therefore, it is apparent that there is inadequate awareness on discrimination.

Another important issue is negligence and abuse of children. The most fundamental problem of the nursery classes opened within elementary schools is that older children are together with preschool children. In some schools, the same garden is used and education is provided in the same building. In order to prevent any possible abuse, it was reported that attention is paid to have recess periods at different times and ensure that entrance and exit times are not overlapping. However, there are no specific works being carried out on this matter. Reasons for this are stated as the lack of the occurrence of any such previous incidents, difficulty of detecting such incidents and that it is not likely that such incidents will happen since parents are “educated and aware”. It was mentioned in some institutions that teachers and parents are being informed by psychologists. There are also cases depending on the sensitivity of the teacher where efforts are made to ensure that children learn about the integrity of their bodies and gain the habit that nobody can touch them without their permission. However, these are not being carried out in a systematic manner in cooperation with other institutions. Therefore, their impact remains limited.

Contents of the education in daycare centres under MoFSP are determined by the administration and teachers of those daycare centres in line with MoNE curriculum. However, this curriculum only draws a general framework and teachers fill in the contents of the curriculum. One daycare centre has been observed to both follow a religious education and MoNE curriculum.

Regardless of socio-economic levels, the main problem observed in all daycare centres is that there are no works being carried out for raising awareness on discrimination based on gender, ethnicity, religion, language, social groups etc. within the training. Although the interviewed institutions claimed that they do not discriminate in any case, it is apparent from their speeches and the examples they give that they particularly reinforce traditional gender roles. It is also reported that no works are being carried out on raising awareness about discrimination due to the age of children. The following is a sentence by an officer which requires some thinking upon:

“Our drama teacher spoke with our children. He said we are all humans, women and men are equal, we should not use force against each other”.

Another officer from a daycare centre also said:

“About discrimination, we teach children about the lives of the prophets in our religious education and during this for example, we come to the life of Prophet Jesus. He is also a prophet that we should believe, he was also sent by God. We love him. But we love our prophet the most. This is how we explain it.”

In other words, the curriculum has not been designed in a manner to transform the types of discrimination.

Families and staff are not being trained on abuse. One daycare centre mentioned that a psychologist comes and provides help when they have problems:



“We repeatedly tell children to raise their voice and defend themselves when a stranger approaches; we talk about this all the time. But no work has been undertaken for parents.”

Although the institutions are paying attention to preventing abuse, there are no systematic works being carried out. In some daycare centres, it is also a common belief that the fact that children are never alone prevents the occurrence of any abuse.

Daycare centres in public institutions mostly prepare the contents of their training in line with MoNE curriculum. However, there are also other daycare centres not applying this curriculum. Principles of education provided at daycare centres differ. While some daycare centres embrace a more child-centred principle based on awareness, others determine the contents of their training and activities with a principle based on protecting traditional values. Daycare centres usually do not have a perspective to raise awareness on discrimination based on gender, ethnicity, religion, language, social groups etc. As is in other daycare centres, the dominant view is that there are no such discriminatory practices and children cannot participate in such training. One officer explained this situation as follows:

“We do not get into such topics at all. We do not have such discrimination. We also do not have such direction. We only apply whatever is in the educational programs.”

In the scope of the answers given to this question, almost all daycare centres included in the research felt uncomfortable about religion being included in the question and felt the need to highlight that they do not provide religious education. Other types of discrimination were not given any attention. Nevertheless, in a few of the daycare centres, there are works being carried out to raise awareness among children and their parents about discrimination. For instance, there were steps taken towards this direction in two daycare centres in universities. There are concrete practices in the daycare centre of Uludağ University in order to ensure gender equality. Colors and types of toys are not selected based on gender and attention is paid to ensure that all children play with all toys. During free games, if a family is being depicted, attention is paid to represent a model in which house work and childcare works are undertaken equally by the mother and the father. Works for other types of discrimination were also mentioned. An officer from the daycare centre in METU reflected that they are very careful about raising awareness among children about gender-based discrimination and preventing them from assuming gender roles:

“Children sometimes show some attitudes, for example children talk about the roles at home and answer the questions how was your weekend, what did you do at home? One child says my father cooked and washed the dishes and we played games with my mother. For example, another child says fathers do not cook or wash the dishes. At this point the teacher definitely steps in and says no, parents should live a collective life, everyone must do their tasks at home. Fathers can also iron or cook. Mothers can also go shopping or go outside alone to have dinner. I mean, they try to make these normal and explain things as they are.”

On the other hand, there are also differences in the perspectives and methods of daycare centres' works on negligence and abuse of children. Almost all daycare centres reported that they watch children in this regard; however, they also underlined that no such thing can happen at their daycare centres. While some daycare centres talk to families about these issues or refer to a psychologist, one interviewed daycare centre mentioned that when such cases happen especially within the family they cannot intervene in any way.

It has been observed that interviewed municipal daycare centres are not obligated to follow MoNE curriculum in their educational plans. While the contents of the training offered at daycare centres are in line with MoNE curriculum, they are mostly prepared by teachers by drawing on various educational programs. The aim of the educational programs has been explained as to ensure that children gain self-confidence, develop personal skills and socialize. There are mostly no works being carried out in daycare centres to raise awareness on discrimination based on gender, ethnicity, religion, language, social groups etc. within



the scope of the training. Despite not being an institutional policy, in some daycare centres, managers have been observed to carry out works by their own initiatives to raise awareness among children and staff about discrimination. Some daycare centre officers emphasized that they stand against all types of discrimination and particularly try to prevent gender roles from settling. There are usually no works being carried out in terms of preventing the negligence and abuse of children except for supervising and referring to psychologists. Negligence and abuse practices are usually perceived as sexual acts and associated with male employees and it is believed that existence of female employees eliminates this possibility. Despite a document prepared by MoNE on this issue,³⁶ this is not put into practice through regular training. Nevertheless, in 2 of the interviewed municipal daycare centres, various training programmes are being organized on this issue for children, families and trainers.

In particular, training at daycare centres in private workplaces is prepared according to MoNE curriculum. The main objective is to develop children's self-care skills and ensure that they are confident individuals. In general, courses such as creative drama, modern dance, English and computer skills and also mathematics exercises, writing exercises, concept development exercises as well as activities for developing children's self-care skills are offered in daycare centres. It has been observed that there are no works being carried out in these daycare centres for raising awareness about any type of discrimination and there is no awareness about the types of discrimination embedded in the social life in general and about raising awareness against these. Indeed, it is apparent that practices particularly reinforcing gender inequality are being implemented. For instance, 2 officers mentioned that gender roles are being taught in classes, division of work between women and men is being explained and children are playing these roles in drama classes. In terms of negligence and abuse of children, these daycare centres are reported to rely on supervision in general and psychologists are being referred to when necessary. There are only a few exceptions where the staff and the children are being trained on these issues and great importance is being attached in this regard. The common expression shared by the officers in daycare centres is that there are no such practices of discrimination, negligence or abuse in their institutions. In fact, it is possible to say that this expression has been used in majority of interviews.

Contents of the training offered in Dudullu OIZ daycare centre are prepared by an education expert based on MoNE curriculum and together with the teachers. Officer from the daycare centre mentioned that educational programs are being prepared in a manner to allow children to ask questions and think. Training is determined based on the outcomes specific to each age group. In this daycare centre, courses are offered on English, computer skills, drama, dance, music and gymnastics as well as swimming in summer. It was reported that they are sensitive about discrimination based on gender, ethnicity, religion, language, social groups etc. and pay attention to avoid discriminative acts and sometimes organize activities to make sure children also understand these. It was also mentioned that various measures were taken to prevent gender inequality. In terms of negligence and abuse of children, they make observations and when they detect an incident, they inform the family or the Provincial Directorate of MoFSP. Psychologist at the daycare centre also steps in. They also inform the children, families and staff on the incident when necessary.

Activities done in the play rooms of municipalities offering vocational training vary depending on the teacher in charge. While there is an experienced teacher with a degree in child development in one play room, there might be an intern student in another.

Exercises are mostly based on handicrafts. Curriculum is different from the one in kindergartens.

2.2.4 Relations with Parents and Institutions

In majority of kindergartens under MoNE, parent-teacher meetings are held at the beginning of each semester and parents are informed on the contents of the care and education services to be provided. Also, the monthly educational bulletins are shared with parents. One of the public kindergartens is implementing the support program for fathers developed by Mother Child Education Fund (AÇEV). In one school, there are forms for determining

³⁶ http://mebk12.meb.gov.tr/meb_tys_dosyalar/07/12/970601/icerikler/cocuk-istismar-nedir_602812.html



needs and works are being carried out on behaviour seminars, sexual education classes and preparation for elementary school based on these forms.

It has been observed that mostly both mothers and fathers work. It was also found out that parents of children in public kindergartens work in different fields and their socio-economic statuses may vary, whereas parents of children in private kindergartens usually work as employers or managers and their socio-economic statuses are rather similar. On the other hand, it was mentioned by kindergartens that they sometimes take part in collective works in the scope of the educational activities organized with different institutions.

It was also seen that some institutions try to ensure the participation of parents in activities as much as possible however it is not very frequent that working parents are able to respond to these efforts.

While some kindergartens allow parents to watch their children in classrooms, in some schools, classrooms are being watched with video cameras despite being prohibited.

In nursery classes under MoNE, parent-teacher meetings are held at the beginning of each semester and parents are informed on their children's development as well as educational programs. Various activities are organized with parents in the scope of "family participation works". Parents of children are mostly their mothers. It is reported that fathers do not pay attention to their children.

Efforts are made to ensure that parents understand what kinds of activities are organized within the changed education system. As schools open one week early, orientation programs are implemented. After that, constant contact is kept with parents.

Low prices of nursery classes also reflect the socio-economic status of parents. Employment levels are reported to be low among mothers and that working mothers are employed as textile workers in factories working in shifts or in informal jobs. Moreover, it was mentioned that activities organized with parents can be going to museums, theatre or movies and that even parents from lower income group have not been to a theatre before in their lives.

In some nursery classes, families are informed about domestic violence, substance addiction and family-child education. These informative meetings are held based on need and their frequency is not determined. In some institutions, mothers come to classrooms and participate in activities such as baking, making cookies or reading stories.

There are no collective works carried out by nursery classes with other institutions.

Relations with parents in daycare centres under MoFSP usually take place as face-to-face interviews or as parent-teacher meetings held a couple of times a year. Face-to-face interviews are observed to happen when parents drop off or pick up their children unless there is something unusual. During these interviews and meetings, parents are informed about the development and education of their children as well as monthly activity-training contents. Daycare centre administration calls for the participation of both mothers and fathers to these meetings; however mainly children's mothers come as their parents. Although it is a common practice in the daycare centre that both mothers and fathers work, children still remain to be the responsibility of the mothers.

One officer mentioned that while they used to have regular meetings, now he became distant to these meetings because of the indifference of parents. He said that they sent questionnaires to parents twice a year and try to understand what parents do with their children and how they treat them.

While in some daycare centres parents are allowed to watch their children through "observation windows", other daycare centres find this objectionable in terms of children's development. One officer reported that he allowed parents to watch their children through the crack of a door without children knowing.

Families participate in activities through kitchen work. In other words, parents – especially mothers- bake pastries and cakes and bring them to the centre on kitchen activity days. They take part in birthday celebrations.



It has been reported that only a few parent related problems occur in daycare centres opened in districts with high socio-economic levels. One daycare centre officer justifies this lack of parent related problems with the high socio-economic and educational levels of parents and therefore with the fact that they raise their children more “consciously”.

Regardless of their income levels, it has been reported that families usually show limited interest to parent seminars.

Daycare centres in public institutions also reported that they are usually in constant contact with parents; they organize information and orientation meetings for parents at the beginning of each semester and also conduct face-to-face interviews whenever requested by parents. Nevertheless, there is also one daycare centre which does not organize meetings with parents. Activities carried out in daycare centres with parents are mostly in the scope of family participation works. Officers reported that the works involving parents are usually limited due to the fact that parents are working and the daycare centre is very busy. There were no training seminars organized for parents in these daycare centres as well. Similar to the other daycare centre models, except for a couple of centres, parents are also not allowed in these daycare centres to watch their children while they are at the centre due to the justification that this may affect children negatively. Some daycare centres mentioned that they allow this behaviour during the first week but after that this behaviour should not continue. Socio-economic conditions of parents are usually similar in these daycare centres. It is also a common practice for parents who work at higher levels or in specialist positions to tend to avoid sending their children to these daycare centres. Parents of the children are mostly their mothers. In two daycare centres it has been reported that fathers also pay attention to their children and participate in meetings and family participation activities. While the working hours of the daycare centres are in line with parents working hours in institutions where daytime working is common, this is not applicable for workplaces such as hospitals which also require night time work. Also, it is not common for daycare centres to carry out activities in collaboration with other institutions. Some daycare centres reported that they are in contact with various institutions but only limited to the extent of exchanging opinions. One daycare centre in a hospital in Konya mentioned that they are in contact with MoNE and Department of Religious Affairs and that they provide courses on Holy Quran during summer for 4 years old children.

It was found out that interviewed municipal daycare centres organize meetings with parents at the beginning of each semester and at least twice a year. Moreover, parents are being informed about their children and the activities via bulletins, phone calls and internet. Activities involving parents are limited to the family participation works. These works take place as one parent (mostly the mother) comes to the classroom and participates in an activity. Some municipalities organize trips for parents and children. Only two municipal daycare centres organize various seminars and training for parents. Another relationship built with parents takes place as referring children to various units based on their needs. Children or parents can be referred to a psychologist when necessary or to municipal units for financial issues. Parents are not allowed to watch their children during hours as it may disturb their adaptation. One daycare centre officer explained this situation as follows:

“This is not an elementary school. Preschool education is a very different period. Therefore, we have to do this. It causes problems for the staff, teachers and school personnel. However, when we look back, we see that this system develops very positive emotions in children. This is what we have observed here.”

Children’s parents are mostly their mothers. It has been emphasized that fathers do not make any contact except for sometimes dropping off their children at the daycare centre. It has been observed that most children have mothers and fathers who both work and also many municipal daycare centres give priority to the children whose both parents work. It is apparent that the profiles of parents differ greatly especially in municipal daycare centres. In the same daycare, centre there are children from different socio-economic backgrounds. This is also related to the fact that unpaid quotas are being used widely in municipal day-care centres. On the other hand, types of jobs vary among parents. While in some daycare centres



there are mostly parents with low paying jobs without any job security, in others parents working as white-collar employees are more common. This depends on the area in which the daycare centre is located. Fees of the daycare centres are also determined based on this variable. Another widely encountered practice is to delegate responsibility to grandmothers as the working hours of daycare centres are compatible with the working hours of parents who work in shifts. This was also encountered in other daycare centre models included in this research.

On the other hand, it is more common for municipal daycare centres to carry out activities in collaboration with other institutions compared to other daycare centre models. This may be the case because of the fact that municipalities have common shareholders in various fields and keep in contact with them. Therefore, more knowledge and experience can be transferred compared to other daycare centres.

In daycare centres within private workplaces, regular parent meetings are organized at the beginning of each semester and periodically throughout the semester. In addition to these meetings, since these daycare centres are usually near parents' workplaces, it has been reported that it is possible to meet with parents every day and these meetings are held whenever requested by parents. Majority of children in the daycare centres are able to benefit from the centres through their mothers. Therefore, it has been mentioned that parents are mostly mothers and that fathers usually do not come to the daycare centre. During training and activity hours, parents are not allowed to talk to their children. However, nursing mothers are allowed to breastfeed their children for 90 minutes a day. Officers from daycare centres mentioned that they organized events for parents however participation levels were not high because of parents' working hours. Only one of the daycare centres organize seminars for parents. This daycare centre works in cooperation with AÇEV and supportive training is offered on child-raising for mothers and fathers in this scope. Except for this case, there are no other works carried out in collaboration with parents or other institutions.

Dudullu OIZ daycare centre administration shares the contents of education by organizing parent-teacher meetings at the beginning of each semester and sending monthly educational programs to parents. During these meetings, all teachers talk to the parents one by one. If there is a child who requires psychological support, daycare centre's psychologist conducts regular meetings with the parents and, if any, other psychologist the child sees. Parents' portal in the daycare centre's website is also used to communicate with the parents. Educational seminars are also organized by the daycare centre by assessing the requests and needs of parents. There are various social responsibility projects and activities in which parents are involved. Parents are mostly mothers. It is common work both mothers and fathers to work. Dudullu OIZ mostly consists of the general directorates of companies and parents mostly work within OIZ and as white-collar employees.³⁷ Daycare centre also carries out works such as seminars and training in collaboration with various educational institutions.

2.2.5 Employees and Working Conditions

Private kindergartens under MoNE have a differentiated service provision based on the income levels they serve. Therefore, while the employees are adequate in numbers in some daycare centres, some inadequacies are observed in others. Insurance statuses also differ in a similar manner. Salaries range from 1.020 TL to 1.400 TL. Leisure rooms for employees are also present in only a few institutions.

It has been observed in public kindergartens that the employees not have any problems regarding social security. However, there are no leisure rooms for employees in these kindergartens as well. One major distinction between public kindergartens and private kindergartens is that teachers are mostly university graduates in public kindergartens.

Internship is subject to different procedures in different institutions. While the university students work for free, students from vocational high schools earn one fourth of the minimum wage. Their insurance is undertaken by the District Directorate of National Education. Interns from high schools earn one fourth of the minimum wage and they are insured by

³⁷ It is inferred, on the basis of the fees charged, that the daycare centre is for all employees in OIZ. The profile of parents confirms this inference. The fact that OIZ employees are able to use the daycare centre based on their level of income is a feature that aggravates unequal and discriminating treatment.



their schools. However, as there is no legal obligation, university students work for free.

It has been reported that employees have regular health check-ups.

In nursery classes under MoNE, there is one teacher per classroom and one cleaning and kitchen staff in total. Considering the number of children in nursery classes, having only one employee to deal with both cleaning and kitchen work poses problems. One significant positive prospect is that all teachers have bachelor's degrees in preschool education. Employees have social security and receive salaries around the minimum wage.

In some of the schools, capacities of the classrooms are more than one teacher can handle. Teachers have difficulties when they are not accompanied by intern teachers.

On the other hand, it has been reported that employees do not have regular health check-ups.

In general, there are no leisure rooms for teachers. Even when there is, they usually cannot find the time to rest in these rooms.

Numbers of employees working in daycare centres under MoFSP vary among the centres with lower and higher fees. In more expensive daycare centres it is possible to see guidance counsellors, nurses, security officers, janitors and two teachers per classroom, whereas in less expensive daycare centres, there is only one teacher per classroom, one janitor and one administrator. Similarly, while the teachers in more expensive daycare centres have bachelor's degrees or associate degrees, in less expensive daycare centres teachers mostly have high school degrees in child development.

It has been observed that most employees in daycare centres have insurance. Wages are usually around the level of minimum wage regardless of the price range of the daycare centres. The reason for not paying more has been explained by an officer as the economic problems they face.

There are no leisure rooms for teachers in any of the daycare centres. Teachers either rest in the kitchen in turns or have time to rest together with children during sleeping hours in the sleeping room.

These interviews conducted with the daycare centres indicate that there is a positive correlation between the daycare centres' quality of service provision and their economic statuses. Having such a lack of standard in terms of quality creates a serious inequality for those who have to obtain services in accordance with their incomes.

Number of employees in daycare centres in public institutions ranges from 4 to 70. Officers from the institutions associate this with economic conditions and underline the negative consequences of having inadequate number of personnel. On the other hand, subcontracting is also a common practice in these daycare centres and it also causes problems when people doing the same job earn different wages. While it has been observed that those working in positions besides civil servants have social security and earn minimum wage, this does not apply to all institutions. For instance, only 35 of the 70 employees working in the daycare centre of Social Security Institution (SSI) have insurances and this comes as a surprise to see such a practice in an institution responsible for social security. Interns work in most daycare centres. The general practice is interns being insured by the sending institution and paid by the institution where they work. Teachers who work in the civil servant positions in daycare centres have bachelor's degrees in regular fields, while contract employees usually have high school or associate degrees. The practice of people doing the same job but earning different wages particularly applies in this case. While teachers who work in civil servant positions earn 2.000 TL on average, contract teachers earn minimum wage or just a bit higher. In only two of the interviewed daycare centres there are leisure rooms for employees. It has been found out that health check-ups are not conducted for employees and usually only a health report is requested once a year.

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³⁶ It is evident that the kindergarten is not able to address the needs of all workers in the OIZ due to its high price range. The general profiles of the parents is proof of this. The fact that the employees can only take advantage of such a qualified kindergarten within the OIZ if their incomes are adequate appears to promote unequal and discriminatory practices.



Municipal daycare centres employ 4 to 25 personnel. Employees have social security and mostly earn minimum wage. Only in one daycare centre it has been observed that some of the employees earn twice as much the minimum wage. Subcontracting is common in daycare centres. Teachers mostly have high school or associate degrees in child development. Although there are no leisure rooms for teachers in these daycare centres, teachers can rest in turns in the common areas during sleeping hours of the children. However, teachers mentioned that it is not quite possible to rest as being an early childhood educator is a very difficult profession.

“Preschool teachers are not like regular teachers. There is no recess or lunch break. We have to pay constant attention to children, you cannot rest for long. If the class is okay or there is another teacher to leave in charge, a teacher can go downstairs, have a cup of coffee or tea, rest for 5 minutes and then he/she goes back to the classroom. They also have to eat with children. It is a very gruelling profession; you cannot do it without loving it. Only during sleeping hours teachers can take care of the paperwork in their classrooms and have the time to rest. But this does not mean they never rest. We provide support; we stay with the class when necessary so that they can rest.”

On the other hand, it has been found out that all personnel in the daycare centres have a health check-up once a year.

Number of employees in daycare centres of private workplaces range between 7 and 27 and this usually depends on the size of the daycare centres. It has been reported that employees have social security and earn at least minimum wage. Teachers have high school or associate degrees in child development. Some daycare centres also work in cooperation with the health personnel or psychologists of the workplace they are affiliated with. Except for one daycare centre, none of the centres have leisure rooms or hours for the employees. Teachers are able to rest in turns during sleeping hours of the children and usually use common areas such as the dining hall, garden and corridors. Employees have health check-ups every 6 months in some daycare centres and every 18 months in others and/or have health reports from the hospital.

There are 80 employees in Dudullu OIZ daycare centre, including subcontracted employees. This daycare centre, which has departments such as coordination, accounting, communication, administrative affairs, health and education, employs 1 principal, 50 teachers and assistant teachers, 2 psychologists and 1 nurse taking care of the children. Cleaning, kitchen, security and transportation services are provided by subcontractors. There are also 3 interns in this daycare centre whose social security premium deductions and salaries are handled by their own schools. Teachers working in this daycare centre have vocational high school, associate or bachelor's degrees in child development. It has been reported that the majority of the employees are women. Unlike other interviewed institutions, there is a leisure room for the employees and they are allowed to rest in turns. All employees have social security. Although there is no information on the average salary, it has been reported that they earn between 1.100 to 3.000 TL. Regular in-service training is also organized for employees. Moreover, employees have their regular health check-ups done by OIZ family physician and also, they obtain health reports every 6 months. It has been reported that in OIZ daycare centre to be opened in Ankara, there is going to be two class teachers with bachelor's degrees, two assistant personnel and one administrator as well as branch teachers.

3. Central Institutions and Early Childhood Care and Education Services

Face-to-face interviews were conducted in the scope of this research also with the central administrations under which the institutions offering early childhood care and education services operate. The aim of these interviews was to understand the causes of deficiencies in data obtained during research as well as differences between information provided by different institutions and to gather detailed information on the inspection and financing of care and education services.



3.1. Ministry of National Education (MoNE)

MoNE mentioned that information such as capacities, number of employees and number of children in the kindergartens and nursery schools affiliated with it can be obtained from the system in 15 minutes and that it is mandatory to update some of this data every three years and some annually.

The aim of the inspections carried out by MoNE was indicated as providing guidance and improving the inspected institution, however there is no clarity on the frequency of these inspections.

Interviewed officer reported that there are no plans to prepare a curriculum aiming to prevent or eliminate types of discrimination and that it is not deemed necessary. In fact, they reflected it is not even necessary to eliminate these types of discrimination.

It has been mentioned that due to transported education, it is not possible to include children aged 0-3 in preschool education.

MoNE officer mentioned that daycare centres in workplaces employing more than 150 women are affiliated with MoFSP and these are not being inspected. However, pursuant to the regulation, these daycare centres are obliged to inform MoNE or MoFSP within a month. Therefore, it seems like awareness is inadequate regarding this matter. Also, it would not be far-fetched to say that the required attention is not paid to this issue.

3.2. Ministry of Family and Social Policies

Private daycare and childcare centres are opened in affiliation with MoFSP and they are inspected by the same institution. An interview was conducted with an officer from the ministry on whether the information on the numbers, capacities and number of employees of private daycare and childcare centres under the ministry are being collected; how the inspections are done and their frequency; how the curriculum implemented in daycare centres is determined and how it is being inspected; as well as the information on numbers and capacities of daycare centres opened by public institutions.

According to the information provided by the interviewee, in order to open a daycare and childcare centre, the procedure specified by the ministry should be completely fulfilled and the physical conditions should comply with the standards set forth by MoNE. For instance, for children aged 0-2, daycare centres can be opened on any floor of a building except for the basement; because gardens are not mandatory for this age group. However, this does not apply for the 2-6 age group; the daycare centre must be on the entrance floor of the building and should have a garden. After the physical conditions are met and necessary safety measures are taken, ministry conducts the “final inspection on the spot” of the daycare centre and the process is finalized. Inspections of daycare centres are carried out once a year by the ministry according to the Total Quality Management (TQM) forms. These forms include the points to be considered by institutions in terms safety. If any deficiencies are detected during the inspection, the daycare centre is visited for the second time and if the deficiencies still exist, the daycare centre is closed for three days the first time, five days the second time and permanently the third time. Any founder who gets a penalty to close down a daycare centre cannot open another one.

Officer from the ministry mentioned that, after the detailed directive on standards published by MoNE, private institutions willing to offer childcare and education services started lodging applications more to MoFSP than MoNE and this is the case because MoNE’s criteria became harder to fulfil. They also emphasized that MoFSP should also adopt similar criteria as soon as possible.

Capacities of daycare centres are determined based on whether the arrangements required for age groups are fulfilled. It has been mentioned that MoNE’s curriculum is implemented in the training. Ministry notifies the daycare centres under its mandate to prepare their training in accordance with MoNE curriculum. One officer mentioned that it is important to follow MoNE curriculum and that MoNE can conduct inspections in terms of the contents when it sees problems regarding the education. As for the inspections conducted by MoFSP in terms



of the contents of education, it is inspected whether plans are kept daily and whether work flows are in accordance with the monthly programs.

Public institutions are obliged to inform MoNE and MoFSP within a month about numbers and capacities of daycare centres they open for their employees. In this regard, when asked whether MoFSP has such information, it was reported that not all public institutions provide information on this issue and therefore they do not have exact numbers.

For instance, it was reported by an officer that nobody knows which institution's mandate local governments are under and that they usually do not give any notifications and most of them do not fulfil the conditions laid down in the regulation. Interviewed officer also mentioned that they do not have a daycare centre,³⁸ it is not mandatory for public institutions to open daycare centres and that they are in charge of inspecting daycare centres. Pursuant to Supplementary Article 1 of the Regulation on Childcare Centres to be Opened by Public Institutions, daycare centres of public institutions are inspected by MoFSP in terms of compliance with the regulation and by MoNE in terms of educational activities.

3.3. MoNE's General Directorate of Private Education Institutions

In the scope of the research, an interview was conducted with MoNE's General Directorate of Private Education Institutions and information was obtained on the preschool education contributions provided in the context of the educational support given to students who will enrol in private schools in 2014.

It was announced in 2014 that 50 thousand children who will pursue their preschool education in private schools (only nursery classes) will receive an annual 2.500 TL as educational support. A score system consisting of 6 criteria was created to determine those who will receive this education support.³⁹

The amount of the incentive is determined by the Ministry of Finance by calculating the unit cost of the student to the government. Interviewed officer mentioned that regional differences are not taken into account while determining the incentive amount and Ministry of Finance sets only one figure; however, in the scoring system, the provinces which have development priority received more points. While the Ministry of Finance is in charge of determining the incentive amount, MoNE is in charge of deciding which schools will benefit from the incentive and which educational levels will be prioritized. Applications for the incentive are assessed according to the relevant regulation and suitable applications are announced. Interviewed officer mentioned that this incentive covers children aged 4 to 5,5 due to financial reasons; however educational support is considered to be provided also for children aged 0-3 in the future.

In terms of educational incentives, it has been observed that they only cover a part of the fees of preschool education institutions. The remaining amount is to be paid by parents. It is apparent that preschool education fees are higher compared to other educational levels in private schools⁴⁰ and the highest quotas are reserved for metropolitan municipalities such as Istanbul, Ankara, Izmir and Bursa on the provincial basis where the private school fees are relatively higher.⁴¹ Therefore the percentage to be covered by the parents is a lot more than 50 percent in most provinces and the decision of the parents to benefit from this educational support also depends on their financial status. Under these circumstances, it is obvious from the fact that there were only 24,342 applications for the quota of 50,000 that, this support was not widely preferred.⁴²

3.4. Ministry of Labour and Social Security (MoLSS)

An interview was conducted with an inspector from the Labour Inspectorate of MoLSS. The lack of inspections of workplaces employing more than 150 women which fail to open daycare centres despite being obligated to was justified with the annual inspection programs. It was explained that types of workplaces are determined in this context and inspections are conducted based on certain risks. Inspections are carried out by the labour inspectors in the Labour Inspectorate and inspection programs consist of risk areas such as main risk factors, deaths and losses.

³⁸ It is striking that a ministry where a total of 1,301 with 557 women and 744 men work and is in charge of private daycare centres does not have a daycare centre.

³⁹ For details, see http://mebk12.meb.gov.tr/meb_tys_dosyalar/32/01/704224/icerikler/ozel-okul-ogrenci-tesviki-basvuru-sartlari-nereden-yapiliyor_1340528.html.

⁴⁰ For details, see <http://ekonomi.haberturk.com/makro-ekonomi/haber/744560-rekor-kres>.

⁴¹ For details, see http://mebk12.meb.gov.tr/meb_tys_dosyalar/32/01/704224/dosyalar/2014_08/13075228_08111210_etimveretimdestei.pdf

⁴² For details, see <http://www.milliyet.com.tr/meb-ozel-okula-tesvik-listesi-gundem-1934082/>.



During these inspections number of female employees is also taken into account and if this figure is above the limit set in the regulation, existence and compliance of daycare centres and nursing rooms are also inspected. If there are no such centres and rooms in the workplace, the institution receives an administrative fine.

Two types of inspections were mentioned in the interview. First one is the exploratory inspection conducted upon a complaint. If the complaint is for a lack of a daycare centre or nursing room, the inspector deals with this issue specifically. Second one is the preventive or programmed inspections. These are previously arranged risk-based inspections and categorized into three groups: Risk-based reviews/inspections (e.g. checking for measures to prevent falling from high buildings in constructions); sector-based inspections (weaving, chemistry and textile); and inspections conducted in mixed sectors in organized industrial zones.

During inspection, if the workplace does not have a daycare centre, their intention to open a daycare centre is questioned and if they do not have such intentions, then the workplace is fined. Workplaces which express their intention to open daycare centres are given a period of two months. If they do not deliver within this period, they are fined pursuant to the Law No. 6331 on Occupational Safety and Health. This time period used to be 1 month and then in 2013 was increased to 2 months. If there is still no daycare centre in the workplace during the second visit, the fine is increased to 10 times more. As of 2014 the amount of this fine is 1000 TL for the first visit. However, it has been reported that it is not always possible to conduct a second visit. Since other programmed inspections take up more time, it is difficult to allocate as much time to other inspections. This is the case because the total number of labour inspectors in Turkey is around 1000. There are two types of fines in the law. While the fine is increased to 10 times more in some cases when deficiencies are not eliminated, the 3000 TL fine for failure to open a nursing room is increased 50 percent.

Programmed inspections are categorized into three groups: Risk-based, sector-based and field-based. In sector- and field-based programmed inspections, if the number of female employees is over a certain limit these issues are also asked. However, the number of women is not considered during risk-based inspections.

Interviewed officers mentioned that determining limits for such obligations is always subject to abuse. Workplaces either keep the number of women under that limit or subcontract the work.

According to the information provided, there are 241 workplaces obliged to have nursing rooms as of 2014 but 68 workplaces do not have nursing rooms. As for daycare centres, there are 171 workplaces with this obligation but 72 of them do not have daycare centres. This is the picture obtained as a result of the inspections. In other words, it does not cover all obligated workplaces. According to the interviewed officer, having daycare centres and nursing rooms ranks below in the list of importance in Turkey where work accidents resulting in death or injury are very frequent.

Officer also underlines a perception in the workplaces. They mentioned that there are workplaces which report “We have the obligation to open daycare centres, but women do not bring their children, we used to have a daycare centre, but we closed it”.

Frequency of inspections of workplaces is not subject to a certain rule. While inspections used to be conducted at workplaces with the condition to have a control visit during the second half of the year, this method has been abandoned later with the programmed inspection approach. In other words, even though the workplace is visited twice to check for a detected issue, these visits are incorporated in a single inspection and the length of the inspection is extended.

Officer reported that the criteria laid down in the Law No. 6331 on Occupational Safety and Health as well as the Regulation on Employment Conditions for Pregnant or Breast-feeding Women and Breast-feeding Rooms and Childcare Centres are not taken into account during inspections.



As is seen, there are certain priority areas in terms of the inspection of workplaces. Obligations concerning women remain in the background. Moreover, issues in the follow-up of inspections cause the workplaces which fail to fulfil their obligations to stay out of fines. The fact that the amount of fines is not dissuasive also makes it easier for the workplaces to evade responsibility.

3.5. Ministry of Science, Industry and Technology- General Directorate of Industrial Zones

An interview was conducted with the Ministry of Science, Industry and Technology- General Directorate of Industrial Zones in the scope of the research and questions were asked about the daycare centres in OIZs.

The interviewed officer first mentioned that they do not have any power to impose sanctions on OIZs and that they can only share opinions as recommendations. It has been reported that the Directorate has information on which OIZs have daycare centres across Turkey; however, the information on numbers or OIZs was not shared. No information has been shared on which ministry undertakes the inspections of these daycare centres and their frequency. As for the question on the structure of OIZ daycare centres and how their costs are covered, the answer was that OIZs had areas for daycare centres in their land development plans and employers or OIZ can build a daycare centre and that it does not cost much. Officer also mentioned that opening nursing rooms and daycare centres in workplaces is included in occupational safety and health, that occupational safety and health units are required in OIZs and daycare centres and nursing rooms will be opened after these units are established.

There are several works carried out by the Ministry of Science, Industry and Technology to disseminate daycare centres in OIZs. In the scope of the cooperation protocol of 2012 with MoFSP and Borusan Holding, works are being undertaken to open daycare centres in OIZs.⁴³ In this scope, two daycare centres has been completed so far and one is about to be completed. It has been found out that one of the completed daycare centres has been opened while the other one has not been opened yet due to problems in OIZ administration.

3.6. Turkish Statistical Institute (TURKSTAT)

TURKSTAT has no studies about the institutions offering services to children aged 0-6 on their numbers, capacities or the number of children they serve. Therefore, they cannot comment on the differences between the data provided by MoNE and MoFSP.

Their data repository is created based on the research conducted in line with the protocols they have with institutions as well as the information provided by institutions. Institutions are able to lodge an application to TURKSTAT and request a research. In addition to the summary report, TURKSTAT also shares data known as micro data which includes the answers given to the questions asked during research.

It has been reported that the time-use research conducted by TURKSTAT for 2014-2015 includes questions such as “how do you care for your children?” “do you receive institutional support, family support or do it on your own?” and also information on children’s age and therefore it will provide important information on childcare.

3.7. Ministry of Finance

The interviewed officer from Ministry of Finance answered the question on whether any support is provided for care and education of children aged 0-6 and said that the budget allocated to MoNE for preschool education should be used in this regard. They mentioned that they use the item of expenditure allocated for girls’ education within the gender responsive budgeting approach to improve the salaries of teachers and personnel because they care about increasing the number of girl students benefiting from these services.

It has been reported that regional differences are taken into account while determining the criteria in the scope of providing support to preschool education and the scoring is done

⁴³ For details, see <http://www.annemini.org/tr/ProjeHakkinda.aspx>.



based on these. According to the interviewed officer, preschool education is not a favoured education in Turkey unlike other countries. The Ministry of Finance determines the training support provided in organized industrial zones, support provided for persons with disabilities in rehabilitation centres and the support for special education. In other words, while the Ministry takes care of the financial aspect, MoNE is in charge of determining which schools can benefit and which educational levels should have priority.

4. General Assessment

The issues that stand out the most in this study which provides a qualitative and quantitative map of early childhood education and care services offered in Istanbul, Bursa, Ankara and Konya are the lack of standards in terms of the quality of the services provided as well as the difficulties in accessing data. In the following section, notable observations have been made on the institutions providing these services and then these services have been assessed.

Public and Private Kindergartens and Nursery Classes under MoNE

Public and private kindergartens and nursery classes under MoNE meet an important need. However, the private kindergartens are in a price range which only children from two-income households can afford to go. Families with low income usually send their children to public kindergartens and mostly to nursery classes. The fact that public nursery classes operate with full capacity or over their capacities while private kindergartens cannot achieve full capacity makes the need for free or low priced preschool education service more prominent.

It is not possible to talk about standardization in public and private kindergartens in terms of neither physical conditions nor education. As for public nursery classes, the inadequacy of physical conditions stands out.

Private Daycare Centres under MoFSP

Physical conditions and service quality of private daycare centres under MoFSP vary by socio-economic level of the districts where the daycare centres are located. Therefore, it is not possible to talk about a standardized service in terms of quality.

Kindergartens under MoFSP are allowed to accept children starting from age 0. However, the number of these institutions is not sufficient.

Daycare Centres Opened by Public Institutions for Their Own Employees

The most frequently mentioned issue regarding the daycare centres in public institutions is the fact that they cover their own costs. Most of the interviewed daycare centres in public institutions give the priority to the children of their own employees first, then of employees of other institutions and finally, although not being mentioned in the regulation, to children outside any institution. Fees paid for the children of their own employees are different from those paid by outsiders. Due to this cost problem, in some daycare centres, fees only allow for the higher level personnel to send their children to the daycare centres. Considering the fact that low-skilled employees earn minimum wage, it is not quite possible for them to send their children to these centres. On the other hand, in some daycare centres, it has been observed that higher level personnel do not send their children to the daycare centre due to low quality of the daycare centres.

Daycare Centres Opened by Local Governments (Municipal Daycare Centres)

Daycare centres in local governments work with full capacity. The reason for this is predicted as the relatively more affordable prices of municipal daycare centres. In fact, it has been reported that private daycare and childcare centres under GDSCS usually work under their capacity, for instance some daycare centres in Bursa were closed as a result of this because parents were not able to afford the high prices.

Municipal daycare centres are mostly higher in numbers in terms of capacity, number of children and personnel compared to public and private educational institutions. Many municipal daycare centres operate with full capacity yet cannot meet the demand. Nevertheless, even though the fees of these daycare centres are low compared to private daycare centres, they are still not affordable for families which earn minimum wage or less.

⁴² For detailed information cf: <http://www.anneminisi.org/tr/ProjeHakkinda.aspx>.



However, the high demand for municipal daycare centres indicates the existing need while also showing that they are preferable for working parents due to the high prices of private daycare centres and the double-shift education system adopted by public kindergartens under MoNE. As for the inspection of municipal daycare centres, there is a lack of clear information. These daycare centres are inspected by the municipality under which they operate, while some are also inspected by MoNE and some by MoFSP. The interviewed officer from MoFSP also mentioned that it is not clear which institution municipal daycare centres are affiliated with and which ministry undertakes their inspections.

Daycare Centres Opened by Private Workplaces

The primary issue observed in daycare centres in private workplaces is the inadequacy of inspections. Workplaces which are subject to the Labour Law and employ more than 150 women are obligated to provide childcare services. In the scope of this research, information on the number of workplaces employing more than 150 women as well as the number of those which provide childcare services were not available except for Bursa. Although it has been mandatory to inform MoNE and Provincial Directorates of ISKUR about existing daycare centres by December 2013,⁴⁴ it has been found out via phone calls made to Provincial Directorates that such notifications are mostly not made. In the interviews conducted with the Provincial Labour Inspectorates of the Ministry of Labour, it has been found out that workplace inspections are usually carried out with specific content and if the workplace does not have a daycare centre while employing more than 150 women, this information is included in the report during the inspection. In other words, it has been reported that it is only possible to access the information on which workplaces do not have daycare centres. It was also found out that the Chambers of Industry and Commerce as well as KOSGEB do not have any information on this matter. As mentioned in the study, information request applications were answered by institutions with letters stating that they are not relevant to the topic or with information not relevant to the requested subject.

Daycare Centres in OIZs

The daycare services provided by OIZs are limited. In Turkey, the reason for conducting works to increase the number of OIZ daycare centres is put forth as increasing women's employment in order to ensure the achievement of country's economic and social goals.⁴⁵ In the scope of these works, which lack the emphasis that childcare is not women's responsibility but is an equal responsibility shared by men and women and this is why it needs to be socialized, there are some pilot projects carried out by collaborations between the government and the private sector.⁴⁶ Nevertheless, it is obvious that OIZ daycare centres are not widespread. Although the number of OIZs in the provinces included in the research is high, there is only one OIZ daycare centre. The only OIZ daycare centre in the 4 provinces included in the research is in Istanbul. Physical conditions of this daycare centre which was built by OIZ administration are in compliance with EU standards. However, it is quite expensive and not affordable for all employees within OIZ. Also, another OIZ daycare centre is about to be opened for service in Ankara; however, its conditions are not known yet.

As for Bursa, a daycare centre with 100 children capacity is considered to be opened in an OIZ in which textile companies are located. However, considering the fact that there are almost 6,000 women working in this OIZ, it does not seem possible for a daycare centre with 100 children capacity to meet the demand. Also, the cost of this daycare centre to the employees is another important issue. It would be difficult for women in the textile sector, which is famous for its low prices, to prefer a daycare centre with high costs.

Childcare Services Provided in the Scope of Vocational Training programmes

Municipalities also provide play rooms for children of the women who attend skills development and vocational training courses they open. There are no standards concerning these play rooms which provide childcare services in the scope of vocational training programmes, their physical conditions are not suitable for children and they do not employ competent personnel: As seen in both Ankara and Konya, while not all municipalities offer this service,

⁴⁴ For details, see Regulation on Employment Conditions for Pregnant or Breast-feeding Women and Breast-feeding Rooms and Childcare Centres, <http://www.iskanun.com/images/dokuman/yonetmelikler/gebe-emziren-kadınların-calisma-sartları-cocuk-bakım-odaları.pdf>.

⁴⁵ For details, see <http://kosgeb.gov.tr/Pages/UI/Haberler.aspx?ref=448>.

⁴⁶ For details, see http://www.borusan.com.tr/Contribution_AnneminIsi.aspx.



there are also differences in terms of existence of such rooms in similar institutions within the same municipality. Existence of such places where women who attend various courses for a couple of hours on certain days of the week can leave their children is very important. However also the activities in these play rooms vary between different municipalities as well as within the same municipality depending on the person in charge of the room. In some play rooms, there are no personnel in charge. In others, children are left in a room alone to play games. Also, most of these play rooms are not designed by keeping in mind younger children. Toilets and sinks are designed for the adults who attend the courses and therefore they pose risks for children. On the other hand, having children from different age groups in the same class sometimes causes harm for younger children. This is the reflection of the perception that four walls are enough for childcare.

Current Status of Care and Education Services

Services provided for children aged 0-2 are limited: As concluded based on the existing data and face-to-face in-depth interviews, education and care services offered for children aged 0-2 are quite limited. One of the main reasons for this is the belief that this age group in particular will be/should be cared for at home by their mothers or any other female member of the family. This way of thinking was also expressed by an officer from the Ministry of Finance and an Inspector from the GDCS Labour Inspectorate. However, as also indicated by the data, preschool schooling rates for children aged 3-6 are also far from meeting the need. Interviewed officers mentioned that the demand for children aged 2-3-4 is usually more than other age groups.

There are differences in terms of service provision between MoNE and MoFSP: Major differences are observed when kindergartens and nursery classes under MoNE are compared to the daycare and childcare centres under MoFSP. Therefore, it is not possible to mention a standardized structure in Turkey in terms of early childhood care and education services. Double-shift education as morning and afternoon shifts adopted by public kindergartens as of July 2014 creates difficulties for working parents. Therefore, as mentioned in the study, some schools began working as children's clubs in the afternoon. On the other hand, children's clubs and/or after-school study centres are also seen in some private kindergartens and daycare centres. Having the preschool education limited to 3-6 age group as well as elementary school children's need to have an adult with them before or after school hours indicates a serious problem area in Turkey.

Aside from a couple of exceptions, one common practice shared by all institutions is that transportation of children is provided with an additional fee and shuttle services are not offered for free.

There are no standards in terms of service: It is also possible to see that the physical conditions of the institutions and the education they offer can vary by area they are located, regardless of being public or private. Or, it is possible to see that the service provided by institutions can be directly proportional to their financial resources. This supports the observation that there are no standards in terms of quality.

Institutions do not offer free transportation service for children: Aside from a couple of exceptions, one common practice shared by all institutions is that transportation of children is provided with an additional fee and shuttle services are not offered for free.

There are issues regarding the inspection of institutions: There are also major problems in terms of the inspection of institutions offering early childhood care and education services. While it has been observed that MoNE's inspections are more regular and frequent compared to MoFSP's inspections, not all institutions offering these services are inspected in same frequency and detail. Therefore, the abovementioned need and the cost of meeting this need restrict the children of low income parents in particular to low quality service.

There are also no standards in terms of the contents of education: High prices of kindergartens and daycare centres do not guarantee good care and education. Lack of standardization in early childhood education means that contents of education will also be shaped by the beliefs and world views of the institutions. It has been observed that there is no awareness



raised particularly on discrimination based on gender, religion, language, ethnicity or social groups. The justification for this is mostly argued as such types of discrimination do not exist in institutions and children cannot understand these issues at this age. However, in many of the institutions which claim to avoid such discriminatory acts were observed to have discriminatory statements and practices. It does not seem possible to say in general that there is a care and education system which is suitable for respecting the differences of children from minorities or raising awareness on these. On the other hand, there are no works being undertaken -except for personal efforts of some educators- to transform the socially and culturally determined gender roles which create the foundation of gender inequality, in fact, there are training programmes in many institutions which reinforce these unequal roles. For instance, the most common anecdotes were that during drama classes, girls take the role of the mother and do the housework while boys take the role of father and go to work and that girls and boys are encouraged to play with toys in different shapes and colours.

On the other hand, one of the most neglected groups is the children with disabilities. Neither the physical conditions nor the education styles of interviewed institutions were developed in a way to include children with disabilities. While some schools accept inclusion students, it is doubtful how suitable is the education provided in these institutions for the development of children with special needs as well as children considered “normal”. Moreover, belief of some parents that children from rehabilitation centres will undermine the development of their own children together with their show of dissatisfaction sheds a light on the size of their prejudice towards persons with disabilities in general as well as the need for not only physical but also a mental transformation.

One of the most neglected topics in terms of contents of education is the negligence and abuse of children: Aside from a couple of exceptions, there are no ongoing works on this issue neither in public nor in private educational institutions offering care and education services. Except for the personal efforts of educators with more awareness -although being included in the MoNE curriculum- this remains as a topic excluded from the curriculum.

Some of the interviewed early childhood care and education institutions accept children aged 0-6 as well. However, in some of the institutions, due to inadequate amount of classrooms or personnel, children aged 0-3 may be placed in the same classroom. This creates risks since each age group has its own different needs and older children may cause harm to the younger ones. In some private daycare centres, the same classroom may be used for training activities when there are fewer children not only for this age group, but also for 3-6 age group. Opening separate classrooms requires more personnel and increases the costs and therefore is not preferred. This raises questions on children’s health and the quality of the education.

Nursery classes providing services as separate classroom within elementary schools is another model which requires reflecting on. Although most nursery classes include children aged 5-6, there are others which also accept 4 years old children. Since fees for these institutions are low, they provide an opportunity as a preparatory class before elementary school for children who never attended preschool education. However, it has been observed that no emphasis is laid on the harms that may occur when children are placed in the same classroom as older children. Some nursery classes are allowed as little contact as possible with older children as a result of the awareness of competent teachers. However, in other nursery classes, there are common areas shared with other children. In fact, these are examples of the significant results of having power duality in Turkey in terms of preschool education as well as deficiencies in inspections and lack of standards.

Participation of Parents

Participation of parents in early childhood care and education institutions remains quite limited most of the time. In some daycare centres, aside from parent-teacher meetings held three times at most in a year and short discussions had while parents are picking up their children, there are no works being carried out for parents. Other than the kitchen activities

⁴³ For detailed information cf. Regulation Regarding the Conditions for Employing Pregnant or Breastfeeding Women, Nursing Rooms and Child Care Houses, <http://www.iskanunu.com/images/dokuman/yonetmelikler/gebe-emziren-kadınların-calisma-sartları-cocuk-bakim-odalari.pdf>.

⁴⁴ For detailed information cf: <http://kosgeb.gov.tr/Pages/UI/Haberler.aspx?ref=448>.

⁴⁵ For detailed information cf: http://www.borusan.com.tr/Contribution_AnneminIsi.aspx.



and birthday celebrations which mostly aim mothers' participation, there are a few schools which provide opportunities to take part in activities such as going to the movies, theatre or museums. On the other hand, care and education services are mostly preferred by the children of working parents. Nevertheless, it has been observed that sometimes the working hours of these institutions may not be in line with parents' working hours, particularly those who work in shifts and in such cases these services are provided by grandmothers or other female members of the family.

Working Conditions

There are differences in terms of working conditions. Aside from the fact that almost all employees are women, there are differences in the working conditions. While all interviewed institutions reported that their employees have social security, differences have been observed in terms of salaries. In some cases, these differences are based on the working position, experience etc. while in others they may be based on whether employees who do the same job with same experience are affiliated with a subcontractor. Although it is a sector which requires hard work, it should be highlighted that employees usually cannot find the time to rest and salaries are not very high. Moreover, while the number of children per teacher is 10 in some institutions, it can go up to more than 25 in others. Similarly, it is possible to see only one janitor doing the entire job in institutions with a high number of children. Most of the officers from institutions emphasize the fact that this job cannot be done without loving it.

Problems in Data

Regarding the number of kindergartens and nursery classes under MoNE and daycare and childcare centres under MoFSP, there are differences between the National Education Statistics published by MoNE which provide the most comprehensive data in this regard and the data obtained from the Provincial Directorates of MoNE and MoFSP. Therefore, central and provincial data were given separately in this study.

One of the reasons for this difference in the data was reported by an interviewed officer as the fact that provincial directorates are regularly updating the data. Another reason is believed to be the fact that early childhood care and education services are carried out by two Ministries. This makes it difficult to access data on institutions providing these services while also affecting the quality of the services provided.

Information on the childcare and education institutions opened by public institutions pursuant to the Article 191 of Law No. 657 has not been provided on the provincial basis in the National Education Statistics. MoNE was contacted to obtain this data but only the previous year's data were available. A data loss was detected in these data which also include the daycare centres of local governments (municipalities in the scope of this study); however, it was not possible to precisely discover which provinces and institutions were involved in this loss. All municipalities were called in the 4 provinces included in the study and asked whether they had daycare centres. Municipalities provide services to both their personnel and outsiders in their daycare centres. Therefore, while all daycare centres of local governments should be included in this data, it has been observed that they were not. For instance, while it was found out via phone calls that there were 41 daycare centres owned by 9 municipalities in Istanbul, the data obtained from MoNE claimed that there were 8 daycare centres owned by 3 municipalities. MoNE's data is from 2012; however more than 8 municipal daycare centres have been opened before this date. It has been reported by officers from MoNE and MoFSP that there might be deficiencies in the data concerning daycare centres owned by other public institutions besides municipalities as well and this is the case because institutions do not fulfil their obligation to inform MoNE or MoFSP. In fact, public institutions are obliged to inform MoNE and MoFSP when they open a daycare centre for their own personnel;⁴⁷ however it has been observed that they do not comply with this obligation.

⁴⁷ For details, see Regulation on Childcare Centres to Be Opened by Public Institutions, <http://mevzuat.meb.gov.tr/html/28.html>.



5. Conclusions and Recommendations

Despite the limitations in data, results of the interviews conducted with relevant institutions in provinces as well as the analysis of existing statistics indicate that, early childhood care and education services provided for children aged 0-6 are, in parallel with Turkey in general, are not offered in a capacity adequate to meet the need.

In addition to quantitative inadequacy, there are also significant issues in terms of the quality of services provided. In this regard, the most fundamental problem is the fact that two Ministries are in charge of the provision of early childhood care and education services. This results in issues in terms of physical conditions, contents of education, working conditions of the personnel and regular inspections.

Public kindergartens and nursery classes providing services to children aged 3-6 with very low fees are far from meeting the needs in terms of both the age groups they serve and their capacities. Private kindergartens and daycare centres on the other hand are too expensive for families with low income to send their children. Institutions offering care services for children aged 0-2 are almost non-existent. Therefore, most of the children aged 0-6 are not able to access care and education services.

There are also serious problems regarding the contents of education. Contents are filled in by teachers within the framework drawn by MoNE. While this is a positive practice on one hand, on the other hand it allows all institutions to reflect their own world views in education and may result in problems in terms of healthy development of children.

There is also no awareness on the needs of children with disabilities. Almost none of the interviewed schools have proper physical arrangements for children with disabilities. Similarly, teachers' formation and contents of education are also not in a structure to integrate children with disabilities.

One of the most important points is that, aside from a couple of exceptions, there is no awareness on discrimination based on gender, ethnicity, religion etc. and these types of discrimination are being revitalized.

Negligence and abuse of children stands out as one of the issues which come with the most talk and least precaution. There are no standard practices in this regard except for personal efforts.

Parents' participation in the process being limited to parent-teacher meetings and birthdays also means that inadequacies in inspections result in low quality services. Parents have almost no voice in public kindergartens and nursery classes.

Private institutions show more accountability towards parents compared to public institutions. On the other hand, the fact that parents mostly consist of mothers and that fathers' participation is almost non-existent stands out as an extension of the sexist attitude which considers childcare as women's responsibility. Only a few institutions carry out activities to include the fathers in the process.

A similar lack of inspection is also existent in the play rooms opened within skills development and vocational training courses offered by local governments. First of all, local governments are not obliged to open play rooms. Therefore, these courses allocate a room in their buildings to children by their own initiative while women are taking courses. Thus, neither the physical conditions and personnel nor the service provided is adequate. They are considered more like places where children can spend time they have away from their mothers. It is very important to have places where not only trainees but also other parents living in the neighbourhood can leave their children for a couple of hours when needed. However, these places should also have standards to ensure healthy development and safety of children and be inspected regularly. Unfortunately, there is a major gap in Turkey also in this regard.

On the other hand, it is important for ISKUR, which carries out works to decrease women's unemployment and provides public employment services, to put this issue of opening play rooms to operate during training programmes as a recommendation in the agenda of the employers within the framework of its cooperation with employers.



The provision in the law on opening daycare centres in private workplaces also contains discrimination as it only considers women and reinforces traditional gender roles. Moreover, the expression “employing more than 150 women” as well as the inadequacy in inspecting the provision of this service is also an issue which needs to be underlined.

As for the daycare centres opened by public institutions for their own employees, it has been observed that their numbers are declining due to the fact that they have to cover their own costs. Also, it is not possible to see any standards even among these daycare centres. While some institutions offer adequate services for the healthy development and safety of children, others operate under poor conditions.

Considering all of these examples, it is obvious that traditional gender roles are dominant in Turkey and policies in practice revitalize gender inequality. Although the issue of low participation of women in employment is included in government’s agenda, required attention is not paid to practices aiming to mitigate the burden of childcare, which is one of the most fundamental problems in this regard. Therefore, women either do not participate in the labour market at all or leave this market temporarily or permanently. Unless widespread, accessible, high quality, free or low-priced early childhood care and education services are provided, it is not possible to achieve the desired level in terms of women’s participation in employment and all areas of social life or to eliminate gender inequality.

In the light of the data provided above, the following recommendations are considered to be beneficial if implemented with regards to making childcare services in Turkey/in provinces more high-quality and accessible.

- 1) The power duality regarding the provision of early childhood care and education services should be eliminated and service provision and inspections should be coordinated by the Ministry of National Education.
- 2) Parents with low income should be taken into account and early childhood care and education services should be considered as a children’s right and free or low-priced daycare and childcare centres operating 7/24 should be opened. These services should be disseminated in a way to enable the access of all children and Municipalities should take role in this regard.
- 3) All workplaces employing 50 employees, regardless of gender, should open daycare centres or outsource childcare services for the children of their employees. Inspections of workplaces in this regard should be undertaken jointly by the Ministry of Labour and Social Security and the Ministry of National Education. Dissuasive fines should be imposed for workplaces which fail to fulfil these obligations.
- 4) All personnel working in institutions providing early childhood care and education services should be trained on negligence and abuse of children and this topic should also be integrated in the education provided to children. Ministry of National Education should cooperate with non-governmental organizations working in this field to develop both the training programmes and contents.
- 5) All personnel working in institutions should regularly participate in training programmes on discrimination based on gender, ethnicity and religion and a curriculum should be developed to raise awareness on this issue. Ministry of National Education should cooperate with non-governmental organizations working in this field to develop both the training programmes and contents.
- 6) Physical conditions of institutions providing early childhood care and education services should be arranged in a way to allow children with disabilities to comfortably take part, parents who have children with disabilities should be provided with regular counselling services. Works should be carried out in cooperation with the Ministry of National Education and the Ministry of Family and Social Policies in this regard.
- 7) Working conditions of the personnel in educational institutions should be regulated and regular inspections should be conducted to prevent informal employment. Works should be carried out in cooperation with the Ministry of National Education and the Ministry of Labour and Social Security in this regard.



8) Parents' participation should be increased; institutions should be inspected by a commission consisting of officers from the Ministry of National Education, relevant non-governmental organizations and parents.

9) Institutions should also try to increase parents' participation and organize various activities such as training programmes for parents, implement training programs for fathers by taking into account that men are also responsible for childcare and encourage fathers in this regard.

10) Childcare centre models where parents can leave their children for short periods of time should be developed and disseminated. Ministry of National Education and non-governmental organizations working in this field should act together on this issue.

11) It is extremely important that MoNE and MoFSP increase works on opening play rooms within vocational training courses where parents can leave their children during the courses. Moreover, it will be beneficial if ISKUR puts this issue of providing play room services during training programmes it finances as a recommendation in the agenda of the employers and contractors.

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⁴⁶ For detailed information of the Regulation about Child Care Centres to be Established by Public Institutions, <http://mevzuat.meb.gov.tr/html/28.html>.







Annexes

Annex 1. SUMMARY DATA ON PROVINCES

Istanbul

There is a total of 1,554,582 children aged 0-6 in Istanbul. There are 883,113 children aged 0-3, and 671,469 children aged 4-6.

According to the National Education Statistics by MoNE;

The number of children aged 0-6 benefiting from preschool care and education services is 143,544; and the total number of teachers is 9,568

There is a total of 2,774 institutions (7,479 classrooms) providing preschool education and care; 2,503 kindergartens and nursery classes under MoNE (1,474 public, 1,029 private); 271 private daycare and childcare centres under MoFSP.

According to the information gathered from MoNE and MoFSP via phone calls, there is a total of 3,914 institutions providing preschool care and education (3,613 under MoNE and 301 under MoFSP).

There are 13 daycare centres opened by public institutions for their own employees (41 classrooms).

There are 43 daycare centres opened by local governments (municipalities) (2,788 capacity)

There is one daycare centre in OIZs (300 capacity)

Bursa

There is a total of 286,274 children aged 0-6 in Bursa. There are 161,269 children aged 0-3, and 125,005 children aged 4-6.

According to the National Education Statistics by MoNE;

The number of children aged 0-6 benefiting from preschool care and education services is 37,760; and the total number of teachers is 1,993

There is a total of 696 institutions providing preschool education and care (1,595 classrooms)

645 kindergartens and nursery classes under MoNE (538 public, 107 private)

51 private daycare and childcare centres under MoFSP

According to the information gathered from MoNE and MoFSP via phone calls, there is a total of 735 institutions providing preschool care and education (682 under MoNE-1,919 classrooms, 53 under MoFSP -3,108 capacity)

There are 6 daycare centres opened by public institutions for their own employees (16 classrooms).

There are 2 daycare centres opened by local governments (municipalities) (140 capacity)

Ankara

There is a total of 511,088 children aged 0-6 in Ankara. There are 285,026 children aged 0-3, and 226,062 children aged 4-6.

According to the data from the Provincial Directorate of National Education in Ankara, there is a total of 1,367 schools/institutions providing preschool care and education (total number of children is 62,906; total number of teachers is 5,546). The capacity is 56,822 excluding the ones under GDCS.

There are 241 private preschool institutions providing services to children aged 0-6 under the General Directorate of Childcare Services, with 8,876 children, 905 teachers and 10,386 capacity.



According to the data from Provincial Directorate of National Education, 62,906 children out of the 221,663 school-age children are benefiting from preschool education.

2,751 children aged 0-2 are benefiting from daycare centre services

There are 24 preschool institutions opened pursuant to the Article 191 of the Law No. 657 with 2,425 students and 1,157 teachers.

There are no daycare centres or kindergartens owned by the Ankara Metropolitan Municipality.

There are play rooms for children aged 3-6 in ladies' clubs under Ankara Metropolitan Municipality (a total of 21 ladies' clubs)

There are play rooms for children aged 3-6 in Family Life Centres under Ankara Metropolitan Municipality.

There are 160 Handicrafts and Vocational Training Courses under Ankara Metropolitan Municipality and none of them offer any services for children.

There are play rooms in courses opened in Family Centres under Mamak Municipality.

Only three of the 16 Social Solidarity Centres under Çankaya Municipality have fairy-tale and play rooms.

Only 5 of the 25 district municipalities in Ankara provide daycare centre services (Total number of daycare centres is 20).

There are no daycare centres in OIZs.

Konya

There is a total of 243,866 children aged 0-6 in Konya. There are 136,612 children aged 0-3, and 107,254 children aged 4-6.

There is a total of 853 institutions providing preschool education and care (1,366 classrooms; 28,455 children; 1,742 teachers)

There are 73 private preschool institutions under the General Directorate of Childcare Services, with 2,294 children, 168 teachers and 5,169 capacity.

According to the data of 2013, there is a total of 4,146 children in public kindergartens in Konya with 248 teachers, 5,169 capacity and 209 classrooms.

A daycare centre opened within a public hospital pursuant to the Article 191 of the Law No. 657 has a capacity of 50 children and works with full capacity.

There are no daycare centre services provided in any of the 31 districts in Konya.

There are play rooms for children aged 3-6 in the course centres under the Metropolitan Municipality.

There are play rooms for children aged 3-6 in 4 of the 5 Family Life Centres under Selçuklu Municipality.

Constructions of 3 kindergartens owned by Karatay Municipality are completed and there are no daycare centres in any of the OIZs.



Annex 2. SUMMARY TABLES COMPARING PROVINCES

Table-1: Child Population

Age	ISTANBUL	BURSA	ANKARA	KONYA
0-3	883.113	161.269	285.026	136.612
4-6	671.469	125.005	226.062	107.254
0-6 (Total)	1.554.582	286.274	511.088	243.866

Table 2. Public Preschool Education Data

	ISTANBUL	BURSA	ANKARA	KONYA
School/Institution	1.474	538	1.340	754
Classroom	3.619	1.022	1.819	1.078
Student	98.718	31.524	49.485	25.040
Teacher	4.940	1.428	3.195	1.431

Source: The Ministry of National Education Data, 2013-2014

Additional Table 1. Public Preschool Education Data, Ankara

	ANKARA
School/Institution	890
Class	1.725*
Student	49.438
Teacher	4.429
Capacity	47.001*

Source: Ankara Provincial Directorate of National Education Data, 2013-2014

* Excludes the number of classrooms opened pursuant to Article 191 of the Law No.657

Table 3. Private Preschool Education Data*

	ISTANBUL	BURSA	ANKARA	KONYA
School/Institution	1.300	158	470	33
Classroom	3.860	573	1.838	104
Student	44.826	6.236	16.155	1.224
Teacher	4.268	565	2.062	80

Source: Ministry of National Education Data, 2013-2014

* Total number of institutions affiliated with MoNE and GDCS

Additional Table 2. Private Preschool Education Data, Ankara

	ANKARA
School/Institution	501
Classroom	2.048
Student	15.893
Teacher	2.374
Capacity	9.821

Source: Ankara Provincial Directorate of National Education Data, 2013-2014

* Excludes GDCS



Table 3. GDCS-affiliated Private Daycare and Childcare Centres Data

	İSTANBUL	BURSA	ANKARA	KONYA
School/Institution	271	51	226	66
Classroom	658	168	884	184
Student	6.155	1.681	6.125	2.191
Teacher	1.009	224	1.155	231

Source: Ministry of National Education Data, 2013-2014

**Additional Table 3. GDCS-affiliated Private Daycare and
Childcare Centres Data, Ankara**

	ANKARA
School/Institution	227
Classroom	885
Student	6.125
Teacher	1.157

Source: Ankara Provincial Directorate of MoFSP Statistics

Table 5. Municipal Daycare Centres Data

	İSTANBUL	BURSA	ANKARA	KONYA
Total Number of Institutions	43	24	20	0
Total Number of Students	2.788	140	1751	0
Total Capacity	2.788	140	1799	0



Annex 3. INTERVIEWED INSTITUTIONS AND INTERVIEW DATES

NOVEMBER 2014

- 11 November 2014 – Ministry of Labour and Social Security (Ankara)
- 12 November 2014 – Çankaya Municipality Daycare Centre (Ankara)
- 12 November 2014 – Minik Melekler Kindergarten (Ankara)
- 13 November 2014 – Mamak Mehmetçik Elementary School Nursery Class (Ankara)
- 14 November 2014 – Ministry of Family and Social Policies (Ankara)
- 14 November 2014 – METU Daycare Centre (Ankara)
- 16 November 2014 – Sokullu Mehmet Paşa Elementary School Nursery Class (Ankara)
- 17 November 2014 – Yeşim Tekstil Daycare Centre (Bursa)
- 18 November 2014 – MoNE (Ankara)
- 18 November 2014 – Private Yumurcak Daycare Centre (Bursa)
- 19 November 2014 – Yıldırım Municipality (Bursa)
- 20 November 2014 – Şehit Kurmay Elementary School Nursery Class (Bursa)
- 20 November 2014 – Mithatpaşa Elementary School Nursery Class (Bursa)
- 21 November 2014 – TCDD Daycare Centre (Istanbul)
- 21 November 2014 – Nilüfer Kindergarten (Bursa)
- 21 November 2014 – Bala Hatun Kindergarten (Bursa)
- 24 November 2014 – Altındağ Municipality Daycare Centre (Ankara)
- 24 November 2014 – Minik Arılar Kreş (Ankara)
- 25 November 2014 – Coats Yarn Factory Daycare Centre (Bursa)
- 25 November 2014 – Küçük Şeyler Kindergarten (Bursa)
- 25 November 2014 – Etimesgut Municipality Daycare Centre (Ankara)
- 26 November 2014 – TURKSTAT (Ankara)
- 26 November 2014 – Ministry of Science, Industry and Technology (Ankara)
- 26 November 2014 – Ministry of Finance (Ankara)
- 26 November 2014 – Asım'ın Nesli Daycare Centre (Istanbul)
- 27 November 2014 – Bilfen Kindergarten (Istanbul)
- 27 November 2014 – Umut Daycare Centre (Ankara)
- 27 November 2014 – Zübeyde Hanım Kindergarten (Ankara)
- 27 November 2014 – Ministry of Labour (Ankara)
- 28 November 2014 – Dudullu OIZ Daycare Centre (Istanbul)
- 28 November 2014 – Çankaya Municipality Play Room (Ankara)
- 28 November 2014 – Mamak Municipality Play Room (Ankara)
- 29 November 2014 – TUSAŞ Private Workplace Daycare Centre (Ankara)

DECEMBER 2014

- 2 December 2014 – THY Daycare Centre (Istanbul)
- 2 December 2014 – SSI General Directorate (Ankara)
- 2 December 2014 – SSI Daycare Centre (Ankara)



- 3 December 2014 – Atatürk Elementary School Nursery Class (Konya)
3 December 2014 – İhsaniye Elementary School Nursery Class (Konya)
3 December 2014 – Konya Maternity Clinic Daycare Centre (Konya)
3 December 2014 – Provincial Directorate of Health (Konya)
3 December 2014 – Konya OIZ (Konya)
5 December 2014 – Sarıyer Municipality (Istanbul)
5 December 2014 – Konya Metropolitan Municipality Play Room (Konya)
5 December 2014 – Selçuklu Municipality Play Room (Konya)
6 December 2014 – Küçük Dahiler Kindergarten (Konya)
6 December 2014 – Private Envar Daycare Centre (Konya)
7 December 2014 – Private Küçük Şeyler Kindergarten (Konya)
7 December 2014 – Private Nazlım Daycare Centre (Konya)
9 December 2014 – ISKUR Provincial Directorate in Ankara
10 December 2014 – Gürsu OIZ (Bursa)
11 December 2014 – Beşiktaş Municipality (Istanbul)
11 December 2014 – Nilüfer Municipality Foundation Kindergarten (Bursa)
12 December 2014 – Esenyurt Public Hospital (Istanbul)
12 December 2014 – Public Hospital Daycare Centre (Bursa)
15 December 2014 – Uludağ University Daycare Centre (Bursa)
25 December 2014 – Mudanya Municipality (Bursa)
- FEBRUARY 2015**
- 5 February 2015 – Arık Bey Textiles (Konya)
6 February 2015 – MoNE Private Güler Öztürk Kindergarten (Ankara)
9 February 2015 – Mevlana University Daycare Centre (Konya)
- MARCH 2015**
- 9 March 2015 – Beyoğlu Municipality (Istanbul)
- MAY 2015**
- 22 May 2015 – Firuzağa Elementary School Nursery Class (Istanbul)
25 May 2015 – İstiklal Elementary School Nursery Class (Istanbul)
- JUNE 2015**
- 5 June 2015 – Perihan Aktürk Kindergarten (Istanbul)
18 June 2015 – Acıbadem Erdoğan Yüksel Kindergarten (Istanbul)
- JULY 2015**
- 7 July 2015 – Ankara OIZ Daycare Centre (Ankara)



Annex 4. INFORMATION ON INTERVIEWED INSTITUTIONS

ANKARA

INST. NAME	INST. TYPE	INSPEC- TING INST.	FEE (TL)	CAPA- CITY	# OF STUD- ENTS	# OF TEA- CHERS	CAREGI- VER MO- THERS	IN- TER- INS	OTHER STAFF	TOTAL STAFF	# OF EMP- LOYEEES W/SOCIAL SECURITY	AGE GROUP	# OF CLASSRO- OMS	HOURS
INST. 1	Private dayca- re-centre	MoFSP	500	36	20	1	1	1	4	7	7	Ages 2-6 / study up to age 12	1	07.30-18.30
INST. 2	Private dayca- re-centre	MoFSP	800	67	40	3	0	3	2	5	5	Ages 2-6	3	08.00-18.30
INST. 3	Daycare-centre of institution under Law No. 4857	MoNE	400	150	140	11	9	6	18	44	19	Ages 3-6	8	08.30-17.30
INST. 4	Daycare-centre of institution under Law No. 4857	MoNE	400	300	260	15	15	30	10	70	35	13mos-6yrs	15	08.00-17.45
INST. 5	Daycare-centre of institution under Law No. 4857	MoNE	300	200	80	6	3	6		20	20	Ages 2-6	3	08.30-17.30
INST. 6	Private kinder- garten	MoNE	700	45	42	4	0	0	4	8	8	Ages 3-6	3	07.00-19.00
INST. 7	Private kinder- garten	MoNE	600	54	40	2	0	3	3	5	5	Ages 3-6	3	08.00-18.00
INST. 8	Private kinder- garten	MoNE	70	180	115	6	5	15	5	16	16	Ages 3-4	6	08.00-13.00 / 13.00-18.00
INST. 9	Municipality	MoNE	300	100	98	4	4	8	2	10	10	Ages 3-6	4	07.45-17.30
INST. 10	Municipality	MoNE	450	200	140	9	9	9	6	25	25	32mos-6yrs	9	07.30-18.00
INST. 11	Municipality	MoNE	400	150		10	0	20	9	19	19	Ages 3-6	10	08.00-18.00
INST. 12	Private workp- lace	MoFSP	385 / 492	190	180	11	2	0	4	17	17	Ages 0-6	11	07.30-17.45
INST. 13	Play room	Cankaya Municipality	Free	12	12	1	0	3	0	1	1	Ages 3-5	3	2 hrs daily
INST. 14	Play room	Manak Mu- nicipality	Free	30	33	1	0	3	0	1	1	Ages 3-5	1	3 hrs daily
INST. 15	Public kinder- garten	MoNE	20	40	38	2	0	0	0	2	2	Ages 3-6	1	08.00-12.30 / 12.30-17.30
INST. 16	Public kinder- garten	MoNE	70	19	19	3			1	3	4	Ages 4-5	3	08.00-13.30 / 13.45-17.30



INST. NAME	INST. TYPE	INSPCTING INST.	FEE (TL)	CAPACITY	# OF STUDENTS	# OF TEACHERS	CAREGIVER MOTHERS	INTERNS	OTHER STAFF	TOTAL STAFF	# OF EMPLOYERS / SOCIAL SECURITY	AGE GROUP	# OF CLASSROOMS	HOURS
INST. 1	Private kindergarten	MoNE	700	70	40	3	1	0	1	5	5	Ages 3-6	3	08.00-17.00
INST. 2	Private kindergarten	MoNE	850	99	68	7	7	0	6	20	20	Ages 3-6	7	08.30-16.30
INST. 3	Kindergarten	MoNE	30	25	27	4	0	4	1	5	5	Ages 5-6	2	07.10-12.20 / 12.20-17.20
INST. 4	Kindergarten	MoNE	25	20	39	4	0	0	2	6	2	Ages 5-6	4	07.10-12.20 / 12.20-17.20
INST. 5	Private daycare-centre	MoFSP	570	107	55	4	1		3	8	8	Ages 3-6	4	08.00-17.00
INST. 6	Private daycare-centre	MoFSP	450	50	35	3	2		4	9	3	Ages 0-6	4	07.00-18.00
INST. 7	Institution daycare-centre	Provincial Directorate of Health	320	30	17	1	1	0	0	2	2	18mos-6yrs	2	07.45-17.30
INST. 8	Institution daycare-centre	MoFSP	225	50	40	2	4	0	2	8	8	Ages 0-4	3	08.00-17.00
INST. 9	Play room	Municipality	Free	15	10	0	0	0	0	0		Ages 3-6	1	1 hr daily
INST. 10	Play room	Municipality	7	10	10	0	0	0	0	0		Ages 3-6	1	1 hr to half day
INST. 11	Private workplace daycare-centre	University	400	12	4	1	2	0	0	3	3	Ages 0-3	1	08.00-18.00



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INST. NAME	INST. TYPE	INSPEC- TING INST.	FEE (TL)	CAP. CITY	# OF STUD- ENTS	# OF TEA- CHERS	CAREGI- VER MO- THERS	IN- TER- NS	OTHER STAFF	TOTAL STAFF	# OF EMP- LOYEES W/SOCIAL SECURITY	AGE GROUP	# OF CLASS-RO- OMS	HOURS
INST. 1	Public kinder- garten	MoNE	100 / 230	230	230	13	0	Varies	12	25	25	Ages 3-6	13	08.00-13.00 / 13.00-17.00
INST. 2	Public kinder- garten	MoNE	110	250	235	13	1	Varies	9	22	22	Ages 3-6	13	08.00-12.45 / 13.00-17.45
INST. 3	Public nursery class	MoNE	150	44	22	1	1	1	2	4	4	Ages 4-5.5	1	09.00-14.30
INST. 4	Public nursery class	MoNE	Free	50	9	1	1	1	2	4	4	Ages 4-5	1	09.00-14.00
INST. 5	Private daycare centre	MoFSP	1800	36	35	6	0	0	7	13	13	18mos- 36mos	3	09.00-16.00
INST. 6	Private daycare centre	MoFSP	410	20	15	1	1	0	3	5	5	Ages 2-6	3	08.00-17.00
INST. 7	Public institu- tion daycare centre	TCDD	324 / 405 / 486	45	20	3	0	5	1	4	4	Ages 3-6	3	Summer 08.30- 17.00 Winter 08.00-16.00
INST. 8	Public institu- tion daycare centre	Ministry of Health	500 / 375	50	25	2	1	1	3	6	6	0-6	3	08.00-17.00
INST. 9 (2 de)	Municipal day- care centre	MoFSP	132 / 300 / 600	150	135	18	0	0	11	29	29	Ages 3-6	9	08.00-17.00
INST. 10 (9 de)	Municipal daycare centre (part-time)	Municipality	55 (part- time)	660	660	13	7	40	6	26	26	Ages 4-6	13	08.00-12.00 / 13.00-17.00
INST. 11 (3 de)	Municipal day- care centre	Municipality	450	160	160	10	10	0	3	23	23	Ages 3-6	10	08.00-17.00
INST. 12	Private workplace daycare centre (private kinder- garten)	MoNE	850	76	56	8	2	1	3	13	13	Ages 2.5-6	4	08.30-17.30
INST. 13	Oliz daycare centre	MoFSP	935 / 1435	320	320	25	25	0	30	80	80	6mos-6yrs	22	07.30-18.30



BURSA

INST. NAME	INST. TYPE	INSPCTING INST.	FEE (TL)	CAPACITY	# OF STUDENTS	# OF TEACHERS	CAREGIVERS	INTERNS	OTHER STAFF	TOTAL STAFF	# OF EMPLOYEES W/SOCIAL SECURITY	AGE GROUP	# OF CLASSROOMS	HOURS
INST. 1	Public kindergarten	MoNE	80	225	225	10	4	Varies	4	18	18	Ages 3-6	10	08.00-12.30 / 13.15-17.45
INST. 2	Public kindergarten	MoNE	80	240	275	13	0	Varies	7	20	20	Ages 3-5	6	08.00-12.30 / 13.15-17.45
INST. 3	Private kindergarten	MoNE	1028	160	140	20	2	0	2	24	24	Ages 3-6	10	07.30-18.30
INST. 4	Public nursery class	MoNE	50	100	70	1	0	0	1	5	5	Ages 3-6	4	08.00-12.30 / 12.30-17.00
INST. 5	Public nursery class	MoNE	50	80	65	4	0	0	1	5	5	Ages 4-5	4	08.00-12.30 / 12.30-17.00
INST. 6	Private daycare centre	MoFSP	750	200	160	11	6	0	7	24	24	Ages 2-6	10	07.30-18.30
INST. 7	Private daycare centre	MoFSP	350	65	50	5	1	10	3	8	8	Ages 2-6	5	08.00-17.30
INST. 8	Public institution daycare centre	University	300 / 330 / 430	175	176	21	12	0	3	36	36	Ages 1-6	12	08.00-17.30
INST. 9	Public institution daycare centre	MoNE	160	80	69	6	2	0	2	10	10	Ages 2.5-6	3	08.00-18.00
INST. 10	Municipal daycare centre	MoNE / Municipality	200 / 350	80	80	5	0	0	6	11	11	Ages 3-6	4	08.00-17.30
INST. 11	Municipal daycare centre	MoNE	350	60	60	5	3	0	6	14	14	Ages 3-6	3	08.00-17.00
INST. 12	Private workplace daycare centre	MoLSS	Free		77	3	3	0	1	7	7	Ages 0-6	3	07.00-15.00 / 15.00-23.00
INST. 13	Private workplace daycare centre	MoLSS (not inspected)	Free	1000	269	13	1	0	13	27	27	Ages 0-6	9	
	OIZ													