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► Supporting Women's Employment through Institutional Collaboration on Early Childhood Care and Education

Authors

Prof. Dr. Saniye Dedeođlu
Dr. Aslı Şahankaya Adar
Yasemin Sıralı

At work, at home, everywhere



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Supporting Women's Employment through Institutional Collaboration on Early Childhood Care and Education

Authors: Prof. Dr. Saniye DEDEOĞLU, Dr. Aslı Şahankaya ADAR, Yasemin SIRALI

Prepared by: Özen TÜMER (EBRD), Ebru ÖZBERK ANLI, Dr. Ayşe Emel AKALIN, Nergis CALBAY, İzgi GÜNGÖR (ILO) & SCO SOLUTIONS

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- ▶ **Supporting Women's Employment through Institutional Collaboration on Early Childhood Care and Education**

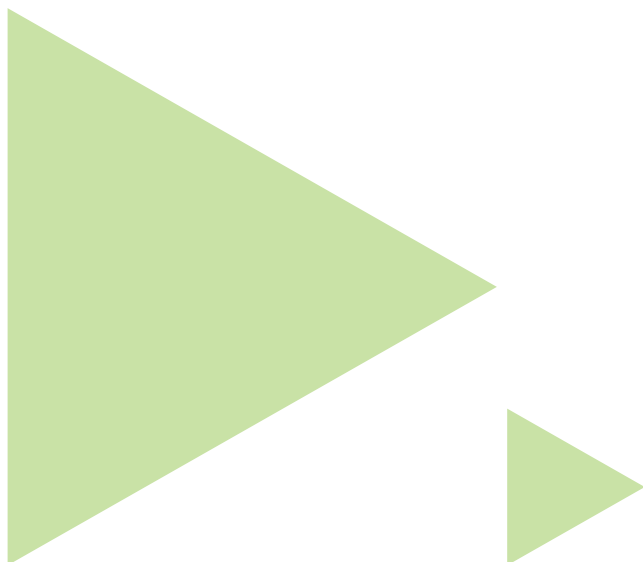
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Abbreviations

AÇEV	Mother Child Education Foundation
DOSAB	Demirtaş Organised Industrial Zone
EBRD	European Bank for Reconstruction and Development
ECCE	Early Childhood Care And Education
EU	European Union
ILO	International Labour Organization
ISKUR	Turkish Employment Agency
KEDV	Foundation for the Support of Women's Work
MoFLSS	Ministry of Family, Labour & Social Services
MoNE	Ministry of National Education
OECD	Organisation of Economic Cooperation and Development
SSI	Organised Industrial Zone
UN	United Nations
UNCTAD	United Nations Conference on Trade and Development
UNICEF	United Nations Children's Fund
WHO	World Health Organization
CLA	Collective Labor Agreement





Foreword

With the Covid-19 pandemic, paid and unpaid care undertaken by women and the effects of such responsibility on their participation in the labour force have come to the forefront even more. However, women shouldered nearly three-quarters of unpaid care even prior to the pandemic, and they make up two-thirds of the caregivers.

It is reported that women globally perform 76.2 per cent of the total hours of unpaid care work, which is on average 3.2 times more than men. Women spend 10 years of their life on average on unpaid care and domestic work. The time women dedicate to unpaid care work increases when young children are involved.

Women's care work causes them to drop out of the labour market or resort to informal modes of employment. Based on a report on care work and care jobs for the future of decent work (ILO, 2018), the labour force participation rate of women with a young child in Turkey is 24 per cent, while the rate for women with no child is 34 per cent. In addition, the informal employment rate of women without unpaid care and domestic work is 42 per cent while the rate goes up to 62 per cent for those with unpaid care and domestic work. The informal employment rate of women with unpaid care work is 55.8 per cent around the globe while it is 36.7 per cent for those without any unpaid care work. Unpaid care work is one of the largest obstacles to women landing a more decent job.

The provision of affordable and high-quality care services is important in two aspects for the International Labour Organization (ILO), which strives to make sure that women and men work under decent conditions based on social justice. These services will alleviate the burden of care for women and enable women to work in various industries. The institutionalisation of these services will also enable women with paid care work to enjoy safe and secure modes of employment.

Unpaid care work, paid work and paid care work have major effects on gender relations in professional life. Measures to be taken for a care economy where affordable and high-quality services are provided and service providers work in decent forms are indispensable for social justice and gender equality.

This will help almost 606 million women, who reportedly could not take part in the labour market because of their unpaid care work in 2018, to have the opportunity to be part of the global labour market. This will also boost the participation of women with a young child in full-time employment. In 2018, mothers with a child aged 0 to 5 (47.6 per cent) had the lowest rate of participation in the labour market compared with fathers (87.9 per cent), non-fathers (78.2 per cent) and women without a child.

High-quality and affordable childcare services also bring about major advantages for employers such as decline in employee turnover and absence from work, improved productivity, and recruitment of qualified employees. It is a matter of common knowledge that improved access to high-quality early childhood care services will also improve access to decent jobs. In addition, affordable and high-quality care services for children who are to be the employees, employers or managers of the future will be a key instrument for them to start their life on an equal footing.

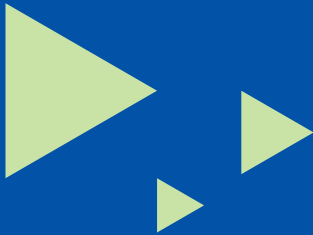
No tangible progress can be made to achieve gender equality unless inequalities in unpaid care work are addressed in a way that effectively shares them out between women and men, and families and states reduce and redistribute them.

The achievement of the Sustainable Development Goal on gender equality requires recognition and appreciation through the delivery of public services for unpaid care and domestic work, adoption of infrastructure and social protection policies, as well as through progress in sharing out the burden of care within the household and family in a nationally convenient manner.

From this point of view, the paths of the ILO Office for Turkey and the EBRD have crossed under the programme "More and Better Jobs for Women" financed by Sweden. This report has been drawn up from the perspective of decent jobs for all through the delivery of early childhood care and education services based on the inputs and views of public agencies, labour and employer organisations, private companies and non-governmental organisations.

For the sustainability of coordinated efforts, it is of crucial importance to expand the delivery of the services set out in the report in devoted coordination between the EBRD and the ILO Office for Turkey. We will continue to collaborate with all the parties through social dialogue to expand the delivery of affordable, convenient and high-quality early childhood care and education services, as noted in the report, under the leadership of trade unions and municipalities.

Numan Özcan
Director, ILO Office for Turkey





Foreword

At the European Bank for Reconstruction and Development (EBRD), we promote transition to open market economies in countries committed to democratic values. We believe a sustainable and fully productive market economy should be able to draw on the capabilities of the whole population regardless of gender, place of birth, socio-economic status, age, or other circumstances, and thus can be a significant driver for economic growth. This is key for inclusive societies where all people, including under-served social groups, have equal economic opportunities.

Historically, women have experienced disproportionate barriers to economic opportunities due to circumstances outside of their control. While women make up over half of the population in the economies where the EBRD invests, they do not have equal access to opportunities for formal employment, finance or services. Underpinned by social norms and prevailing patriarchal family structures, women's unpaid work has been a key determinant of their low participation in the labour force and, therefore, a major contributing factor to gender gaps in employment. In many contexts, a woman's role largely remains one of homemaker as she is expected to primarily undertake domestic chores and care for household members. In Turkey, women spend a significant amount of time on unpaid work: about 5.5 hours a day compared with 1.5 hours spent by men. Meanwhile, the time women spend daily on paid work is less than one-third that of men (TURKSTAT, 2014-2015). This is reflected in low levels of female labour force participation in Turkey (38.7 per cent) compared with the Organisation for Economic Cooperation and Development (OECD) average (65.1 per cent), leaving the country with considerable gaps in women's economic inclusion.

The Covid-19 pandemic has further exposed and exacerbated gender inequalities at a time when the nature of work was disrupting labour markets and the risk of leaving disadvantaged groups further behind was increasing. Women now face disproportionate challenges in entering and staying in the labour market, especially due to a deteriorating work-life balance, increased unpaid care work, and rising levels of domestic violence; therefore, they are in need of particular attention from policymakers, businesses, and all development actors in order to 'build back better'.

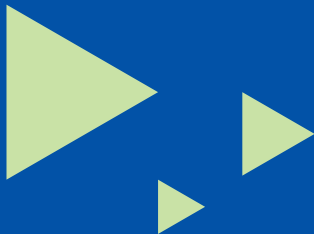
At times of crisis and beyond, the EBRD's Strategy for the Promotion of Gender Equality has provided effective strategic guidance to support women's economic empowerment and equality of opportunity in the EBRD regions through investment and policy engagement. The strategy sets out three specific objectives: enhancing access to finance and business support for women-led businesses, increasing access to employment opportunities and skills for women, and improving access to basic services and infrastructure.

The EBRD's Turkey Country Strategy for 2019-24 has introduced a specific policy focus on the care economy. It envisions a multi-stakeholder platform composed of the public and private sectors, municipalities, business associations and civil society organisations, with a view to enhancing and expanding childcare delivery by EBRD clients through policy engagement that would pave the way for structural reforms for better outcomes in women's employment. To this end, we are very pleased to join forces with our key partner, the International Labour Organization (ILO) Office for Turkey, and are committed to promoting a care economy policy dialogue that will unlock inclusive investment in the private sector and municipalities in support of childcare solutions and facilities. In that regard, we envisage children in quality care, working parents with an enhanced work-life balance, higher morale and commitment, and employers with better staff retention and increased productivity enjoying better financial and business performance. This is how the EBRD aspires to contribute to sustainable and inclusive economic growth.

This report is intended to build the foundation for a solid policy dialogue between care-sector stakeholders in Turkey through a comprehensive market overview as well as being a compilation of best national and global practices. Three proposed childcare practices presented in the report aim to provide guidance on available service-provision options for private sector companies, municipalities and trade unions, including a detailed analysis of innovative ways to work in partnership to leverage existing financial and non-financial resources and to mobilise additional resources for childcare. Both the challenges and opportunities attached to these three practices are conducive to formulating policy recommendations that the EBRD and the ILO intend to act on in steering multi-stakeholder discussions. Furthermore, the proposed options for private sector companies and for municipalities are envisaged to be implemented with technical support from the EBRD and the ILO, with a view to incorporating the lessons learned from the pilot into policy dialogue processes. In the shorter term, this report also aims to provide a basis for the development of investor guidelines that the EBRD will design to help national and international childcare investors to expand childcare delivery in Turkey.

We hope the report will benefit all care sector partners. We appreciate the close collaboration and valuable input of ILO Office for Turkey and all stakeholders on this challenging as well as exciting journey. We believe our strategic partnership will make a meaningful contribution to enhancing equality of opportunities and gender equality in the Turkish labour market.

Arvid Tuerkner
EBRD Managing Director for Turkey



▶ Executive summary

This report has been drawn up to support the expansion of early childhood care and education (ECCE) services¹ in Turkey through fostering collaboration between the public and private sector, as well as social dialogue partners, with a view to promoting women's employment and creating decent jobs for women. The report deals with three ECCE models to be developed under the leadership of employers, municipalities or trade unions. The proposed models have been designed based on the review of the legal framework, policy practices, roles of service-providing actors, and global and national best practices. The study for the preparation of this report started back in 2019 and was completed in 2021 with the compilation of the data collected from face-to-face interviews and focus group discussions, as well as the integration of feedback and comments received from stakeholders.

How and by whom unpaid care work is delivered has a significant impact both on gender equality and economic growth. In 2019, the labour force participation rates in Turkey were 78.2 per cent for men aged 15 to 64 and 38.7 per cent for women in the same age group. Employment rates for the same year were 68.3 per cent for men and 32.2 per cent for women. While the reason behind the low rates of employment and labour force participation for women has been the lack of adequate public ECCE supply and non-affordability of private ECCE services, the disproportionate distribution of care work between women and men is the deep-rooted reason (Dedeoğlu and Şahankaya, 2015). Women in vulnerable households in particular tend to withdraw from the labour market in Turkey once they become mothers because public ECCE services largely covering children aged 5 fail to meet the demand, and services delivered by private providers are expensive.

The legal framework that governs ECCE services in Turkey is quite complicated. These services are provided and/or regulated by the Ministry of National Education (MoNE), the Ministry of Family, Labour & Social Services (MoFLSS), public agencies and organisations, municipalities, trade unions, large companies, associations, foundations, and legal and natural persons. The legal bases of the services delivered by the aforementioned organisations are different from one another.

The regulations on the establishment of ECCE centres in Turkey are governed under three main categories:²

- ▶ (i) Day-care centres and nurseries that are legally recognised to provide services for children aged 0 to 72 months,
- ▶ (ii) Preschools for 36- to 68-month-old children,
- ▶ (iii) Kindergartens established within the body of formal schools and lifelong learning institutions to provide education for 57- to 68-month-old children.

Preschool education is largely provided by the public sector in Turkey, and the majority of formal ECCE services are focused on preschool education for children aged 5. The MoNE's 2018-19 figures suggest that private providers cover only 18 per cent of enrolled children aged 0 to 6 (MoNE, 2019). The services delivered by the municipalities, non-governmental organisations (NGOs) and trade unions are known to make little contribution to the enrolment rate. The fact that most of the enterprises in Turkey are small and medium-sized enterprises (SMEs) and that the mandate to establish nurseries solely covers large enterprises under the regulation of 2013⁴

¹ The review carried out for this report is intended to offer a thorough analysis of early childhood care services in Turkey. As care and education arrangements and practices for children aged 0 to 6 are quite intertwined in Turkey, the report addresses the concepts of care and education in tandem as in "early childhood care and education" in line with the domestic and international literature, based on feedback from the stakeholders.

² According to the Regulation on the Amendment to the Regulation of MoNE Preschool Education and Primary Schools, a kindergarten is a classroom within the body of a formal education and lifelong learning institution to provide 57- to 68-month-old (as of late September) children with education while preschools, kindergartens, and training classes are where 57- to 68-month-old children (as of late September of the year of enrolment) are enrolled. Children aged 36 to 56 months who reside within the catchment area of a school and who are supposed to start going to a primary school in the new school year can be enrolled in preschools and training classes with adequate physical means, while 45- to 56-month-old children can be enrolled in kindergartens (Art. 7-3/a).

³ The report relies on 2018-19 school year data released by the MoNE. While the MoNE released the figures for 2020 right before the publication of the report, the figures for 2019 have been utilised in consideration of the implications of the Covid-19 pandemic.

⁴ Regulation of 2013 on Lactation Rooms and Child Care Homes on Condition of Employment of Pregnant or Breastfeeding Women introduces a mandate to establish a nursery in enterprises with more than 150 women employees. These make up a tiny fraction of all enterprises in Turkey. For instance, the SMEs in the industrial and service sectors make up 99.8 per cent of all enterprises in Turkey.

means that only very few private enterprises are delivering childcare services. This indicates that working parents and in particular low-income families have quite limited access to private ECCE services.

The report addresses not only the central and regulatory roles of the MoNE and MoFLSS but also the best practices of other ECCE actors. In-person interviews were held with respective agencies and organisations to make an assessment of those practices. The interviews have been instrumental in reviewing the potential effectiveness, sustainability and expansion of the best practices.

The best practices reviewed are clustered in six categories.

- ▶ **(1) Employer supported ECCE services:** establishing a worksite ECCE centre, providing cash assistance or outsourcing services from private nurseries.
- ▶ **(2) ECCE services supported through employer cooperation:** ECCE centres founded in organised industrial zones (OIZs).
- ▶ **(3) Trade unions supported ECCE services:** establishing an ECCE centre, engaging with employers, or cash assistance based on a collective labour agreement (CLA).
- ▶ **(4) Municipal ECCE centers:** ECCE centres launched by metropolitan, provincial and district municipalities.
- ▶ **(5) Community-based ECCE centres**
- ▶ **(6) Childminder/nanny system:** through collaboration between ministries, municipalities and NGOs where home care and education are regulated.

The aforementioned practices present unique challenges as well as opportunities.

This report offers three ECCE models based on an approach taking the models' potential for improvement as an opportunity while envisaging inter-institutional cooperation to overcome the challenges of the models:

OIZ model established through cooperation between multiple employers, **municipal model** led by municipalities, and **trade union model**. The organisations to engage in cooperation are envisioned to act as complementary and supportive actors to each other in different aspects. Therefore, these models are intended to contribute to the promotion of ECCE and women's employment as well as the creation of decent jobs for women through collaboration between private and public sectors, municipalities, NGOs, and trade unions. In this way, expandable, affordable and accessible ECCE services for all are envisaged to be replicated, and contribute to the improvement of formal ECCE services in Turkey.

OIZ model

The OIZ model is of importance as it is based on the cooperation of employers. The high cost of establishing ECCE centres and operational liabilities is shared among employers and other social partners. Therefore, it comes to the forefront as a good option allowing different collaborations. OIZs are the most convenient places to put such collaborations into practice.

In fact, OIZs are made up of businesses that have both spatial and organisational interactions and engage in cooperation with one another in many respects. ECCE centres have the potential to be launched in OIZs without requiring any additional arrangements. In addition, it is one of the best models with the potential to provide employers with the means to improve their collaboration because the efforts required to set up and operate ECCE centres are handled by the OIZ's management. Similarly, the setup and operational costs are covered by the OIZ budget (Aran et al. 2016). Employers have the option to fully or partly cover the expenses of the ECCE centre. The model offers flexible capabilities in this regard. This will minimise any operational disadvantages for the employers, such as women taking a break from work, quitting or being absent from work for the sake of childcare. This will also boost motivation and improve the productivity of employees who would know that their children are provided with safe and quality ECCE services.

Municipal model

The municipal model is the one that enables the delivery of formal care services at the local level and thus responds to local needs.

One of the main factors that make the municipal model crucial is that it allows for joint actions by multiple social partners and in particular can be conveniently improved and expanded through employer collaboration (TÜSİAD, AÇEV, PWC 2019). In fact, employers can engage with municipalities and either fully or partly cover the costs of the establishment of ECCE centres if they are reluctant to assume the responsibility of establishing an ECCE centre within their own body or their workplace cannot be suitably arranged to establish an ECCE centre.


Unlike the global practice, the fact that the municipalities in Turkey do not play a sufficiently active role in ECCE services raises questions about legislation and complicated legal practices. However, the efforts by the municipalities to expand the delivery of such services have grown in recent years. While some of them are temporary in nature, care and education services are of crucial importance to contribute to the development of children in various aspects, respond to the needs of low-income households in particular, and improve women's access to public life and employment opportunities.

Trade union model

Trade unions can play both a direct and an indirect role in providing ECCE services. Their direct role is to operate an ECCE centre for union members and employees while their indirect role is to make sure that employers provide ECCE services or contribute to the delivery of the services. As part of their direct role, the trade unions could establish an ECCE centre on their own. They could also jointly cover the expenses of establishing an ECCE centre with employers or partly contribute those expenses. As for their indirect roles, they could ensure that employers are actively involved in the delivery of ECCE services through CLAs. Various forms of this

model could be easily implemented in large enterprises with larger numbers of employees where trade unions play a more active role. In addition, while responding to the demands of existing and potential members and establishing and maintaining an effective work-life balance, the trade union model will also increase the employment of women under decent conditions.

The three aforementioned models suggest pathways to quick and easy ECCE solutions through inter-institutional cooperation. It is of importance that all stakeholders involved take collective action through those models in order for ECCE services to be further improved and thereby women's employment to be further promoted and increased.

 This report offers three ECCE models based on an approach taking the models' potential for improvement as an opportunity whilst envisaging inter-organizational cooperation to overcome the challenges of the models: OIZ Model established through cooperation between multiple employers, Municipal Model led by municipalities, and Trade Union Model.

Introduction

The report is intended to contribute to the improvement of women's employment, promoting the creation of decent jobs for women through formal ECCE models that can be developed and expanded in cooperation with all actors in the world of work based on the best global and Turkish practices.

As ECCE services delivered by the public sector in Turkey struggle to respond to the current demands and cover children aged 5 in most cases, and services delivered by private service providers are expensive, women tend to withdraw from the labour market after they become a mother or their time of employment tends to be limited as they become a mother (ILO, 2018). The ILO reports that the rate of participation in the labour force for women with a young child in Turkey is 24 per cent while the same rate for women with no child is 34 per cent. So, the gap between the labour force participation rates for women with a child and women without a child is 10 percentage points.

Childcare results in the withdrawal of women from the labour market in most cases after they become a mother while women who continue to work usually use informal care options and especially unpaid care work by other women in their family. In addition, the challenges and barriers for vulnerable groups to access formal ECCE services exacerbate existing inequalities between households.

There is no one single legal framework regulating ECCE services in Turkey; services provided by different organisations are governed by different laws. The public services are provided by the MoNE while non-public services are delivered by private providers (private schools and care providers), employers, municipalities and NGOs. Private providers require approval and permission from the MoFLSS as the regulating body to launch and operate ECCE centres for children aged 0 to 6, while private providers delivering services for children aged 3 to 6 operate upon the approval and permission of the MoFLSS and the MoNE. The share of services delivered by non-public organisations constitutes a small portion of all services provided but they have a considerable role in responding to needs, diversifying ECCE services, and providing

children of vulnerable households with access to these services.

A comprehensive desk review was conducted during preparation of this report. The Care Work and Care Jobs for the Future of Decent Work (https://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/---publ/documents/publication/wcms_633135.pdf) report which was published by ILO in 2018 was an inspiring resource besides the other resources.

This report provides a review of the legal framework and of policies governing ECCE services in Turkey, and parties involved in service delivery. It offers three ECCE models that can be developed under the leadership of employers, municipalities, and trade unions: the OIZ model, the municipal model and the trade union model. These models are specific to Turkey and envisaged to promote women's participation in the labour market by facilitating ECCE services to be delivered by various parties in cooperation with employers, and potentially help parents share childcare responsibilities to reduce the heavy care burden on women's shoulders.

In-person interviews were held with various organisations and employers to define how to develop, improve and expand inter-institutional collaboration for the delivery of such models. In addition, three workshops were held in Ankara over the course of the project and attended by a variety of organisations.

The first workshop was organised on 10 October 2019 under the title of "1st Stakeholder Meeting on the Development of ECCE Models based on Inter-Organisational Cooperation" in an effort to gain insight into the roles of different organisations and discuss the current state of ECCE services in Turkey. The second workshop was held on 12 December 2019 and attended by a large number of stakeholders, including the actors of the aforementioned best practices, in an effort to discuss them. The final workshop was held on 27 February 2020 and attended by the main actors of the municipal model to discuss the potential, opportunities and challenges for municipalities to deliver ECCE services.

The report comprises four parts. Part one is intended to establish the relationship between ECCE services in Turkey and women's employment. Part two touches upon legislative efforts concerning ECCE services and actors with a role to play in their delivery. Part three offers an analysis of models that can be adopted as best practices in Turkey. Part four introduces the practices that would help expand the delivery of ECCE services and thus promote women's employment in the light of the reviews carried out in the first three parts, and the current circumstances. ECCE models are introduced under different sections including regulatory framework, management, coordination and staff requirements, land and construction requirements, and supervision and monitoring. In addition, potential collaborations are provided in each section. The report also gives an analysis of strengths, weaknesses, opportunities and risks for each model.





**Relationship between
ECCE and women's
employment**

01

► Relationship between ECCE and women's employment

Domestic care work is disproportionately distributed between women and men, and the burden of care is mostly borne by women. Even though women are regarded as superheroes to respond to each and every need, the participation of women in the labour market depends on how care services are provided by public and private sectors. That is why unpaid care work is a key variable to measure both gender equality and economic growth, and plays a decisive role in the participation of women in the labour market.

The employment rate of women in Turkey and their participation in the labour market are closely associated with the extent of their access to ECCE services, and the cost and quality of those services. In 2019, the labour force participation of men aged 15 to 64 in Turkey was 78.2 per cent while it was 38.7 per cent for women. The employment rate was 68.3 per cent for men and 32.2 per cent for women in the same year. As ECCE services delivered by the public sector struggle to respond to the current demands and cover children aged 5 in most cases, and services delivered by private service providers are expensive, women tend to withdraw from the labour market after they become a mother or their time of employment tends to be limited as they become a mother. Based on the ILO's report on care work and care jobs for the future of decent work, the labour force participation rate of women with a young child in Turkey is 24 per cent while the rate of women with no child is 34 per cent. Therefore, the employment gap between mothers and non-mothers is 10 percent⁵. The employment rate of highly skilled women in urban areas is reduced by 15 per cent after the birth of the first child while low-skilled women's labour force participation is halved by the first pregnancy. The most striking element has to do with informal employment. The informal employment rate of women without unpaid care and domestic work is 42 per cent while the rate goes up to 62 per cent for those with unpaid care and domestic work. The informal employment rate of women with unpaid care around the world is 55.8 per cent while the rate for women in the informal sector without unpaid care responsibilities is 36.7 per cent (ILO, 2018).

As for the access for children to ECCE services, only 1,564,813 children (17.4 per cent) out of 8,992,110⁶ children aged 0 to 6 were beneficiaries of public or private ECCE services⁷. The shortage in the supply of ECCE services and expensive delivery of those services by private providers are the main reasons why women with children withdraw from the labour market. As employers consider ECCE services a high-cost element that has nothing to do with their operations and lines of work, it restricts the role played by the private sector in the delivery of ECCE services. With that being the case, public services cannot be expanded as ECCE services are provided with poor allocation⁸ from the public budget. Private ECCE services being expensive makes them unaffordable for many families (Dünya Bankası, 2015).

Women without access to ECCE services under those circumstances quit working when they become a mother or resort to informal care services to keep their job. TurkStat reports that the childcare gap is largely closed by an elderly (grandmother) or a young (girl) woman within the family (TÜİK, 2017). In addition to low-income parents who have to rely on the assistance of family members, there are parents who are provided with paid care services by informal care service providers.

As there is a strong relationship between the improvement of formal ECCE services and women's employment, strengthening collaboration among relevant service providers and promotion of ECCE models specific to Turkey are of crucial importance to increase employment opportunities for women (Annex 2).

⁵ https://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/--publ/documents/publication/wcms_633135.pdf

⁶ TurkStat (2019) Child Statistics-Demographics, population of children aged 0 to 6 in 2019.

⁷ MoNE's Report on 2018-19 Statistics.

⁸ The ratio of total spending by all organisations that delivered ECCE services in 2015 to the GDP was 0.1 per cent in Turkey while the OECD average was 0.7 per cent, and the EU average was 0.7 per cent (OECD, 2015). The expenses made for early childhood education make up only 1.1 of the total spending on education.



**Legal framework for
ECCE and ECCE actors in
Turkey**

02

► Legal framework for ECCE and ECCE actors in Turkey

The MoNE and the MoFLSS play a regulatory role in the delivery of ECCE services in Turkey. Among the service providers, there are public agencies and organisations, municipalities, trade unions, large private companies, associations, foundations, and private service providers (natural and legal persons).

The establishment of ECCE centres in Turkey are regulated under three main categories based on age group and type of organisation:

- Day-care centres and nurseries for 0- to 72-month-old children
- Preschools for 36- to 68-month-old children
- Kindergartens for 57- to 68-month-old children (established within the body of formal education and lifelong learning institutions) (see Annex 1 for details).

The MoNE establishes and operates preschools and kindergartens within its own body (public), issues licences for private preschools and kindergartens to be established by natural and legal persons, and has oversight over them. Preschool education institutions affiliated to the MoNE are managed in accordance with the rules and principles set out in the Regulation on Preschool Education Institutions. The MoNE is the top service provider of ECCE, providing nearly 1.3 million children in over 25,000 classrooms with services (MoNE's 2018-19 Statistics). The MoNE is focused on the educational aspect of the services while care services are under the jurisdiction of the MoFLSS.

The MoFLSS is the ministry mandated to issue licences for and inspect private nurseries and day-care centres established by natural and legal persons delivering ECCE services for 0- to 72-month-old children. The number of nurseries and day-care centres affiliated to the MoFLSS was 1,714 in the 2018-19 school year. These catered for 55,487 children (MoNE's 2018-19 Statistics).

Among the service providers apart from natural and legal persons and the MoNE, there are public agencies, municipalities, trade unions, private enterprises, associations and foundations. While these organisations have their own regulations, they are able to apply for a MoFLSS or MoNE licence to establish a nursery, a day-care centre or a preschool, and provide ECCE services after meeting the legislative requirements and being licensed.

Public agencies and municipalities can also establish an ECCE centre for children of their own employees and people they provide services for. In fact, the number of ECCE centres established and operated by public organisations in the 2010-11 school year⁹ was 24,383. This figure saw a slight increase in the 2018-19 school year, accounting for 25,236 (MoNE's 2018-19 Statistics). After the Constitutional Court outlawed municipalities in 2007 from delivering ECCE services on the grounds that ECCE services are not local but national services, municipalities have been hesitant to do so.

Published in 2013, the Regulation on Lactation Rooms and Child Care Homes on Condition of Employment of Pregnant or Breastfeeding Women holds employers in Turkey liable for childcare. Workplaces with over 150 women employees have to establish a childcare home or nursery on premises detached from them or somewhere near them to drop off and take care of children aged 0 to 6, and for mothers to be able to breastfeed them regardless of their age and marital status. However, the obligation to establish an ECCE centre has been fulfilled by very few businesses in Turkey as most of them are SMEs with fewer than 150 women employees. Trade unions have the power to establish and operate a nursery or a childcare home for their members and families under article 19 of Law No. 4688 on Public Servants' Trade Unions.¹⁰ In addition, the trade unions can play an influential role in meeting various needs of their employee members concerning ECCE services, by playing a role in CLAs. Associations and foundations are also allowed to establish and operate both kindergartens and day-care centres in Turkey for the provision of ECCE services (Annex 3).

⁹ "Public organisations" refers to MoNE-affiliated preschools and kindergartens as well as ECCE centres established by public sector employers for their own employees.

¹⁰ Labour unions are allowed to establish and manage ECCE services under the provisions of the Regulation on the Establishment and Operational Principles of Private Nurseries, Day Care Centres, and Private Children's Clubs.



**Best practices from
Turkey and the rest of
the world**

03

► Best practices from Turkey and the rest of the world

This report offers a review of best practices from Turkey and the rest of the world concerning ECCE services. In-person interviews were held with the respective agencies and organisations to review the potential of such practices to spread across Turkey and contribute to women's employment.¹¹

3.1. Employer supported ECCE services

Businesses that deliver ECCE services in line with the shifts of their employees in the workplace or somewhere near the workplace are an attractive employment option for parents as they offer a good solution for childcare. However, the locations of businesses are not always suited to delivering ECCE services. In this case, paid/unpaid parental leave and flexible working hours are offered for parents. Businesses that do not deliver ECCE services can engage in partnership with an ECCE centre near their location based on outsourcing. If they do assume the operation of an ECCE centre, they may provide a location to deliver these services or employ paid ECCE staff in such centres.

Three main methods stand out among the best practices from Turkey and the rest of the world when it comes to practices by individual employers.

3.1.1. Worksite services

ECCE services in the workplace are provided by employers for the children of their employees by establishing a worksite ECCE centre. Worksite ECCE services are delivered in countries with poor and expensive formal ECCE services based on the motivation to increase women's employment and productivity, and keep staff turnover rates under control. Workplaces in some countries establish ECCE centres for the children of their employees under a statutory obligation, while ECCE services in some other countries have grown into a practice promoted and adopted by employers to boost productivity. For instance, there are childcare centres in Kenya to enable women to do their job efficiently on coffee plantations as a part of the agricultural business that is labour-intensive for women. As per the regulation concerning mostly industrial businesses in Turkey, any workplace with over 150 women employees has to establish an ECCE centre for their employees. However, it is safe to say that this is not common as this mandate is not fulfilled on various grounds by many workplaces. Coats and Yeşim Tekstil are two good examples from Turkey, though (Annex 4). To make it widespread, it is important to provide employers with tax relief and incentives to establish an ECCE centre.

3.1.2. Cash allowance for care services -vouchers

While cash assistance varies from one country and business to another in terms of its function and coverage, it is typically offered to women employees with young children. Cash assistance is provided by employers to cover a part of the ECCE services that employees purchase. It is a practical method for both employers and employees in workplaces in metropolitan areas, and where the distance between the home and workplace is far, and they have to spend considerable time in traffic. From the perspective of employees, it is easier to have access to such services when their children have an ECCE centre to go to in close proximity to where they reside. From the perspective of employers, it is a method that allows them to share the care burden of their employees without assuming the legal requirements and operational burden. This method is typified by the Child Care Plus programme run by the Bank of America. Siemens and Borusan are two good examples from Turkey in this regard (Annex 4).

¹¹ The best practices from Turkey and the rest of the world are presented in detail in Annex 4.

3.1.3. Outsourcing from private ECCE providers

In this case, employers partly or fully cover the cost of ECCE services for the children of their employees, or come to an agreement with an ECCE centre to provide services at a discount. They usually strike an agreement with centres near their workplace. In this case, commuting with the child can be a challenge for parents in major urban areas. The fact that the working hours for the employees and the service hours of the ECCE centres do not match each other can be considered as one of the challenges posed by this practice. Doğu Otomotiv and Martur are two good examples in Turkey in this regard (Annex 4).

3.2. ECCE services supported through employer cooperation

This is a method in which various actors assume the financial and operational responsibilities for ECCE services. Multiple employers covering the ECCE cost normally to be assumed by a single employer makes such practices more attractive. There are a variety of practices from Turkey and the rest of the world that involve collaborations led by employers for the delivery of ECCE services. The global practices usually stand out in partnerships among trade unions, public-private initiatives and employers. In Turkey, OIZ nurseries are cases where multiple employers join forces and collectively assume responsibility for delivering ECCE services. Palcare from the United States of America and DOSAB (Demirtaş Organised Industrial Zone) from Turkey are two good examples in this regard (Annex 4).

3.3. Trade unions supported ECCE services

As an influential actor in work life, trade unions play a major role in practices concerning ECCE services. The role of trade unions in ECCE services is quite limited, though it depends on the line of work that their members engage in and the number of their members. In practice, the ECCE centres established within the body of trade unions typically complement workplace

nurseries and provide care assistance under a CLA. The ECCE centres established within the body of trade unions primarily deliver services to the children of their members while they also provide services for the children of non-members as long as there is enough capacity left to do so. If the employers have a legal obligation to establish a worksite ECCE centre, the role of the trade union could be either to mobilise the employer to open up the centre or to provide financial assistance for the establishment of the centre. The most common input of trade unions in Turkey for ECCE services is the inclusion of articles of childcare assistance into CLAs. While there are various practices, childcare assistance is incorporated into CLAs without discrimination between women and men. However, one can argue that the cost of the assistance is less than the average cost of ECCE centres in the market (Annex 4).

3.4. Municipal ECCE Centres

Municipalities are one of the major actors delivering ECCE services around the world. They play an important role in drafting the legislation, delivering services and cooperating with various other actors. The efforts of municipalities in Turkey concerning ECCE services have exponentially grown. As the municipalities around the world can deliver ECCE services based on laws, each has the potential to deliver ECCE services in line with their own circumstances and needs, and thus provide such services in a widespread fashion. For instance, 54 per cent of the nurseries and 58 per cent of the preschools in Bologna, Italy, are operated by the local municipalities (Kutsar and Kuronen 2015). ECCE services are delivered in various forms by municipalities in Turkey since there are different laws in effect concerning their delivery and operation. Municipalities can provide ECCE services in cooperation with municipal companies, budgetary enterprises¹² and other actors, especially through the allocation of immovables. As a part of these practices, ECCE services are provided either for free or with reasonable contributions from the parents (Annex 4).

¹² Budgetary enterprise: Enterprises founded upon the issuance of a permit by the Ministry of the Interior for provincial special administrations and the Ministry of the Environment and Urbanization for municipalities regarding the services with particular incomes and expenses under the jurisdiction of local authorities (Regulation on Budgetary Enterprises of Local Authorities, art. 2/c).

3.5. Community-based ECCE centres

These centres are regarded as an alternative to formal ECCE services even though there are various practices from Turkey and the rest of the world for ECCE centres founded in neighbourhoods under community-based models. Unlike formal ECCE services, these practices engage largely with parents and require them to play a role as an inspector. This system is a good example of how children can be in their natural habitat close to their homes, not to workplaces. It serves as a good option for low-income households when formal ECCE services fail to meet the demand and/or they are expensive. These practices are largely financed by parents as their cost is relatively low. In some cases, the assistance/donation for the nurseries of cooperatives serves as a major source of finance for the delivery of ECCE services (Christianson and Lang, 2010). There are studies that report that childcare cooperatives in the United Kingdom are 50 per cent less expensive than private nurseries (Luo, 2017). In Turkey, KEDV (Foundation for the Support of Women's Work) has taken major steps over the years to expand easily accessible and affordable ECCE delivery for children aged 3 to 6 based on the concept of "neighbourhood homes", and led various practices, providing active support for the delivery of the services. KEDV has cooperated with various actors to introduce the concept of neighbourhood homes. Municipalities are one of the most important actors of all. The motto of KEDV, "a home for each neighbourhood", has been widely recognised by municipalities in recent years, and their childcare policies are built on the same perspective (Annex 4).

3.6. Childminder / Nanny system

This is mainly intended to deliver ECCE services for children aged 0 to 3 for whom formal ECCE services are not widespread. The institutionalisation of Childminder / Nanny system, which are globally common, involves various stages. Put into effect in line with a certain legal framework, the practice is based on licensing caregivers, regular training and supervision, and providing financial assistance for parents. One of the aspects that is deemed to be important is licensing persons to deliver ECCE services at home. In many countries, municipalities have standardised home care licensing programmes based on a legal reform. The Community Child Care Standards Act is a good example in Manitoba, Canada (art. 7-1). The working conditions of ECCE employees are another important aspect apart from licensing. It is essential to set favourable conditions for ECCE employees to work. As the employers of the ECCE employees are the parents, the payment is made by the parents. In many cases, parents are provided with assistance and tax relief for ECCE services. In Turkey, home care assistance is provided as part of a project carried out by the social security institution (SSI) for selected parents based on some specific criteria through delivering monthly financial assistance in a way to partly cover the cost of ECCE services. The specific laws introduced for home care practices around the world make home care ECCE services sustainable, whereas the assistance provided in Turkey through fixed-term projects forces employees to resort to informal employment and rather low-paid jobs after a while (Annex 4).



**Three ECCE models
for Turkey: how to
expand through inter-
institutional cooperation**

04

▶ Three ECCE models for Turkey: how to expand through inter-institutional cooperation

ECCE models by OIZs, municipalities and trade unions are three models proposed as a part of this report and based on two main drives. One of them is to promote partnerships as much as possible to expand ECCE services across the country and make them sustainable. The other one is to make sure that ECCE models boost women's employment. To this end, employers, municipalities and trade unions serve as leading actors for such models.

Although employers in Turkey are legally bound to deliver ECCE services, financial and operational challenges prevent them from playing an active role in their delivery, and they do not tend to establish and operate an ECCE centre as a result. To be developed in cooperation with employers, **the OIZ model** offers a perspective to make the role of employers increasingly active. The model is intended to offer recommendations to mitigate the concerns of employers to establish and operate an ECCE centre and contribute to the expansion of these services across the country and to women's employment.

The municipal model stands out as a model that can be easily expanded in delivery at the local level based on the local needs for ECCE services. While the delivery of educational services meeting certain standards at the national level is a major instrument for equal opportunities in education, local differences affect access to care services and their affordability. What makes the municipal model important is that it both follows a national curriculum for education but also takes local needs into account for childcare, with potential to translate them into services in a short period.

The trade union model is based on the idea that trade unions have an active role to play in expanding the delivery of formal ECCE services that would contribute to a positive work-life balance as they are influential in setting the working conditions, rights and interests of employees. The fact that ECCE services lead the way for caregivers to have decent jobs, increase women's employment and match the mission of trade unions is another factor that brings the trade union model to the forefront.

4.1 OIZ model through cooperation between employers

This model tends to be more relevant given the strong relationship between women's employment in Turkey and care services. Accordingly, most of the women are left with no choice but to take a break or completely leave the work life after the delivery of their child. That is why high turnover rates in sectors dominated by women and absenteeism for the sake of childcare are considered to be barriers to profitability for companies. To this end, the women's retention and company profitability should be taken into account as a part of ECCE assistance by the employers. In fact, companies such as Yeşim Tekstil that are presented as good examples in Annex 4 have improved employee productivity through the delivery of ECCE services.

The high cost to be covered by employers when they are to assume the responsibility for ECCE services is one of their major concerns. Another concern is the reluctance of employers to take responsibility for delivering ECCE services as such services are not their line of work. Collaborations between employers will not only help to share the cost of ECCE service delivery but also offer a solution to challenges faced by one single business/employer assuming the operational responsibility.

The OIZ model stands out as a practice that can be carried out in cooperation with employers in Turkey. This model is of particular importance to deliver ECCE services to employees in workplaces, most of which are SMEs.

ECCE centres to be increased within the body of OIZs can be divided into two categories based on their purpose of establishment: for-profit ECCE centres and non-profit ECCE centres under the OIZ management.

Based on the feedback received by OIZ management providing ECCE services, this report addresses how to design the OIZ model as a more effective and expandable model in cooperation with various parties such as employers, municipalities, the MoNE and trade unions in Turkey.

4.1.1. Legislative and administrative frameworks

OIZs are legally allowed to establish an ECCE centre. Under Regulation No. 29342¹³, natural and legal entities are able to establish a nursery or a day-care centre (art. 6/ç). Permission and supervision procedures of childcare centres, nurseries or day-care centres established by OIZs are handled by the MoFLSS. They are allowed to deliver services to all children aged 0 to 6 under the regulation on ECCE centres. However, the fact that the MoFLSS-licensed ECCE centres do not have an education module and need to follow the MoNE's curriculum requires compliance with

two legislative frameworks. In addition, certain criteria must be satisfied to establish a nursery with a MoFLSS licence. The procedures to establish an ECCE centre under the OIZ model take considerable effort.

It requires a building with an occupancy permit. The eligibility of buildings is checked by no fewer than two social workers within 15 days of the application being lodged in the provincial directorate of the MoFLSS to be granted a licence. Should the building be deemed eligible, a variety of certificates are to be submitted to start an establishment application. They include a certificate to exhibit the size and measurements of the building to host the nursery or the day-care centre, and its certified architectural project, the title deed if the building is owned by the applicant, the original copy of at least a one-year leasing agreement if it is to be leased or a copy certified by a provincial directorate, a copy of the resolution taken by flat owners if the building and a common courtyard are to be utilised, a report issued by a provincial or district police department for the locational conformity of the building, a technical report to exhibit the robustness and resilience of the building,¹⁴ a report issued by a provincial or a district public health centre for the conformity of the building and its environs from the healthcare point of view, and a copy of the building's layout. The submission of the documents is followed by a review of their conformity by social workers from the provincial directorate of the MoFLSS. After the documents are deemed to be in conformity, the natural or legal person who lodged an application is asked to furnish the nursery or the day-care centre in question.¹⁵

4.1.2. Financial resources

ECCE centres established by OIZs are financed from the OIZ's budget. While OIZs have many sources of revenue¹⁶, the budget is largely invested in infrastructure. The amount to be allocated out of the budget for an ECCE centre is designated by an OIZ board resolution. In

¹³ Regulation on the Establishment and Operation of Private Nurseries, Day Care Centres, and Children's Clubs.

¹⁴ This report should be drawn up by the provincial directorates of environment and urbanisation, project designers of the premises or any authorised and independent project officers or respective departments of universities.

¹⁵ <https://www.resmigazete.gov.tr/eskiler/2015/04/20150430-4.htm>

¹⁶ Such as management fees, fees paid by beneficiaries, revenues generated from land allocation and sales, grants, lease and service revenues from joint properties of zones, notification and advertisement revenues, and revenues from subsidiaries (OIZ Law, art. 12).

best practice, the amount is increased based on the annual inflation rate. However, this is not a norm. Since fees charged for ECCE beneficiaries are usually lower than open market fees, whether or not the amount to be allocated out of an OIZ's budget would cover the operational costs of ECCE centres is the top financing challenge.

The pricing of ECCE services delivered by OIZs is primarily based on the income of OIZ employees. Since the main purpose is not to make a profit, the services are offered at cost and even at a loss. In fact, the DOSAB reported a loss of TRY 50,000 to 60,000 a month in 2019, resulting from the delivery of ECCE services. The most important financial problem facing ECCE centres is the failure to cover operational costs through fees charged to service beneficiaries. However, families have access to ECCE services at more affordable prices than the open market prices. In fact, the DOSAB's nursery initially provided services for 60 children and went on to provide 120 children with services by the end of the year and 198 children in 2019. Based on this case, it is safe to say that affordability for parents is the most important cause of the growth in the number of children.

In this sense, employers and trade unions can engage in various partnerships to overcome the financial challenges. Partnerships can also be struck through manufacturing brands of OIZs and their supply chains if any. The operational losses of the centres can be eliminated when employers fully or partly cover the costs of ECCE centres for the children of their employees. Cooperation with the trade unions can help to share the financial costs of ECCE centres to be established by OIZs by incorporating articles into CLAs to stipulate that employers must offer a financial contribution.

In addition, tax relief for OIZs that establish an ECCE centre would encourage this model to spread. This would boost the sustainability of ECCE centres in OIZs and help their expansion.

4.1.3. Land and construction requirements

Common areas of OIZs are utilised to meet various needs of the businesses and their employees. ECCE centres can also be one of those common premises. Since ECCE centres established in one of those premises do not have any rent or land expenses, they will not incur a major item of cost. As they are licensed by the MoFLSS, they have to meet the physical requirements set out in the regulation introduced by the ministry.

The fact that OIZs are situated on vast amounts of land means they should easily meet the physical conditions that are legally required. However, common areas may not be suited for such conditions even if OIZs have common areas in some cases. In this case, cooperation between OIZs and municipalities can enable the services to be delivered at another site to be designated by the municipalities. If municipalities designate a site in neighbourhoods where employees of the OIZs reside in large numbers, it would be an ideal input for access to those services.

In addition, OIZ land can be expropriated on condition of establishing an ECCE centre. Collaborations can be struck with trade unions for ECCE centres to be established in specialised OIZs where businesses of the same sector operate. Trade unions can strike collaborations with OIZs where their members constitute the majority of employees. In this modality, OIZs could cover construction costs while trade unions could organise the interior of ECCE centres.



4.1.4. Management, coordination and staffing requirements

A manager is appointed and authorised to run ECCE centres established and operated by OIZs. A senior manager must be appointed under the procedures of the MoFLSS in ECCE centres established by OIZs. An assistant manager must be appointed in centres with a capacity of over 100. The manager and the assistant manager must at least hold an undergraduate degree or a college degree or have a background in a similar position in any public or private organisation.

The group officers and staff members such as caregivers must preferably hold an undergraduate or associate degree or at least be a graduate from a relevant department of a vocational high school as they would be mandated to not only perform administrative tasks but also organise and implement curricula based on various aspects of child development and for different age groups.

An agreement with the MoFLSS for the recruitment of both administrative and teaching staff and the recruitment of teachers from the MoFLSS would help to achieve a good standard in terms of service quality. In addition, the recruitment of ministerial staff would offer a solution for the problem of staff cost. To overcome the challenges related to recruiting staff, agreements could be struck

with ISKUR (the Turkish Employment Agency) or certification programmes delivered by municipalities could be effective.

Cooperation could be established with universities to recruit staff for ECCE centres. Undergraduates studying in departments of child development could be provided with internship opportunities and post-internship employment in ECCE centres as a part of protocols with certain universities. This would provide easy access to well-qualified human resources.

4.1.5. Supervision and monitoring process

ECCE centres established by OIZs are supervised by the MoFLSS. The supervision has two aspects. The first one has to do with requirements to operate ECCE centres while the second one is about the curriculum. Supervision for operations can be conducted by multiple organisations. Under Regulation No. 29342, any supervision concerning the operation of nurseries or day-care centres is carried out by a committee to be established by the provincial directorates of the MoFLSS upon a governor's approval. When required, the ministry can also directly conduct supervision. Any supervision concerning their curriculum is conducted by the MoNE. Should any shortcomings be detected as a part of any supervision, it is reported to the provincial directorates (art. 51/1).

ECCE centres are inspected at least twice a year by a committee established by a governor's office. A readily available standardised form (Annex 1) is filled out for supervisions. A form-based assessment and observations are turned into a report. The report is communicated in writing to the centre by the provincial directorate if any shortcomings are detected. An ECCE centre is obliged to take corrective action within one month. Once the period of one month expires, the ECCE centre is inspected again by the committee to see whether corrective action has been taken or not (art. 51/4-5).

The committee performs checks on the state of the administrative staff, staff wages, pricing, physical conditions of the premises, activities held for children, safety (fire, toy service safety and other safety aspects), kitchen and diets, healthcare and first aid. In addition, other requirements are also checked if an ECCE centre is home to 0- to 36-month-old children (Annex 1).

The committee is made of no fewer than three social workers led by a provincial manager, a provincial assistant manager or a division manager and authorised to make decisions regarding the assessment and supervision of ECCE centres, imposition of administrative fines, and closure of centres. The committee makes decisions by majority vote and the head of the committee has the deciding vote when the number of affirmative and dissenting votes turn out to be equal (art. 51/2).

4.1.6. Opportunities and constraints of the OIZ model

The OIZ model is expandable and sustainable in the sense that it is suitable for cooperation between actors that are to take the responsibility for delivering ECCE services and offers services at a lower fee than the market rate. In addition, it is likely to be underpinned by employers as it reduces the cost of delivering ECCE centres through cooperation.

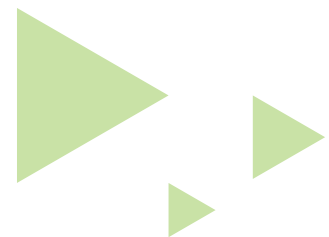
Apart from its strengths, the model has some weaknesses that can be considered as a barrier to its expansion. ECCE services are delivered at a lower fee which makes it difficult for OIZs to strike a balance between the operational expenses and revenues of these centres. In addition, the fact that OIZs are located in rural areas brings about some challenges in access to the services. As metropolitan settlements are situated on a vast area, the long hours spent in traffic to commute to workplaces make it difficult to access the services. Another weakness of the model is the fact that some manufacturing operations in OIZs pose a danger to the health of children.

The OIZ model, which offers great contributions to ECCE and women's employment, involves a series of opportunities and risks to be taken into account. Given that OIZs largely have blue-collar employees, the demand for ECCE centres will grow. This will bring about many positive outcomes, such as the growth in women's employment in OIZs, sustainability of employment and an increase in employee motivation. Based on policies intended to boost women's employment, establishing an ECCE centre can be added as a requirement when issuing official permits to establish new OIZs. Apart from its opportunities, the OIZ model also involves some risks. The main one is the temporary nature of incentives provided for ECCE centres which is a barrier to expanding the model. The closure of SMEs caused by financial fluctuations may reduce the demand for ECCE services in OIZs, and thus disrupt the revenue-expense balance for ECCE services, adversely affecting their sustainability.

► **Box 1: OIZ¹⁷ model**

► **Legislative and administrative frameworks**

Law	Procedure to establish an ECCE centre	Legal permit	Challenges	Opportunities
<p>Nurseries are established under Regulation No. 29342 of 30/4/2015 on the Establishment and Operation of Private Nurseries, Day Care Centres, and Children’s Clubs</p>	<ul style="list-style-type: none"> - Permit to use the building - Application to be lodged in a provincial directorate of the MoFLSS for the licence - Performance of checks for conformity by a provincial directorate - Drafting documents to lodge an establishment application - Furbishing nurseries within 1 month of the performance of checks for the conformity of documents 	<ul style="list-style-type: none"> - Licensed by the MoFLSS. 	<ul style="list-style-type: none"> - The adoption of curricula devised by the MoNE requires two different legal frameworks to be followed 	<ul style="list-style-type: none"> - An integrative legislation can be drafted



17 An OIZ is a zone of goods and service production formed, established, planned and operated based on the allocation of certified lands for industrial purposes in line with a planned and specific set of systems including common areas, service and support areas, and technology development zones to help industrial businesses become situated in designated sites, prevent unplanned industrialisation and environmental problems, make use of information and informatics, make rational use of resources, and settle industrial and develop businesses based on a specific plan, and intended to deliver efficiency in use of resources.

- Currently, 5-10 per cent of OIZ employees are white collar employees while 90 per cent of them are blue collar employees.

- OIZs are established under Law No. 4562 of 12/4/2000 on Organised Industrial Zones.

- In Turkey 334 OIZs have been granted the status of a legal entity with a registration number issued by the Ministry of Science, Industry and Technology, and the Ministry of Agriculture and Forestry, and the number of their employees is expected to hit 2.5 million by 2023.

- There are hybrid, specialised, private, agricultural and rehabilitative OIZs.

1. Hybrid OIZ: OIZs with businesses operating in different lines of work.

2. Specialised OIZ: OIZs with businesses operating in the same line of work and sub-sectors of the same industry.

3. Private OIZ: OIZs founded by natural or legal persons on their own property.

- 4 Agricultural specialised OIZ: OIZs founded to operate in agriculture business, being affiliated to the Ministry of Food, Agriculture and Livestock.

5. Rehabilitative OIZ: OIZs founded and operated in tandem a long time ago on various grounds to transform industrial workplaces into OIZs.

► Financial resources

Financial resources of OIZs	Challenges	Opportunities	Collaborations
<ul style="list-style-type: none"> - Management fees - Fees paid by participating companies - Revenues from land allocation and sales - Grants - Lease and service revenues from joint properties of zones - Notification and advertisement revenues - Revenues from subsidiaries 	<ul style="list-style-type: none"> - The centres founded by OIZs lose TRY 50,000 to 60,000 a month on average (2019). - The fees for the services of the centres are lower than average open market fees (TRY 800 on average). 	<ul style="list-style-type: none"> - The cost of establishing an ECCE centre can be covered by the budget of OIZs or entrepreneurs can establish an ECCE centre in OIZs through the investment of their own capital. - As OIZs have various sources of revenue, it tends to be easier for them to cover the expenses of the centres. - Tax relief can be provided for OIZs that establish an ECCE centre. 	<ul style="list-style-type: none"> - Employers: Employers can cooperate with one another, covering all or some of the fees paid for ECCE services on behalf of their employees. - Trade unions: An article that stipulates contributions to ECCE centres can be added to CLAs.

► Land and construction requirements

Site selection for an ECCE centre	Land and construction operations for an ECCE Centre	Challenges	Opportunities	Collaborations
<ul style="list-style-type: none"> - No less than 1.5 m² of yard should be available for each child. - No business that would pose a risk to children is allowed to be situated on the premises or in the vicinity of an ECCE centre. - No base station is allowed on the premises or in the vicinity of a centre. - There must be separate entrances and exits if it is to be in a multi-floor building. - ECCE centres must be at least 100 m from any tavern, coffee house, bar, video game arcade, liquor store or place that contravenes public decency. 	<ul style="list-style-type: none"> - Centres established by OIZs must be situated in the common areas of OIZs while the location of private nurseries will depend on the allocation of a common area (lease or sales). - Should an OIZ establish an ECCE centre within its own body, the construction cost is covered out of the OIZ's budget. - Should an OIZ establish a nursery by means of a private entrepreneur, the construction cost is covered by that entrepreneur. 	<ul style="list-style-type: none"> - Meeting the site selection requirements for a nursery under the applicable legislation of the MoFLSS is challenging for some OIZs. E.g. making sure there is no explosive material near the premises, etc. 	<ul style="list-style-type: none"> - Common areas of OIZs can be allocated for ECCE centres. - As OIZs are situated on a vast piece of land, it allows a site to be chosen in line with the requirements set out in the regulation. 	<ul style="list-style-type: none"> - Municipality: A municipality is authorised to allocate land should an OIZ fail to meet the requirements to establish a nursery. - Businesses: Businesses can lease common areas from OIZs for a nursery.

► Management, coordination and staffing requirements

Management and coordination	Staffing	Challenges	Opportunities	Collaborations
<ul style="list-style-type: none"> - The legal frameworks are taken into consideration for management and coordination when ECCE centres in OIZs are licensed by the MoFLSS. - A nursery manager is mandated to run the centre and all administrative, financial and technical operations in line with the applicable legislation. 	<ul style="list-style-type: none"> - Nursery manager: A nursery manager must hold a degree from a relevant department of a university or from another department with a background of pedagogic training, or hold at least an associate degree and have a background of employment in a public or private preschool. - Assistant nursery manager: An assistant manager is appointed in nurseries with a capacity of 100 and above. An assistant manager should meet the same educational background requirements as a nursery manager. - Group officer: A group officer must be a graduate from a relevant department of a vocational school for girls, especially from an undergraduate or an associate programme of child development. He/she shall draw up and implement education and care programmes for children. - Caregiver: They must hold an MoNE childcare certificate upon graduation from compulsory training and preferably have a background of high school graduation. They are responsible for the self care of children. 	<ul style="list-style-type: none"> - Since the number of employees is few because of staffing costs, the coordination of education and care services can be challenging. - There may be difficulty in running managerial operations with the minimum number of staff. - There may be difficulty in recruiting staff who meet the standards set out in the regulation. 	<ul style="list-style-type: none"> - Cooperation between an ECCE centre and an OIZ is important to share out the managerial responsibility. 	<ul style="list-style-type: none"> - MoFLSS: Can assign relevant staff to an ECCE centre. - Municipality: Can run a certification programme for caregivers. - ISKUR: Can offer cooperation for staffing.

► **Supervision and monitoring process**

Supervision and monitoring

- The supervision is carried out by the MoFLSS at least twice a year.
- Supervision is divided into two categories: operational and curriculum requirements.

Current situation

- A readily available standardised form is filled out for supervisions.
- If any shortcomings are detected as a result, they are reported to the centre by a provincial directorate.
- The centre is obliged to take corrective action within one month.

► **Box 2: Opportunities and constraints of the OIZ model**

Strengths

- Affordable ECCE services for low-income employees
- Enabling environment in place for employers to cooperate with trade unions and municipalities
- Reduced financial and operational burden compared to establishing an OIZ nursery as one single employer
- Availability of required land for ECCE centre within OIZ Campus at low cost
- Capability to provide services for children aged 0 to 6
- Diverse sources of OIZ revenues

Weaknesses

- Difficulty to sustain income balance of ECCE centres caused by low fees
- High operational costs leading to operate with minimum number of staff
- Challenges related to commuting with children to OIZ nurseries located far from urban areas
- Lack of demand for nurseries in OIZs operating in male-dominated sectors
- Health risks for children due to some manufacturing operations in some OIZs

Opportunities

- Large number of blue collar employees in demand for ECCE centre
- Availability of incentives partly covering costs of ECCE centres
- Suitable nature for cooperation among multiple actors
- Possibility to pre-designate a physical site for an ECCE centre while establishing an OIZ
- Enhanced retention outcomes in female-dominated industries linked to the sense of a women-friendly workplace

Threats

- Closure of SMEs as a result of financial fluctuations creating an adverse impact on the demand for ECCE services
- Fixed-term and temporary nature of incentives undermining the willingness to establish an OIZ nursery

4.2. The Municipal run ECCE centres

At the local level, municipalities are one of the most important actors for planning and delivery of childcare and educational services. Municipalities also have a high capacity to bring together other public, private, civil society and academic stakeholders at the local level. For example, Kartal Municipality in Istanbul operates 15 full-time nurseries with a capacity of 1,000 children using its own resources. Beyoğlu Municipality in Istanbul offers part-time and full-time ECCE services for up to 660 children at nine multi-purpose centres called District Mansions, thanks to the joint resources with the MoNE (KEİG, 2016). Recently, there have been cases of investment made by three metropolitan municipalities in Turkey to establish centres for low-income citizens. In these cities, establishing cooperation between municipalities and employers will improve the access to ECCE services for children of employees and of other families living within the municipal jurisdiction.

4.2.1. Legislative and administrative frameworks

Article 127 of the Constitution identifies the powers and duties of local administrations including municipalities. It stipulates that the main purpose of local administrations is "to meet the common local needs" and that they "shall be allocated financial resources in proportion to their functions". In addition, article 3 of Municipal Law No. 5393 describes a municipality as "a legal entity established to meet the local and common needs of the residents". Article 14 of the same law governs the roles and responsibilities of municipalities. Article 14(a) describes the mandate of municipalities and defines establishing guest houses for women and children as a social service and assistance for metropolitan municipalities and municipalities with a population of over 100,000. Therefore, the care of 0- to 6-year-old children falls under this category as a common and local need. Under Law No. 2464 on Municipal Revenues, municipalities should spend 1 per cent of their income on social services. Article 70 of Municipal Law No. 5393 grants municipalities the right to establish enterprises under their mandate and service while article 71 entitles

them to offer services with private income and expenses by establishing a budgetary enterprise. Under this legal framework, municipalities are entitled to establish and operate ECCE centres in the form of a non-profit affiliate with the status of a private legal entity or a budgetary enterprise.¹⁸

Under the Ruling of the Constitutional Court No. E.2005/95 and K.2007/5 of 24/1/2007, the provision of clause b of article 14 of Municipality Law No. 5393, which allowed municipalities to directly provide preschool education, was removed. The amendment has caused municipalities to be reluctant to establish ECCE centres despite the growing local demand. Clear-cut legislation could be drafted to support municipalities to deliver the services and improve their capacity, and actions can be taken to raise the awareness of the municipalities that have yet to deliver ECCE services.

The 2017 ruling of the Court of Accounts over its supervision of the Istanbul Metropolitan Municipality has set out the growing need for clearer legislation.¹⁹ On the grounds that there is no provision in the law defining the roles and responsibilities of metropolitan municipalities that indicates that nursery and preschool needs of employees should be met through the municipal budget, the Court of Accounts ruled that subsidising a portion of ECCE services offered to the children of IBB staff through the municipal budget constituted a public loss. In 2019, provisional article 11 was included in Municipal Law No. 5393 that reads "Unless its subject matter constitutes a crime, representatives and employees of municipalities, metropolitan municipalities, and their affiliates, which subsidise nursery and day-care services for the children of their employees until the effective date of this article, shall not be subject to any administrative or financial investigation, or legal proceedings and those that are already in progress shall be terminated." Due to this addition, which does not allow any financial investigation or legal proceedings to be executed for any ruling that is the subject of compensation, the relevant clause was lifted. However, such legal gaps and uncertainties lead municipalities to have reservations about establishing and operating ECCE centres.

¹⁸ <https://www.mevzuat.gov.tr/mevzuat?MevzuatNo=14785&MevzuatTur=7&MevzuatTertip=5>

¹⁹ <https://www.sayistay.gov.tr/tr/kararlar/dk/?krr=24730>



There are requirements set out in regulations governing the quality standards of care and educational services for 0- to 6-year-old children. The monthly operational cost of a centre established and operated in line with such requirements corresponds to nearly one minimum wage (TÜSİAD, AÇEV, PwC, 2019). Low-income households cannot access these services if businesses require families to cover the costs. Therefore, it is clear that a public subsidy is essential in order for low-income households to have access to ECCE services. Currently, municipalities try to provide such services to low-income households either free of charge or for a minimal fee. Consequently, they offer this service at a loss and subsidise it using the municipal budget. Legislation should make clear that the “loss” of these municipal-led ECCE centres is incurred as a result of a social service while operational loss of ECCE centres should no longer be an item that needs clarification by municipalities as part of municipal budget audits.

4.2.2. Financial resources

After the establishment cost of ECCE centres is covered, operating costs are mostly subsidised by municipalities. Any assistance to reduce the cost and allow it to be shared out by various social actors will have a positive effect on the sustainability of the ECCE centres. To alleviate financial worries, it is crucial for municipalities to establish cooperation with employers, in particular at the establishment and operational phases.

For example, employers may consider covering a portion of the annual or monthly cost of their employees’ children attending municipalities’ ECCE centres in the form of conditional or unconditional grants to municipalities. Such regular assistance by employers in support of

staff expenses, which make up 65 per cent of the total costs of a centre, is crucial in terms of sustainability for municipalities.²⁰ Items of expense such as cleaning, food and utilities that constitute the remaining 35 per cent of the cost can be covered by the municipality.

4.2.3. Land and construction requirements

Municipal ECCE centres should be established on a site that meets the requirements set out in the MoFLSS regulations on nurseries and day-care centres serving 0- to 6-year-old children, and in the MoNE regulations on preschools serving 3- to 6-year-olds. Such centres should be constructed and furnished in accordance with those regulations.

At the establishment stage, if municipalities do not already have a building that meets the standards set by the relevant ministry, they first need to have access to land on which to construct an ECCE centre. These centres should be located in a single or multistorey detached building or on the ground floor or on multiple floors, including the ground floor, of an apartment building in a calm location where there is no traffic-borne risk. It must be easy to access by transport, not have any air pollution or have only negligible pollution, and allow children to play with all kinds of toys. The centres should have an outdoor space that provides two square metres of green space per child. Centres should be planned out and constructed so as to have separate nursing, crawling and diaper-changing rooms for infants, rooms for children to play games that allow in plenty of sunlight and are easy to ventilate, with at least two square metres of space and six cubic metres of air per child, and one toilet and sink per 10 children. Other public agencies and organisations, foundations and associations, private employers and individual donors should be encouraged to allocate land for municipalities that lack them. Any in-kind and cash assistance that stakeholders might offer to municipalities for the construction and furnishing of ECCE centres will be a great support to cover establishment costs. A cooperation model where municipalities allocate land and employers contribute to construction and furnishing costs is a feasible one.

²⁰ TÜSİAD, AÇEV, PwC (2019). Page 33 shows an example of the financial breakdown for an ECCE centre.

4.2.4. Management, coordination and staffing requirements

The Municipal run ECCE centres are established to serve the children of all families residing within municipal jurisdictions. These centres can be licensed by the MoFLSS if they offer services to 0- to 6-year-old children. If they only offer services for their employees' children aged 3 to 6, they can be licensed by the MoNE. Municipalities can also operate such centres as budgetary enterprises in line with the regulations introduced by the Directorates of Nursery, which they establish within their own body.

Managers of centres are mandated to engage in coordination with the administrative departments that ECCE centres are affiliated with. Managers carry out all the administrative, financial and technical affairs of centres in line with the applicable legislation and communicate with the administrative departments that they report to. They should hold at least a bachelor's degree and the title of a preschool teacher.

Teachers and assistant teachers should hold a degree from a child development and education department of a university or a vocational school for girls. Their role is to implement programmes that comply with the standards of the relevant ministry based on the age group of the children, and make sure that children are well fed and clean. To safeguard the quality of services, a total of two instructors, at least one teacher and one assistant teacher per 20 children, should be available for classrooms of 3- to 6-year-old children. A total of two persons, at least one caregiver and one assistant caregiver per 10 children, should be available for classrooms of 0- to 3-year-old children. Centres can establish cooperation with NGOs, private schools and other public stakeholders, should they wish to offer support, deliver some courses, or perform additional social activities to underpin development. In addition to classroom teachers or regular teachers, the centres may also have administrative staff in charge of counselling, healthcare, cleaning, food, maintenance, transportation and technical support.

4.2.5. Supervision and monitoring process

ECCE centres are supervised either by the MoFLSS or the MoNE depending on the licensing authority. Based on internal regulations, municipalities set out the responsibilities, procedures and principles in relation to the operation of the centres and may conduct further supervision in line with the standards set out in the regulations. Municipalities can also receive support and counselling for the monitoring, evaluation, and development of programmes in place from college departments and NGOs specialised in early childhood development.

4.2.6. Opportunities and constraints of the the municipal run ECCE centres

The key strength of the model is municipalities' extensive familiarity with local needs and their high capacity for problem diagnosis and solution. Some recent developments in this aspect are the public awareness raised by some metropolitan municipalities and their initiatives to increase the number of ECCE centres. In addition to the experience gained by provincial and district municipalities from operating ECCE centres, lessons learned in the process of implementing new ECCE initiatives can offer a roadmap for other municipalities with similar plans.

One positive aspect of the municipal run ECCE centres established in collaboration with employers is the proximity to the residence. This is an important criterion, especially for parents that live in metropolitan cities and commute long distances. As employees in metropolitan cities live in dispersed settlements, such cooperation would allow employers to support ECCE centres established by municipalities at various locations at the same time. Thanks to their support, municipal services can be expanded to different locations which would improve the access not only for the children of employees but also for the children of other families residing within the municipal jurisdictions of the ECCE services.

Should the aforementioned legal and financial worries be alleviated, municipalities could become a significant public stakeholder in the delivery of ECCE services. The most notable challenge for the municipal run ECCE centres has to do with the quality standards that do

not meet those required by the MoNE and the MoFLSS. This can be eliminated by joining forces and establishing cooperation with the ministries which would expand the delivery of municipal run ECCE centres.

▶ **Box 3: The municipal run ECCE centres**

The municipalities had the authority to establish nurseries or day-care centres for the delivery of ECCE services under Municipality Law No. 5393 before 2007 (art. 14). However, the Constitutional Court annulled their authority to do so in 2007 on the grounds that ECCE services are not local but national in nature. This revocation has led municipalities to be reluctant to offer ECCE services. Although the law is not yet clear, there is no harm in municipalities providing these services. Municipalities can offer ECCE services:

- ▶ for children of their employees under article 191 of Civil Servants' Act No. 657

- ▶ to meet common local needs under article 127 of the Constitution

- ▶ as a social service and assistance under article 14 of Municipal Law No. 5393

- ▶ through a municipal establishment or a budgetary enterprise under articles 70 and 71 of Municipal Law No. 5393 and

- ▶ to provide women and children with social and cultural services under article 7 of Law No. 5216 on Metropolitan Municipalities.

▶ **Legislative and administrative frameworks**

Law	Procedure to establish an ECCE centre	Legal permit	Challenges	Opportunities
<ul style="list-style-type: none"> - Regulation on the establishment and operation of private nurseries, day-care centres, and children's clubs established in affiliation to the MoFLSS - Regulation on the principles of establishment and operation of private preschools affiliated with the MoNE - Regulation on local administrations and budgetary enterprises 	<ul style="list-style-type: none"> - Organisations submit the relevant information and documents related to centres they establish to the relevant ministries no later than 30 days from the date of their establishment - Budgetary enterprises are established upon the approval of the Ministry of Environment and Urbanisation 	<ul style="list-style-type: none"> - Municipal establishments or budgetary enterprises are licensed by the MoFLSS or the MoNE - Municipalities establish, run, and supervise centres in accordance with their own internal regulations 	<ul style="list-style-type: none"> - Municipalities' concerns over the Constitutional Court's 2007 ruling - Confusion about whether or not they would be licensed, and if yes, by which organisation 	<ul style="list-style-type: none"> - Awareness can be raised on how municipalities can establish and operate ECCE centres under the applicable legal infrastructure - Integrated and clear-cut legislation can be drafted - Dedicated legislation can be issued to clearly establish the framework within which municipalities can deliver ECCE services

► Financial resources and potential collaborations

Financial resources of municipalities	ECCE centres through budgetary enterprises or separate affiliates	Challenges	Opportunities	Collaborations
<ul style="list-style-type: none"> - Tax revenues - Enterprise and property income - Donations, assistance and private revenue - Interests, shares and penalties - Return of capital - Receivables 	<ul style="list-style-type: none"> - Municipalities cover the establishment and operating costs using their own budgets - A portion of the operating cost is charged to parents using the service 	<ul style="list-style-type: none"> - The fact that the expenses of ECCE centres are audited by the Court of Accounts (problem of balance of income and expenses) 	<ul style="list-style-type: none"> - Instead of striking a balance of income and expenses, it can be considered a service for the public benefit - Municipalities can be exempted from some business taxes 	<ul style="list-style-type: none"> - By sharing out establishment and operating costs with private employers, employees can benefit from municipal nurseries close to their residence and new centres based on cost-sharing can be established in locations heavily populated by employees

► Land and construction requirements

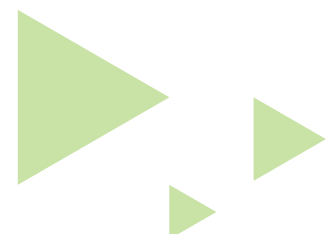
Site selection for an ECCE centre	Land and construction operations for an ECCE centre	Challenges	Opportunities	Collaborations
<ul style="list-style-type: none"> - Locations and buildings should meet the standards of the MoFLSS and the MoNE - Municipalities can expropriate or allocate land required to deliver ECCE services - ECCE centres can be established through conditional donations 	<ul style="list-style-type: none"> - Buildings should be constructed and organised according to the standards of the MoFLSS and the MoNE - Buildings can be allocated or construction costs can be covered out of either the municipal budget or through conditional donations 	<ul style="list-style-type: none"> - Finding land that complies with the regulations in metropolitan cities - Constructing or finding convenient buildings in metropolitan cities 	<ul style="list-style-type: none"> - Real estate owned by the Treasury, campuses of public universities and hospitals, and land and properties of TOKI (Housing Authority), foundations and associations can be an option to consider - Cooperation can be struck with specialised NGOs on child-friendly building designs and equipment 	<ul style="list-style-type: none"> - Land allocated by private employers can be made use of - Private employers can finance the construction and/or furnishing costs of centres

► Management, coordination and staffing requirements

Management and coordination	Staff	Challenges	Opportunities	Collaborations
<ul style="list-style-type: none"> - Can be licensed by the MoFLSS and the MoNE - Can draft its own regulation when established as a budgetary enterprise - Managers are mandated to carry out administrative, financial, and technical affairs of centres in line with the legislation and establish coordination with departments that they report to 	<ul style="list-style-type: none"> - Manager - Teachers in charge and assistant teachers - Additional administrative and technical staff (counselling, healthcare, cleaning, food, maintenance, transport, etc.) 	<ul style="list-style-type: none"> - If staff cannot be employed due to lack of a sufficient budget, problems may arise in the coordination and quality of the services - Since the actual operating cost of centres is not covered by the public, the services should constantly be subsidised - Any change in budget-related priorities of administrations could put the sustainability of centres at risk 	<ul style="list-style-type: none"> - Depending on the number of 0- to 6-year-old children, the delivery of ECCE services could be made mandatory for municipalities. - Collaborations can be established with NGOs and universities to develop services for children and parents, map out training and staff needs, and develop and implement training programmes. 	<ul style="list-style-type: none"> - Employers can support the revenue stream of the municipality to safeguard the retention of essential staff members by providing financial support per employee's child.

► Supervision and monitoring process

Supervision and Monitoring	Current State
<ul style="list-style-type: none"> - Centres licensed by the MoFLSS and the MoNE undergo regular supervision by the ministries. - Municipalities can also monitor their internal procedures. - Vaccination and health checks are carried out every 6 months and the results are recorded in healthcare monitoring logs. 	<ul style="list-style-type: none"> - A readily available standardised form is filled out for ministerial supervision activities. - If any shortcomings are detected as a result, they are reported to the centre by a provincial directorate. - Municipalities also supervise centres under their own regulations on nurseries.



► **Box 4: Opportunities and constraints of the municipal model**

Strengths

- Capacity to provide accurate solutions for local needs
- Capacity to allocate land for ECCE centres in line with the standards
- Capacity to deliver services within the neighbourhoods of parents, or in close proximity to their residence
- Free or low cost ECCE delivery for low-income families
- Being open to collaboration with public organisations, NGOs and the private sector
- Eligibility to legally offer ECCE services as part of social services
- Availability of management staff for ECCE centres already involved in municipal teams who can be assigned to more than one ECCE centre run by the same municipality as they would optimise the use of HR services and reduce operational costs

Opportunities

- Parents' need for ECCE centres in their neighbourhood
- Increased social awareness towards a demand for further ECCE delivery thanks to the recent ECCE initiatives from metropolitan municipalities
- Good practices by provincial and district municipalities providing a roadmap for other municipalities
- Favourable for cooperation among multiple social actors

Weaknesses

- Ambiguity in the applicable legislation in terms of responsibility and authority in ECCE delivery
- ECCE centres faced with continuous loss because of municipalities subsidising ECCE services to reach low-income households (an issue reported by Court of Accounts audits)

Threats

- Unclear legislation
- Financial sustainability

4.3. The trade union run ECCE centres

The trade union run ECCE centres model aims to mobilise trade unions to spread a limited number of best practices by emphasising the importance of the role directly or indirectly played by trade unions in delivering ECCE services. In today's Turkey where atypical modes of employment have become the norm, challenges faced in establishing a work-life balance due to inability of parents to equally share childcare responsibilities and increased participation of women in the labour market drive trade unions to discuss ECCE services more often.

The trade union run ECCE centres model is important to maintain and increase the number of unionised women through advocating for the employment of women in decent jobs while being instrumental in responding to the demands of current and potential members amidst ever-changing conditions of the work life.

Trade unions can play a role in the delivery of ECCE services in three different ways: i) establishing nurseries for their employees or providing them with cash assistance, ii) operating ECCE centres for their members, and iii) having employers offer ECCE services to their employees or having employers provide employees with cash assistance through CLAs.

4.3.1. Legislative and administrative frameworks

If trade unions wish to provide ECCE services for their members, they must first add a clause related to those services to their by-laws. The activities of trade unions are limited to those set out in their by-laws. Trade unions must take into consideration the applicable legislation issued by the MoFLSS before establishing ECCE centres. Under the applicable legislation, the essential physical conditions and staff requirements must be met to establish a private ECCE centre. That is why ECCE centres operated by trade unions are licensed and supervised by the MoFLSS. However, since the MoNE's curriculum is adopted, two separate regulations must be followed. Under the applicable legislation, trade unions are entitled to provide services to all children aged 0 to 6 at ECCE centres. However, trade unions are also allowed to impose an age limit on the children to whom they offer services.

Other than offering ECCE services themselves, trade unions can also encourage employers to establish ECCE centres or provide cash assistance to their members. In this case, they can include ECCE service-related provisions to CLAs under article 26 entitled Activities of Law No. 6356. If included in CLAs, employers are obliged to comply with such provisions. The main barrier for trade unions in mobilising employers via CLAs is the reluctance of employers to offer ECCE services when the employers are not legally obliged to do so. Therefore, it is safe to say that they have a limited effect. But given that there are many establishments in Turkey that do not provide ECCE services despite employing over 150 women employees, trade unions can have a significant impact on the enforcement of the law.



4.3.2. Financial resources

In the case of the nursery of Medya-İş reviewed for this model, the nursery is funded from the trade union's budget. The membership fees are one of the most important sources of income²¹ for trade unions. When they are used for the benefit of members, many groups of employees who would normally not be able to access ECCE services benefit from those services at low cost or free of charge.

Unions can collaborate with many actors, especially employers, to diversify their financial resources for ECCE services. As is clear to see from the best practices (Annex 4), trade unions can collaborate with employers to cover the establishment and operational costs of the ECCE centres. On the other hand, the operational costs of centres can also be covered by ECCE funds to be established with the involvement of multiple employers, trade unions and the public sector. In fact, the case of a 'Child Care Fund' introduced in New York by the Service Employees International Union shows that such a model can be successful.²²

4.3.3. Land and construction requirements

If trade unions themselves offer ECCE services, the best option for land and building requirements would be to include an additional ECCE centre to the construction plans of trade union premises. This would eliminate the need to find land later on while providing the opportunity to construct ECCE centres in line with the standards in advance. It is quite difficult to meet the standard of two square metres of green space per child in metropolitan cities as set forth in the legislation. Since this would not be an option for every trade union, finding land for ECCE centres and meeting building requirements later on could be needed.

When trying to find land for an ECCE centre and meet building requirements, trade unions are likely to face financial difficulties due to geographical limitations or limited sources of income. In this case, it is possible to cooperate with other actors mandated to deliver ECCE services. Trade unions can collaborate with municipalities in finding convenient land. Municipalities can allocate land for trade unions and agreements can be made with the

affiliates of municipalities for construction. Trade unions can overcome challenges regarding land and construction requirements in cooperation with employers. Joint actions to be taken by the trade unions, employers and the public sector, which are the main actors of the work life, to safeguard and improve the interests of employees seem like an ideal social dialogue mechanism. If an employer's workplace is eligible to establish an ECCE centre, the land and building requirements could be met by the employer while internal arrangements are dealt with by the labour union. The public sector could offer tax incentives for employers that contribute to the expansion of ECCE services. This would strengthen ECCE services through a tripartite dialogue that has proven to be successful in terms of offering sustainable solutions.

4.3.4. Management, coordination and staffing requirements

Even though they are established and operated by trade unions, the management of ECCE centres is handled by managers and assistant managers under the applicable legislation. Managers and assistant managers of centres with a capacity of over 100 children are mandated to carry out their administrative, financial and technical affairs in line with the legislation to enrol children, coordinate education and care activities, delegate tasks to staff members and make sure that these tasks are fulfilled in a timely manner.

When offering services for 0- to 6-year-old children (especially for the 0-2 age group), there may be issues that could make coordination and financial matters challenging, such as the need to reorganise the physical conditions of ECCE centres (such as separate sleeping rooms) and to employ additional staff for the care of children in this age group. In this case, trade unions can cooperate with ISKUR, especially on recruiting staff members with the required qualifications.

In addition, establishing a joint council with the members of trade unions and employer's unions/organisations to provide coordination at the establishment and operation phases could be time saving and quite efficient. A relevant council to regularly provide consultation is important to expedite

²¹ Labour unions have a variety of financial resources such as membership and solidarity fees, revenues generated from activities they can engage in based on their by-laws, donations, revenue arising from assets, and revenue generated from the transfer, assignment and sale of assets.

²² <https://www.1199seiubenefits.org/child-care-funds-mission/>

operations. Such a council would also relieve the burden of following procedures and regulations related to ECCE services and therefore encourage employers to cooperate with the trade unions. In addition, such councils can monitor the demand for ECCE services and play a role in striking the supply–demand balance.

4.3.5. Supervision and monitoring process

Since ECCE centres established by trade unions are licensed by the MoFLSS, they are supervised at least every six months by authorities appointed by the ministry. However, as with other models, they are also subject to the supervision of the MoNE as they follow its curriculum. Issues to be taken into account by the ministries for supervision are listed in the supervision form drawn up by the MoFLSS. This form includes sections such as working conditions, kitchen and nutrition conditions, healthcare and first aid. The bipartite supervision is a problem that can be solved by integrating the legislation. In addition to external supervision, trade unions themselves can monitor service delivery as the founders of ECCE centres.

4.3.6. Opportunities and constraints of the trade union run ECCE centres

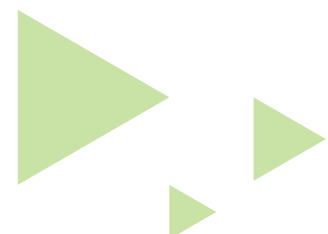
The trade union run ECCE centres model points to the effective role that trade unions play in the delivery of ECCE services. They can play a variety of active roles ranging from establishing their own ECCE centres to incorporation of ECCE assistance to CLAs and encouraging employers to establish ECCE centres and further diversify their roles by engaging in collaborations. Although trade unions are not yet very active in this aspect, it is clear that they could make a more important contribution to the expansion of the services in the future. In this context, the trade union run ECCE centres model has room for improvement and has various strengths and weaknesses along with many opportunities to improve access to ECCE services, especially by low-income households.

The trade union-led model is a financially robust model, housing ECCE centres at trade union premises or having the fixed costs covered by trade unions if ECCE centres are built external to trade union premises. This

model could also be influential as it facilitates access for its members to ECCE services by means of CLAs. In addition, it is necessary to take into account the political power of trade unions. In tandem with policymakers, trade unions play an important role in the introduction of regulations that improve the work–life balance.

The limited sources of revenue of trade unions can be considered one of the vulnerabilities of this model. In addition, the number of unionised women in Turkey is quite low compared with men, and more men are involved in the management levels of labour unions. This prevents the incorporation of ECCE delivery into their agenda. The traditional perception of childcare to be the responsibility of women causes the demands of male employees for ECCE services to remain weak. Another challenge could be the distance between employees' workplaces and ECCE centres when ECCE centres are integrated into trade union premises.

It is likely that some opportunities and risks will arise when the trade union-led model is put into practice. For example, one possible opportunity is that trade unions that offer ECCE services may increase the number of their members. In addition, if the number of children served increases, it may even be possible for labour unions to generate revenue by delivering those services. This can be considered as an opportunity to diversify their sources of revenue. On the other hand, if labour unions lose power or the number of their members declines, this would pose another risk to the sustainability of ECCE services.



▶ Box 5: Trade union-led model

The role of trade unions in delivering ECCE services is underpinned by their motivation to meet the requests of their members and to maintain or increase the number of members. In this context, the role of trade unions in the delivery of ECCE services can be listed as follows:

- ▶ Establish ECCE centres for their employees

- ▶ Deliver ECCE services for their members

- ▶ Support ECCE centres established in workplaces

- ▶ Through CLAs, trade unions can make sure that ECCE centres are established in workplaces and/or cash assistance is provided for ECCE services

- ▶ Offer cash assistance for their employees

▶ Legislative and administrative frameworks

Law	ECCE centre establishment procedure	Legal permit	Challenges	Opportunities
<ul style="list-style-type: none"> - ECCE centres are established under Regulation No. 29342 of 30/4/2015 on the Establishment and Operation of Private Nurseries, Day-Care Centres, and Children’s Clubs - Under article 26 of section 5 (entitled the Activities) of Law No. 6356, trade unions are entitled to add ECCE-related provisions to CLAs 	<ul style="list-style-type: none"> - For the procedures related to the regulation on Private Nurseries and Day-Care Centres, please see the OIZ Section on page 25. - Trade unions can deliver ECCE services if they include this provision in their by-laws. - If trade unions add provisions about the establishment of ECCE centres or the provision of ECCE services to CLAs, employers, who are a party to CLAs, are obliged to comply with them. 	<ul style="list-style-type: none"> - ECCE centres established by labour unions or by employers under CLAs are licensed by the MoFLSS 	<ul style="list-style-type: none"> - They are authorised to provide services for children aged 0 to 6 as they are established in affiliation with the MoFLSS - Adopting the MoNE’s curriculum may cause a challenge as it requires both laws to be followed. 	<ul style="list-style-type: none"> - Integrative legislation can be drafted. - Policymakers can be mobilised to support the work-life balance.

► Financial resources

Financial resources of trade unions	Challenges	Opportunities	Collaborations
<ul style="list-style-type: none"> - Income generated from activities they are entitled to perform under their by-laws - Grants - Income arising from assets and income generated from the transfer, assignment, and sale of assets 	<ul style="list-style-type: none"> - Since the sources of income of trade unions are limited, it is difficult to cover the cost of ECCE services 	<ul style="list-style-type: none"> - Establishing ECCE centres in trade union premises eliminates the cost of land and construction (e.g. the case of Medya-İş) - As the fixed costs of ECCE centres such as rent and utilities are covered by trade unions, parents will be in a better position to afford ECCE services - If the number of children increases, it would be possible for trade unions to generate income from these services 	<ul style="list-style-type: none"> - Together with employers, trade unions can co-finance the cost of establishing and operating ECCE services offered by employers (the case of Coats; Annex 4) - A childcare fund to which multiple employers contribute could be introduced - Trade unions can make discount agreements with ECCE centres in support of employers' cash assistance

► Land and construction requirements

Site selection for an ECCE centre	ECCE centre land and construction	Challenges	Opportunities	Collaborations
<ul style="list-style-type: none"> - No less than 1.5 m² of yard should be available for each child. - No business and base station that would pose a risk to children is allowed to be situated on the premises or in the vicinity of an ECCE centre. - There must be separate entrances and exits if it is to be in a multi-floor building. - ECCE centres must be at least 100 m from any tavern, coffee house, bar, video game arcade, liquor store or place that contravenes public decency. 	<ul style="list-style-type: none"> - ECCE centres can be established on trade union premises or as a separate building - They can be established in unionised workplaces - They can be established on land allocated by municipalities 	<ul style="list-style-type: none"> - Due to limited financial resources, it may be difficult to meet land and construction requirements - ECCE centres established on trade union premises can be far from the workplaces or residences of members. This would contradict the principle of easy access to ECCE services 	<ul style="list-style-type: none"> - Incorporating an additional ECCE centre into the construction plans of labour union buildings would eliminate the problem of finding land and provide the opportunity to construct a building in line with the standards 	<ul style="list-style-type: none"> - Municipality: Can allocate a land. - Employers: Can establish ECCE centres in unionised workplaces and labour unions can equip and furnish them

► Management, coordination, staffing requirements, potential collaborations

Management and coordination	Staff	Challenges	Opportunities	Collaborations
<ul style="list-style-type: none"> - Relevant regulations of MoFLSS as the licensing body apply to the management and coordination - Managers and assistant managers are mandated with the management of such centres - They are mandated to run the centre and all administrative, financial, and technical operations in line with the applicable legislation. 	<ul style="list-style-type: none"> - Manager: Persons holding at least a bachelor's or an associate degree and having a background of experience in public or private preschools - Assistant manager: An assistant manager is appointed in nurseries with a capacity of 100 and above. He/she must meet the same training requirements as ECCE centre managers - Group officer: A group officer must be a graduate from a relevant department of a vocational school for girls, especially from an undergraduate or an associate programme in child development. - Caregiver: They must hold a childcare certificate from MoNE upon graduation from compulsory training and preferably have a background of high school graduation. They are responsible for the care of children. 	<ul style="list-style-type: none"> - Since the number of employees is few, the coordination of education and care services can be challenging. 	<ul style="list-style-type: none"> - Management and coordination procedures can be expedited and monitored by a joint council to be established by labor unions. - Such a council can establish needs by monitoring the supply and demand for ECCE services. 	<ul style="list-style-type: none"> - ISKUR: Cooperation can be struck with ISKUR for staffing. - MoFLSS: Labor unions can act in unison with the ministry on the establishment and operation of a joint council.

► Supervision and monitoring process

Supervision and monitoring	Current situation
<ul style="list-style-type: none"> - The supervision is carried out by the MoFLSS at least twice a year. - Supervision is divided into two categories: operational and curriculum requirements. 	<ul style="list-style-type: none"> - If any shortcomings are detected as a result, they are reported to the centre by a provincial directorate. - The centre is obliged to take corrective action within one month.

► **Box 6: Opportunities and constraints of the trade union run ECCE centres**

Strengths

- Low cost ECCE services affordable and accessible by members of trade unions
- No infrastructure and establishment costs if the ECCE centre is located on trade union premises
- Operational costs of ECCE centres partly covered by trade unions (utilities, etc.)
- Convenience for cooperation with employers and municipalities
- Capability to provide services for children aged 0 to 6
- Facilitating access to ECCE services for members of trade union through CLAs

Weaknesses

- Limited revenues of trade unions
- Poor tendency of some trade unions to take the responsibility and initiative for establishing ECCE centres in male-dominated sectors where the majority of members are men and men hold managerial positions
- Commuting/transportation challenges when an ECCE centre is located on the premises of a trade union which is not in close proximity to offices or residences of the members

Opportunities

- Providing ECCE services for the members of trade unions are a means to increase and maintain the members
- Favourable for cooperation among multiple social actors
- Trade unions generating revenues from ECCE centers if the number of children increases

Threats

- Sustainability risk for ECCE centres if there is a decline in revenue
- Reluctance of trade unions to consider childcare if it has a low potential to attract new members or concluding CLAs

▶ Conclusion and policy recommendations

Drawn up by the EBRD and the ILO Office for Turkey, this report is intended to contribute to women's employment and the creation of decent jobs for women through the improvement and expansion of ECCE delivery in cooperation with public and private sectors, and social partners in Turkey. Based on desk reviews and field studies, meetings with partners and best practices analysed, three main models based on cooperation among various actors are presented along with their strengths, weaknesses, opportunities and risks. In order to expand the delivery of formal ECCE services and thereby promote women's employment, it is important that the respective organisations address the following policy recommendations with a focus on the three proposed models.

▶ Legislative recommendations

- ▶ Given the sophisticated state of existing ECCE regulation and the large number of actors in Turkey, it would not be realistic to refer to one single ideal ECCE model. There is a need for a comprehensive perspective enabling various ECCE actors to collaborate based on their capabilities and competences, and at the same time ensuring an increased number of families to have access to ECCE services. The existing regulatory framework would need to be revisited from this point of view.
- ▶ Joint actions can be taken with trade unions rather than persuading individual employers to deliver ECCE services. When it comes to models to be established in cooperation, protocols could be signed with the respective ministries as a part of the OIZ model so that protocols could serve as a driving force to expand the delivery of services across the country.
- ▶ Under the Ruling of the Constitutional Court No. E.2005/95 and K.2007/5 of 24/1/2007, the provision of clause b of article 14 of Municipality Law No. 5393 that allowed municipalities to directly provide preschool education was removed. The amendment causes hesitation for municipalities to establish ECCE centres in spite of the local demand for ECCE services. Clear-cut legislation can be drafted to support municipalities to deliver and expand these services and actions can be taken to raise the awareness of the municipalities that have yet to deliver ECCE services.
- ▶ Financial losses of the municipal ECCE centres caused by the zero/low service cost to the families can be considered as a part of social service expenses so that ECCE services would no longer present a problem that the municipalities have to account for in budgetary checks.

▶ Recommendations on financial resources and cooperation

- ▶ As a part of the OIZ model, a dedicated fund can be created to compensate for any loss suffered by an OIZ resulting from the operation of an ECCE centre. Donations to the fund by employers can improve the sustainability of the OIZ model without being affected by financial fluctuations.
- ▶ Trade unions, employers, employers' associations and the public sector can join forces to create a joint fund to expand ECCE delivery. Trade unions can overcome challenges regarding land and construction requirements in cooperation with employers. Should they be eligible to establish an ECCE centre, employers can meet the land and construction requirements while trade unions can deal with indoor arrangements. To create a childcare fund, a higher council involving representatives of trade unions, the public sector and employers can be established for standardised management and use of the fund, and it can serve as an influential body for social dialogue. Such a higher council is crucial to take action to provide children from low-income families, in particular, with access to ECCE services.

- ▶ Municipalities with no adequate land can be supported by other public agencies and organisations, foundations and associations, private sector employers (individual employers, OIZs) and individual philanthropists through land allocation to establish a nursery and a day-care centre.
 - ▶ Urban plans should include sites for ECCE centres in addition to those allocated for schools, hospitals, sanctuaries, etc. in line with the population dynamics.
 - ▶ The provision of cash assistance by potential partners for land allocation or construction and handover/acquisition of a centre by partners would be a significant contribution to mitigate the establishment costs of municipalities for an ECCE centre.
 - ▶ Cooperation with development agencies would be a major financial boost to expand the delivery of ECCE services. A case in point is the assistance (İZKA, 2013) worth TRY 20 million (TRY 8 million to be shared out among for-profit organisations and TRY 12 million among non-profit organisations) provided by İZKA as a part of the project on strengthening preschool education and vocational training required by the labour market in Izmir (TR31) under the Regulation on Supporting Projects and Actions of Development Agencies Agencies.²³ Providing assistance for projects that promote cooperation among the public and private sector, and NGOs and the culture of joint actions, development agencies are important parties to cooperate with on ECCE services.
 - ▶ Following the establishment of ECCE centres by municipalities, annual financial assistance and regular payments by partners to meet the operational costs are crucial for sustainability. There is still room for improvement regarding cooperation with private sector employers. For instance, a private sector employer could cooperate with the municipality having resident employees to provide cash assistance to cover ECCE services on an annual basis. Employers can finance the amount based on the number of beneficiaries through a specific deal with a municipality-led ECCE centre that is established or to be established on land the employer allocates or on a land near its site. In addition, a variety of collaborations can be struck with trade unions that have a presence in the municipality.
 - ▶ One of the main steps to be taken for financial recommendations on ECCE services is to perform a cost analysis for the recommended models. In fact, the set-up cost, along with operational expenses, is the main barrier to the expansion of ECCE delivery, access to the services and affordability. In addition to investment costs, the amount of financial resources that enable a centre to keep delivering services in the long term should be estimated to safeguard its sustainability. Therefore, the recommended models will function more effectively once cost analyses per model are in place. This will set the exact contribution to be made by each actor and partner to ECCE services and improve the odds of taking concrete steps.
- ▶ **Recommendations on management and administrative requirements**
- ▶ Municipalities can engage in coordination with the respective ministries to put programmes and models into practice for the standardisation, certification and supervision of services to be provided within their own body and at the local level. Standardisation, monitoring and certification can also apply to OIZ-led and trade union-led nurseries established in collaboration with municipalities which would further improve collaborations.
 - ▶ As is the case for KEDV, cooperatives can be regarded as one of the partners to cooperate with to operate ECCE centres. Cooperation with cooperatives is of importance to empower women at the local level and serve as a model organised and supervised by the involvement of parents within the body of community-based centres that are natural habitats for children.

²³ Regulation No. 27048 of 8 November 2008 on Supporting Projects and Actions of Development Agencies, <https://www.resmigazete.gov.tr/eskiler/2008/11/20081108-3.htm>.

- ▶ The expansion of ECCE delivery has the potential to boost women's employment as it would reduce the burden of care on women in a household. On the other hand, formal ECCE services in Turkey should be addressed in consideration of their potential to create decent jobs. Even though the applicable regulations restrict the number of children per ECCE staff, the burden of the regulations on employees is an important subject matter that needs to be discussed anew in consideration of working conditions and the quality of services they deliver.
- ▶ As the regulators setting the standards and qualifications for ECCE services, it is important that the MoNE and the MoFLSS address them in cooperation with a focus on improving women's employment to both expand the delivery of the services in high quality and create decent jobs for women.
- ▶ Arrangements can be struck with universities and public education centres for the employment of staff in the delivery of ECCE services. Undergraduates studying in departments of child development can be provided with internship opportunities and post-internship employment in ECCE centres as a part of protocols with certain universities. Those who are deemed to be qualified after the completion of a 936-hour Child Care Staff Course provided by public education centres²⁴ can be employed as ECCE staff. This will provide easy access to the necessary well-educated and well-qualified human resources, and contribute to the reduction of unemployment among university graduates and qualified people with competences certified by public organisations.
- ▶ Trade unions can form a joint council mandated for the management, coordination and staff administration of ECCE services which would be time-saving in terms of avoiding contact with trade unions on an individual basis. A council to provide consultancy on a permanent basis would expedite the procedures. In addition, such councils can monitor the demand for ECCE services and play a key role in striking the supply-demand balance. This whole model is likely to attract a variety of trade unions and unions/associations of employees and employers.
- ▶ Employee and employer unions, public agencies, NGOs, municipalities and the private sector can join forces to set Work-Life Balance Committees and lead the development of relevant policies and models.

²⁴ http://kartalhem.meb.k12.tr/icerikler/cocuk-bakim-eleman-kurslarimiz-basladi_5698796.html

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▶ Annex 1: Laws and organisational framework for ECCE services

ECCE services are divided into three categories in Turkey from legislative and organisational perspectives:

- ▶ Day-care centres and nurseries for 0- to 72-month-old children
 - ▶ Preschools for 36- to 68-month-old children
 - ▶ Kindergartens for 57- to 68-month-old children.
-

The establishment and supervision of private nurseries and day-care centres are handled by the MoFLSS. The MoFLSS does not establish its own day-care centres while holding the power to license and supervise private centres. The Regulation of the MoNE on Preschool and Primary Education notes that “a training class” can be established for 36- to 68-month-old children from late September (art. 2/n).

In this context, the MoNE designates any preschool, kindergarten and training class as an education provider for preschool-age children (art. 4/l). Day-care centres, on the other hand, provide both education and care services for children.

The MoNE is authorised to issue accreditation for public preschools and kindergartens as well as private ones and supervise them. Apart from the MoNE, private initiatives, public agencies, municipalities, trade unions, large-scale enterprises, associations and foundations are allowed to apply to the respective ministries to establish an ECCE centre.²⁵ In this case, the ministry that issues accreditation is authorised to supervise them.

²⁵ In some cases, some agencies/organisations hand over centres established within their body to the MoNE based on a protocol with the governor's office of the province that they are based in.

▶ Table 1: Actors that deliver ECCE services in Turkey, forms of their services, legal basis and coverage

Respective agency and organisation	Basis	Legislation to establish the ECCE organisation	Name of the ECCE organisation	Children covered	Private/public
MoNE	Law No. 1739 on Basic Law of National Education, Law No. 222 on Primary Education	Regulation on Preschool Education and Primary Education, Regulation on MoNE Organisational Establishment and Entitlement	- Preschool - Kindergarten - Training class - Private preschool education	- 36 to 68 months old - 57 to 68 months old - 36 to 68 months old	Private & public
MoFLSS	Civil Servants Act No. 657, art. 191)	Regulation on Child Care Homes to be Established by Public Agencies and Organisations	- Childcare homes	- 0 to 72 months old	Public
	A regulatory and supervisory role for private nurseries and day-care centres			- 0 to 72	Private
Public agencies and organisations	Civil Servants Act No. 657 (art. 191)	Regulation on Child Care Homes to be Established by Public Agencies and Organisations		- 0 to 72 months old (for no less than 50 children of civil servants)	Public
Trade unions	Law No. 4688 on Public Servants' Trade Unions (art. 19/g)	Regulation on the Establishment and Operation of Private Nurseries, Day-Care Centres, and Children's Clubs	- Nursery or childcare home	- 0 to 72 months old (children of trade union members)	Private & public
	Law No. 6356 on Trade Unions and CLA	Authorised to establish an ECCE centre in the workplace based on a CLA	- Childcare home	- 0 to 72 months old (for children of employees in workplaces committed to a CLA)	Private

► Table 1: Continue

Respective agency and organisation	Basis	Legislation to establish the ECCE organisation	Name of the ECCE organisation	Children covered	Private/public
Employers (private)	Law No. 6331 on Occupational Health and Safety (art. 30)	Regulation of 2013 on Lactation Rooms and Child Care Homes on Condition of Employment of Pregnant or Breastfeeding Women	- Childcare home	- 0 to 72 months old (for children in workplaces with over 150 women employees)	Private
Municipalities	Municipality Law No. 5393 (art. 14)	Regulation on the Establishment and Operation of Private Nurseries, Day-Care Centres, and Children's Clubs	- Children's club, study room	- 6 to 12 months old children's club	Private and public
			- Nursery or day-care centre (municipal corporation and budgetary enterprise)	- 0 to 72 months old	
		MoNE's Regulation on Private Education ²⁶	- Social activity centres	No age limit	Private
NGOs		Regulation on the Establishment and Operation of Private Nurseries, Day-Care Centres, and Children's Clubs	- Nursery or day-care centre, children's club	- Nursery for 0- to 36-month-old children - Day-care centre for 37- to 66-month-old children - 6- to 12-month-old children's club	Private
		MoNE's Regulation on Private Education	- Preschool, kindergarten	- 3 to 68 months old	Private

²⁶ Under the aforementioned law, social activity centers can be established for children of any age group through a cooperation protocol to be signed by and between municipalities and provincial directorates of the MoNE. (4/z).



Introduced based on article 30 of Law No. 6331 on Occupational Health and Safety, the Regulation on Lactation Rooms and Child Care Homes on Condition of Employment of Pregnant or Breastfeeding Women stipulates that employers with 100 to 150 women employees must establish separate breastfeeding rooms no further than 250 metres from their workplace for them to breastfeed their children. It is also stipulated that employers with over 150 women employees must establish a separate nursery in close proximity to their workplace for them to drop off their children aged 0 to 6, have them looked after, and breastfeed them. Employers must also provide a shuttle if the nursery is more than 250 metres away from the workplace.

The Regulation on Child Care Homes to be Established by Public Agencies and Organisations under Law No. 657 allows public agencies and organisations to deliver ECCE services if their civil servants have 0- to 72-month-old children.

There is no holistic legislation in force for municipalities to deliver ECCE services. Municipalities had the authority to establish nurseries or day-care centres for the delivery of ECCE services under Municipality Law No. 5393 before 2007 (art. 14). However, the Constitutional Court annulled their authority to do so in 2007 on the grounds that ECCE

services are not local but national in nature. This ruling has caused municipalities to deliver care services rather than education services in nurseries.

Care leaves and flexible employment modes for working parents

The legal permits concerning childcare are governed individually for public servants and workers. Paid and unpaid leave for workers is governed by Labour Law No. 4857 while paid and unpaid leave for public servants is governed by Law No. 657 on Public Servants. Therefore, any leave taken for childcare by workers of public organisations is governed by Law No. 4857.

Maternity leave is taken for a total of 16 weeks including eight weeks before and after the delivery of the child. As a part of paternity leave, a male civil servant whose wife has just given birth can take 10 days of paid leave³⁰ while a male worker in the same set of circumstances is allowed to take five days of leave.³¹ In addition, the duration of unpaid/uncompensated maternity leave for female civil servants is 24 months starting from the expiration of their paid leave, while it is only six months for other workers. Male civil servants who are parents can take up to 24 months of unpaid leave starting from the date of their child's birth.³² However, postnatal unpaid leave is out of question for a father who is a

► Table 2: Legal permits for childcare

Permits	Employees		Civil servants	
	Women	Men	Women	Men
Paid/compensated maternity leave	16 weeks ²⁷	5 days	16 weeks	10 days
Unpaid/uncompensated maternity leave	6 months	-	24 months	24 months
Breastfeeding leave	12 months ²⁸	-	12 months ²⁹	-

27 For those who cannot possibly work prior to delivery, an additional two weeks are granted in the case of a multiple pregnancy. This brings the length of maternity leave to 18 weeks for multiple pregnancies.

28 Paid or compensated breastfeeding leave granted until the child turns one year old are granted for 1.5 hours a day. Should it be requested by a woman employee, breastfeeding leave can be aggregated and taken on a weekly basis.

29 For three hours in the first six weeks, and 1.5 hours in the next six months.

30 This is set out in sub-paragraph B of article 104 of Law No. 657 under the title of "uncompensated leave". <https://www.mevzuat.gov.tr/MevzuatMetin/1.5.657.pdf>

31 This is set out in article 35 of Law No. 6645 under the title of "casual leave". <https://www.resmigazete.gov.tr/eskiler/2015/04/20150423-3.htm>

32 This is set out in sub-paragraph B of article 108 of Law No. 657 under the title of "uncompensated leave". <https://www.mevzuat.gov.tr/MevzuatMetin/1.5.657.pdf>

worker and whose wife has given birth. Female civil servants are allowed to take three hours of breastfeeding leave a day for the first six months and 1.5 hours for the next six months³³ while female workers are allowed to take 1.5 hours of breastfeeding leave a day for one year. A mother who is a caregiver as a foster mother is not allowed to take leave.

The Regulation on Part-Time Employment Following Maternity Leave or Unpaid Leave was introduced in 2016. The regulation has brought about changes to halve the term of employment for women after birth. This is set out under the title of “unpaid leave for half of the term of employment” in article 6 of the regulation and under the title of “part-time employment” in part three of the regulation. While it is noted that the right to unpaid leave for half of the term of employment entails halving the term of employment for a fixed term without any decrease in salary, the part-time employment requires calculation and payment of the salary based on the number of days worked.

The right to unpaid leave for half of the term of employment provides women employees with an opportunity to work for half of their weekly term of employment for two months for their first child, four months for their second child, and six months for their third child after exhausting their paid maternity leave, which lasts for a total of 16 weeks (18 in the case of a multiple pregnancy). The right applies to female or male workers who adopt a child who has yet to turn 3 years old. Any female employee who requests to exercise this right can no longer exercise the right to take breastfeeding leave. Should 600 days of unemployment insurance premium be paid within three years prior to delivery or adoption by an employee exercising this right, payments for half days off are covered out of the unemployment insurance fund. The

payment for the term of employment is paid by employers while the payment for days off is paid by ISKUR out of the unemployment insurance fund. The same also goes for SSI premiums.

This is set out for female civil servants in article 104/F, entitled “casual leave”, of Law No. 657. Once the postnatal maternity leave expires, a female civil servant is entitled to work for two months after the birth of her first child, four months after the birth of her second child, and six months after any further delivery without taking any breastfeeding leave provided that her child survives. An additional month can be granted for a multiple pregnancy. This right is granted for civil servants who adopt a child under the age of three years along with their spouse or on their own and civil servants whose non-civil servant spouse individually adopts a child under the age of three years.

The short-term employment, which is offered as another mode of employment, is a right that any parents are entitled to exercise if they have a preschool-age child or adopt a child under the age of three years. However, certain requirements have to be met to be a beneficiary of fixed-term employment. Should either parent be unemployed, the working parent cannot lodge an application for fixed-term employment. However, this requirement does not have to be met if either parent suffers from a disease that requires care and treatment on a continuous basis or individually adopts a child under the age of three years.³⁴ Fixed-term employment is a mode of employment that requires two-thirds of the working hours done by full-time employees.³⁵ However, part-time employment is considered to be equal to half of the regular working hours for civil servants.³⁶ Their salaries and insurance premium payments are paid by their employers based on the duration of their service.

³³ This is set out in sub-paragraph D of article 104 of Law No. 657 under the title of “uncompensated leave”. <https://www.mevzuat.gov.tr/MevzuatMetin/1.5.657.pdf>

³⁴ The Regulation of 8 November 2016 on Part-Time Employment Following the Expiration of Maternity Leave or Unpaid Leave.

³⁵ Article 4/c of the Regulation of 8 November 2016 on Part-Time Employment Following the Expiration of Maternity Leave or Unpaid Leave.

³⁶ Additional article no. 43 of Law No. 657. <https://www.mevzuat.gov.tr/MevzuatMetin/1.5.657.pdf>

► Annex 2: Current state of ECCE services

The expenditure on preschool education in Turkey is quite a lot lower than the OECD and European Union (EU) average. Total spending by all organisations that delivered ECCE services in 2015 was 0.1 per cent of GDP in Turkey while the OECD and EU average was 0.7 per cent (OECD, 2015). The expenditure on early childhood education makes up only 1.1 per cent of all spending on education.³⁷ Expenditure on primary education, secondary schools and higher education makes up 35.0 per cent, 23.5 per cent and 23.4 per cent, respectively, of all spending on education (Education Reform Initiative, 2017).

The enrolment rate in early childhood is quite low in Turkey compared with the OECD countries. In 2016, the enrolment rate of children aged 0 to 2 was 0.3 per cent in Turkey and 33.2 per cent on average in OECD countries. The enrolment rate of children aged 3 to 5 was 37.2 per cent in Turkey and 86.3 per cent on average in OECD countries (Table 3). The enrolment rate of children aged 3 was 12.40 per cent in the 2018-19 school year, 38.06 per cent for children aged 4 and 75.17 per cent for children aged 5 (MoNE, 2019). The younger the children are, the fewer children benefit from formal early childhood education services.

► **Table 3: Comparison among Turkey, OECD and EU countries of enrolment rates of ECCE services, 2016 (%)**

	Turkey	OECD average	EU average
Aged 0 to 2	0.3	33.2	31.3
Aged 3	9	76.1	80.4
Aged 4	33.6	87.8	89.1
Aged 5	69.7	94.5	93.3
Aged 3 to 5	37.2	86.3	87.7

Source: OECD (2016) Family Database.

1,1%

The expenses made for early childhood education make up only 1.1 of all spendings on education.

³⁷ The total spending amounts to TRY 10,094,000,000 while preschool spending amounts to TRY 1,188,000,000.

The enrolment rates in ECCE services in Turkey indicate that there is not much of a difference between genders. However, the enrolment rates of both girls and boys have risen. The enrolment rate of girls aged 3 to 5 was 26.31 per cent in the 2012-13 school year while it was 26.94 per cent for boys. The rates rose to 39.41

per cent and 38.79 per cent, respectively, in the 2018-19 school year. In addition, the enrolment rate seems to rise at older ages. In fact, the enrolment rate of children aged 3 to 5 was 39.11 per cent in the 2018-19 school year while it was 50.79 per cent for children aged 4 and 5, and 68.30 per cent for children aged 5 (Table 4).

► **Table 4: Net enrolment rate of preschool children in Turkey by school year**

	Aged 3 to 5		Aged 4 to 5		Aged 5	
	Boys	Girls	Boys	Girls	Boys	Girls
2018-19	39.41	38.79	51.20	50.35	69.32	67.23
2017-18	38.84	38.18	50.87	49.95	67.95	65.75
2016-17	35.89	35.12	46.25	45.11	60.11	57.40
2015-16	33.63	32.87	43.53	42.36	56.74	54.16
2014-15	33.11	32.22	42.23	40.87	55.27	52.21
2013-14	28.23	27.15	38.28	36.58	44.27	40.72
2012-13	26.94	26.31	37.88	36.80	41.03	38.33

Source: MoNE (2019), p.1.

Childcare and education services in Turkey are affiliated with the MoNE, with preschool education being the main service. Apart from the public organisations affiliated with the MoNE, private organisations accredited by the MoNE, private organisations accredited by the MoFLSS, nurseries established in workplaces, nurseries of public offices, community-based municipal nurseries, and courses affiliated with the Presidency of Religious Affairs are regarded by the MoNE as preschool education providers.

Based on the breakdown of the organisations that delivered ECCE services for the 2018-19 school year, the number of nurseries established under the Occupational Health and Safety Law is 3, which is the lowest of all. A total of 330 children were beneficiaries of the nurseries. A total of 94,817 children attended community-based organisations, which also cover courses launched by the Presidency of Religious Affairs.

▶ Table 5: Number of schools and children in preschool by public and private schools, 2018-19

	School		Number of children	
	Public	Private	Public	Private
Preschool education	25,236	6,577	1,306,139	258,674
Preschool	2,624	3,635	387,182	202,857
Kindergarten	19,919	1,225	813,043	48,794
Organisations not affiliated with MoNE	2,693	1,717	103,473	55,817
Organisations established under art. 191 of Law No. 657	133	-	8,656	-
Community-based organisations ³⁸	2560	-	94,817	-
MoFLSS-affiliated nurseries and care homes	-	1714	-	55,487
Nurseries subject to the labour law	-	3	-	330
Total	53,165	14,871	2,713,310	621,959

Source: MoNE (2019), p. 55.

As shown in Table 6, preschool education in Turkey is dominated by the public sector. In fact, most of the children (83.4 per cent) enrolled in preschool education for the 2018-19 school year were registered at a public preschool. As for the increase in the number of children and schools between the 2017-18

and 2018-19 school years, the number of public schools increased by 261 while the number of private schools increased by 306. As for the number of children, 41,406 children joined a public preschool while 22,319 children joined a private preschool.

▶ Table 6: Number of schools and children in preschool by public and private schools

	2018-2019			2017-2018		
	Public	Private	Total	Public	Private	Total
Number of schools	25,236	6,577	31,813	24,975	6,271	31,246
Number of children	1,306,139	258,674	1,564,813	1,264,733	236,355	1,501,088

Source: MoNE (2018, 2019).

³⁸ Courses affiliated with the Presidency of Religious Affairs for children aged 4 to 6, nurseries established by municipalities, nurseries established by associations.

Table 7 shows the number of preschool-age children and of preschools in the 2017-18 school year by rural and urban areas. The table points to a significant difference between rural and urban areas regarding the number of schools and children. In fact, the number of rural schools providing education for preschool-age children is 4,909 while the number of urban preschools is 26,904. And the number of children attending preschool education in rural areas is 100,990 compared with 1,463,823 in urban areas. It is safe to say that the reason behind the profound difference

between rural and urban areas is that most of the women in rural areas do unpaid family jobs. In fact, the time women doing agricultural jobs spend on the care of households is almost identical to the time spent by women without non-domestic work. The survey on the use of time in 2016 reported that women involved in the agriculture, hunting, forestry and fishing industries spend nearly 5 hours a day on household and domestic care. It rises to 5 hours and 43 minutes for women without non-domestic work (Etiler, 2011).

► **Table 7: Number of schools and children in preschool by rural and urban schools, 2017-18**

	Rural			Urban		
	Boys	Girls	Total	Boys	Girls	Total
Number of schools	-	-	4,909	-	-	26,904
Number of teachers	-	-	6,884	-	-	77,637
Number of children	51,938	49,052	100,990	762,883	700,940	1,463,823

Source: MoNE (2018).

Based on an analysis of the affordability of preschool education services in Turkey, it is safe to argue that access to preschool care and education services is poor for the children of poor and low-income households. In fact, the rates of access to formal care services for children aged 3 to 5 in 2012, based on household income, indicate that 1.2 per cent

of children from the poorest households go to nurseries and day-care centres while the rate goes up to 27.6 per cent for the wealthiest households. The rate is 2.3 per cent for the children of the second poorest households, 3.7 per cent of the third poorest households, and 10.1 per cent for the fourth poorest households (AÇEV, 2017).

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▶ Annex 3: Actors that deliver ECCE services

A large number of actors play a role in delivering ECCE services based on different needs, sources of motivation and capabilities.

Ministry of National Education (MoNE)

- ▶ The MoNE is mandated to set criteria, recruit staff and perform supervisions for any educational services provided for children aged 3 to 6.

- ▶ The ministry addresses ECCE services as a part of education and does not regard care services as being within its mandate.

- ▶ In the 2018-19 school year, a total of 1,564,831 children were involved in preschool education (public and private) under the MoNE.

- ▶ The MoNE's enrolment rate was 39.1 per cent for children aged 3 to 5, 50.77 per cent for children aged 4 to 5 and 68.27 per cent for children aged 5 in the 2018-19 school year. It is, therefore, safe to say that the younger preschool-age children are, the less likely it is for the MoNE's service capacity to suffice.

- ▶ As for the breakdown of rural and urban areas, the number of children involved in preschool education in rural areas is considerably lower than that of children in urban areas. In the 2018-19 school year, 100,990 children were in preschool education in rural areas while 1,463,823 children joined a preschool in urban areas.

Ministry of Family, Labour and Social Services (MoFLSS)

- ▶ The MoFLSS is mandated to set criteria, issue operational licences and perform supervisions for any private ECCE services provided for children aged 0 to 6.

- ▶ The MoFLSS is not mandated to directly deliver ECCE services, unlike the MoNE. In this sense, it plays a regulatory role in the delivery of ECCE services.

- ▶ In the 2018-19 school year, the number of nurseries and day-care centres affiliated with the MoFLSS was 1,714 and 55,843 children were their beneficiaries.

Employers

- ▶ Employers must consider the legal frameworks and benefits of attracting the labour force, retaining their staff, reducing absence from work and turnover rates, and boost productivity when it comes to taking responsibility for the delivery of ECCE services. Paid leave includes paid maternity leave, paid paternity leave and breastfeeding leave.

- ▶ Businesses with 100 to 150 women employees have to establish a lactation room while those with over 150 women employees have to establish a nursery.

- ▶ In some cases, businesses choose to outsource services or provide nursery vouchers.

Municipalities

- ▶ Municipalities are one of the major actors in making ECCE services accessible (in close proximity to where a household resides) and affordable (for a reasonable fee compared to the market).
- ▶ They are an important alternative as they take local needs and capabilities (e.g. household income) into account.
- ▶ ECCE services are provided for children aged 0 to 6 under article 14 of Municipality Law No. 5393.
- ▶ As per article 7 of Metropolitan Municipality Law No. 5216, municipalities deliver temporary ECCE services through the organisation of social and cultural activities (held for half a day or on certain occasions) for children.
- ▶ Municipalities are authorised to establish an ECCE centre via a budgetary enterprise under Law No. 5393 (on condition that they do not make a loss).

Trade unions

- ▶ Trade unions establish ECCE centres for their own employees or provide cash assistance for ECCE services.
- ▶ They have also established ECCE centres or provided cash assistance for their members based on CLAs.
- ▶ They can also operate an ECCE centre for their members.

Non-governmental organisations

- ▶ A variety of research is carried out to expand the delivery of ECCE services (by AÇEV, KEDV, etc.)
- ▶ Affordable ECCE services are provided as a part of pilot projects for low-income households who cannot afford formal care services (e.g. KEDV's neighbourhood homes).
- ▶ KEDV (through neighbouring motherhood) turns women's unnoticed care work into women's employment and makes it visible for all.

▶ Annex 4: Best practices of ECCE services from Turkey and the rest of the world

There are scores of examples of good practice from Turkey and the rest of the world for ECCE services. Some of them are carried out by various actors or in cooperation with multiple actors while some of them are carried out at the local or workplace/business level. A review of best practices is considered to be important to draw conclusions about how to expand the delivery of ECCE services. To this end, best practices from Turkey and the rest of the world are divided into six main categories:

- ▶ 1. Employer supported ECCE services: establishing and operating a worksite ECCE centre, providing cash assistance, or outsourcing services from private service providers
- ▶ 2. ECCE services supported through employer cooperation: ECCE centres in organised industrial zones
- ▶ 3. Practices by trade unions: operating an ECCE centre, engaging with employers, or cash assistance based on a CLA
- ▶ 4. ECCE centres established by municipalities: nurseries established by metropolitan, provincial and district municipalities
- ▶ 5. Community-based ECCE centres
- ▶ 6. Childminder / Nanny system: through collaboration between ministries, municipalities, and NGOs where home care and education are regulated.

▶ 1. Employer supported ECCE services

A variety of practices are adopted by individual employers. They include ECCE centres established in workplaces, or in the form of cash assistance and outsourced services from private service providers through vouchers. Businesses that deliver ECCE services in their workplaces or near them based on the shifts of their employees are not only an attractive employment opportunity for working parents but also a good alternative for childcare. However, the locations of the businesses may not always be suitable to establish an ECCE centre. In such cases, businesses can engage in partnerships with centres that deliver local ECCE services at close proximity to them in line with their own resources and the needs of working parents. Instead of establishing an ECCE centre at their workplace, businesses may opt for a less expensive method, promoting flexible employment modes to enable parents to share the burden of childcare³⁹. In addition, businesses can rent the site of service delivery or recruit paid ECCE staff for such centres.

³⁹ EBRD and ICRW, *Global Best Practices: Care Provision in the Private Sector*. file:///C:/Users/admin/Downloads/3)Global%20Best%20Practices%20-%20Care%20Provision%20in%20the%20Private%20Sector%20(4).pdf

Examples of ECCE centres established in workplaces

SOCFINAF, Kenya: With nine plantations based in Nairobi, SOCFINAF is an agricultural business that exports coffee. It employs 1,450 permanent agricultural workers, 45 per cent of whom are women. The number of employees goes up to 10,000 in intensive harvest seasons. The employees work for a total of 46 hours and 6 days a week. The working hours are 07.00 to 15.00. For each plantation, there are nurseries for 3-month-old to 3-year-old children of permanent workers and kindergartens for children aged 4 to 6. In July 2017 a total of 606 children were enrolled with 340 children (160 girls and 180 boys) attending the nurseries and 266 children (118 girls and 108 boys) attending the kindergartens. The nurseries and kindergartens at each plantation were established close to the workplaces and residences of the employees. The mothers usually drop off their child before going to work. The nurseries and kindergartens are open from 06.45 to 17.00 for 6 days a week throughout the year. In addition, there are care centres for the children of temporary workers (rather focused on care with children playing games in them) in seasonal transition times. The cost of the services provided solely for the SOCFINAF employees is entirely covered by the employer. Nearly 45 per cent of the beneficiaries are women employees. Most of them are single mothers (Hein and Cassirer, 2010).

Yeşim Tekstil, Turkey: The nursery provides services for a capacity of 1,000 children aged 0 to 6. The service time for the nursery and preschool is from 07.00 to 23.00 in line with working in shifts. The shifts are from 07.00 to 15.00, and from 15.00 to 23.00. Nearly 300 children were enrolled in them in 2018. Yeşim's preschool is equipped with a totally qualified and licensed team made up of 23 staff members including one manager, 11 teachers, one nurse, eight caregivers and two shift officers. The curriculum of the preschool is designed in line with the MoNE curriculum. In addition, chess, drama and English courses are provided to boost the personal and mental development of the children. All women employees can benefit from Yeşim's preschool. The male employees can benefit from it if they have custody of their child or their wife works in another workplace (EBRD, 2019). Yeşim Tekstil's nursery is estimated to cost nearly TRY 380 a month per child. The total monthly cost of 300 children is approximately TRY 110,000

and US\$ 18,873. This cost calculation includes staff costs (almost TRY 70,000), food and other services. Yeşim Tekstil reported that it spends US\$ 258,000 a year on ECCE services, and the productivity of their employees has seen a significant boost in return. In this sense, it is safe to argue that the nursery also contributes to the productivity of the business. Since the fees for private nurseries are not affordable for middle- and low-income families, a nursery in the workplace also helps to reduce household expenses. A nursery in the workplace makes the business attractive to employees and boosts their motivation. This helps Yeşim Tekstil recruit qualified employees compared with others in the market (EBRD, 2019).

Examples of cash allowance for care services -vouchers

Bank of Tokyo-Mitsubishi, USA: Bank of Tokyo-Mitsubishi UFJ, Ltd. The bank has provided financial assistance for all female and male employees with a child aged 0 to 9 since 2007 to cover their care and education expenses. It provides financial assistance for up to 50 per cent of any employee's certified monthly expense (the cap is US\$ 180 a month) for their child aged 1 to 9. As newborn care is more expensive, women employees that return to work with a child aged 0 to 1 are provided with a total of no more than US\$ 1,800 for up to six months. The assistance is governed by its Department of Diversity & Inclusion. Nearly 4,000 women and 1,000 men have been the beneficiaries of the assistance since 2007 (IFC, 2019).

Bank of America, United States of America: Under the Child Care Plus programme, the Bank provides up to US\$ 240 a month for childcare services provided to the children of full-time and part-time employees with an annual gross income equal to or less than US\$ 100,000. Parents can procure this service from informal caregivers (neighbours, caregivers, friends, family elders) or from formal care organisations.

Siemens, Turkey: Siemens is one of the top companies in Turkey to provide its employees with the largest amount of cash assistance. Siemens has provided this assistance for over 15 years as a part of the policies on global human resources and overall work-life balance. As of January 2020, the company provides TRY 1,586 including VAT in exchange for a bill issued by a preschool service provider for 0- to 66-month-old children (or until a child is

a first grader in an elementary school) of its employees who are women or divorced men who have custody of their child or employees with a disabled child. Employees can have the bill issued in their own name or Siemens. If they have it issued in their own name, the sum is grossed up in a way to make sure they get TRY 1,586 in cash, and this costs Siemens up to TRY 2,300. Siemens is eligible to use the income tax incentive released in 2018 for half of the gross minimum wage should the bill be issued in the name of Siemens.⁴⁰ The amount of the assistance is updated annually based on the increase in the consumer prices index. The whole system is governed by the department of human resources.

Borusan, Turkey: Borusan has provided nursery assistance for blue-collar and grey-collar employees of Borusan Mannesmann since 2016, of Borçelik since 2018, and of Borusan EnBW Energy since 2019. This service is provided for the children of both female employees and male employees with a working partner. To be eligible for the nursery assistance, the male employees must submit a payroll statement on a monthly basis to prove that their spouse is employed. The nursery assistance covers blue- and grey-collar employees at Borçelik and Borusan Mannesmann with a child aged 36 to 72 months and those at Borusan EnBW Energy with a child aged 24 to 72 months. The process to set the sum of the assistance was initially kicked off at Borusan Mannesmann. At the time, the nursery fees charged in Gemlik, Bursa were explored, and the company decided to cover a part of the fees. The net amount was TRY 289 as of January 2020. The amount is annually increased in early September for 12 months. The increase is based on halving the sum of the Wholesale Goods Prices Index and Producer Prices Index (WPI/PPI). Borçelik and Borusan EnBW Energy followed suit later on. Borusan EnBW Energy explored the market for nursery fees charged in the locations where technicians were employed. The number of employees that it could cover was checked

and the amount was set in a way to make it sustainable from a budgetary standpoint and satisfy the technicians. The net amount was designated as TRY 350 as of January 2020. As of January 2020, 10 employees from the Gemlik plant of Borçelik, 13 from the Gemlik plant of Borusan Mannesmann, and one from the plant based in Bursa are beneficiaries of the assistance while there is no beneficiary among those working for the plant based in Halkali. Borusan EnBW Energy employs 53 grey-collar technicians but there has yet to be an employee to ask for assistance. The practice is governed by the department of human resources.

A global example/mechanism of cash assistance: EdenRed childcare vouchers

The companies in Turkey that provide cash assistance for employees to cover nursery expenses either gross up the amount in the payroll or make the payment to nurseries in exchange for a bill. Some countries do so through intermediary voucher companies that deliver services to reduce their operational burden. In Turkey, companies provide food vouchers for service procurement whereas the applicable legislation is not sufficient to procure nursery services in a similar way. For instance, a company called EdenRed provides a nursery voucher service known as childcare vouchers in many countries around the world. The system allows employers to provide their employees with monthly assistance of certain amounts through vouchers, and enables employees to use them for any home-based or formal childcare and education services registered in the voucher system.⁴¹ Since only tax-paying ECCE service providers who hold a certificate or have proven licensed expertise are allowed to be part of the system, the voucher system improves the quality of services and promotes service providers to be part of the formal employment. The system also provides parents with options to procure services by any service provider based on their needs.

⁴⁰ A clause has been incorporated into article 23 of Income Tax Law No. 193 on fees exempted from the income tax under Law No. 7103 of 21/3/2018 on Amendments to Tax Laws, Some Acts, and Decrees, and nursery assistance has been exempted from income tax. This clause also summarises the terms of exemption. Then, General Communiqué No. 303 on Income Tax published in the Official Gazette No. 30488 of 11/6/2018 offered details on the implementation. Clause 16 stipulates: "Benefits provided by employers in the form of nursery and day care services to female service officers (in cases where these services are not provided by the employers, this exception is granted in a way to make sure that the monthly minimum wage for each child does not exceed 15% of the monthly gross amount provided that the payment is made directly to income or corporate taxpayers providing these services. The portion of the payments made to those who provide nursery and day care center services exceeding the designated amount of exception and the payments made to the service providers in cash for this purpose and the benefits provided are taxed as fees. It is the Council of Ministers authorized to raise the rate of 15% set out in this clause up to 50% of the gross minimum wage and the Ministry of Finance authorized to set the rules and principles regarding the execution of the exception) enable employers to benefit from the exception for direct nursery services they cover in exchange for a bill to be submitted by their women employees for half of the gross minimum wage." <https://www.gib.gov.tr/node/130629>

⁴¹ Case of Romania <https://www.edenred.ro/en/tichete-de-cresa>

The United Kingdom had been one of the countries where EdenRed offered the nursery voucher service since 1989⁴². However, the state introduced a system in 2018, starting to coordinate the nursery assistance incentivised by income tax. As a part of the system, parents become an online member for nursery assistance with tax relief. The system offers 20 per cent tax reduction for spending with certified service providers for children aged 11 and under. Parents can enjoy a tax reduction for up to £2,000 a year per child. The online system allows payments to be made via debit cards/bank accounts. The state refunds the tax relief into a registered debit card or bank account.⁴³

Examples of service procurement from private nurseries

Mindtree, India: Mindtree is a company that offers consultancy for information technologies in India. Its headquarters is home to a nursery called Little Critters. Since the nursery cannot possibly offer services for all the employees, the company enters into agreements with nurseries at the locations of its other major offices (Chennai, Hyderabad and Pune). The fees paid for the contracted nurseries are reportedly similar to the spending for Little Critters (INR 4,000 to 11,000 [US\$ 63 to 172]) (IFC, 2019).

Martur, Turkey: Martur provides women employees with entirely free full-day nursery service procurement for their children in designated ECCE centres based in the town of Kütahya through booking agreements. For employees residing outside Kütahya, the company compensates for care costs of their children through discount agreements with the ECCE centres and cash assistance to the employees in some cases. Martur has managed to reduce the turnover rate of employees by 15 per cent thanks to this assistance. It seems to be a major benefit for recruitment (IFC, 2019).

Doğuş Otomotiv, Turkey: Doğuş Otomotiv has provided the children of women employees, who are not yet of primary school age, with free preschool education at Kurtköy Bilfen nursery in close proximity to its workplaces. Bilfen preschool is affiliated to the MoNE, providing services for 36- to 66-month-old children. Bilfen keeps the school open for the

employees of Doğuş to benefit from during regular breaks, mid-term breaks and summer holidays as set out in the MoNE's schedule. The transportation expenses of the beneficiaries are also covered by Doğuş Otomotiv. Bilfen issues bills to Doğuş on a monthly basis for the service provided. As of January 2020, the care of one child costs TRY 2,340 + 8 per cent VAT a month while the transportation expenses vary depending on where a child's residence is located. Five children are the beneficiaries of the service as of January 2020.

Cash assistance is provided in exchange for submitting a bill and a student's certificate for those who opt for a preschool other than Kurtköy Bilfen. As of January 2020, the net amount of cash assistance is TRY 650, and 17 children are beneficiaries of the assistance. This practice covers all preschool-age children of women employees. All the aforementioned practices are governed by the Department of Human Resources and the Division of Employee Rights of the Directorate General of Process Management.

► 2. Practices led by multiple employers through cooperation

Palcare, USA: Palcare has put a child care programme into effect based on the needs of airport and hospital employees who provide services for 24 hours 7 days a week. Before it was introduced, the employees had reported intense stress about access to childcare services in line with their ever-changing and long office hours, and consequently, the airport employee's union, San Francisco International Airport, the local government, the local hospital and the childcare coordination council joined forces to offer a solution. To this end, two actions were taken to establish the childcare needs of the airport and hospital employees. As a result, Palcare devised a flexible and financially affordable national model that delivers services around the clock. The care centre has been licensed to deliver services at any time of the day, with capacity for 150 children aged 3 months to 5 years. The working parents are allowed to modify their childcare programme based on their ever-changing office hours for seven days a week. Palcare continues to provide low-income households with flexible and sustainable child care services (US Department of Labor, 1998).

⁴² <https://www.childcarevouchers.co.uk/employers/tax-free-childcare/>

⁴³ <https://www.moneysavingexpert.com/family/tax-free-childcare/>

DOSAB, Turkey: DOSAB nursery is open from 07.00 to 18.30 for five days a week throughout the year. It provides a shuttle service in the OIZ. The nursery can host 198 children as of 2019 with 10 classrooms and 10 teachers. The teachers are assisted by one assistant teacher, one English teacher, one counsellor, one manager, one assistant manager and four other staff members (for cleaning and food services). Since the ECCE service provided for children varies by age, the children in the nursery are divided into groups based on their age. There is one classroom for those aged 2 and 3, two classrooms for those aged 3 and 4, four classrooms for those aged 5, and three classrooms for those aged 6. The number of classrooms is revised based on demand. When there is a lot of demand for certain age groups, the number of classrooms is designated accordingly. Some businesses in the DOSAB cover 100 per cent or part of the nursery fee for 0- to 6-year-old children of female and male employees and some only of female employees (legally eligible or ineligible). However, the majority of the businesses in the DOSAB cannot afford it. In this case, the employees cover the nursery fees on their own. The DOSAB nursery costs TRY 740 + VAT = TRY 800 in 2020. The fee is set by a general assembly resolution of the OIZ management based on a calculation that gives a minimum increase in the amount on an annual basis. As nursery fees are quite reasonable and relatively affordable compared with market prices, this situation increases the access of children of blue-collar and relatively low-income employees to the nursery services.

► 3. Examples of practices by trade unions

Medya-İş, Turkey: The nursery was built through a company, 94 per cent of which is owned by Medya-İş, a member of Hak-İş. With a regular capacity to host 90 children, the nursery currently provides 27 children with full-day services. Priority is given to the children of union members. However, it also provides services for children of non-members. Adopting the MoNE curriculum, the nursery is equipped with two teachers, one assistant teacher, one cleaning staff member, one cook and one manager. Educational background, experience, and references of previous jobs play a major role in recruitment. The nursery fee is TRY 900 a month for the members while

it is TRY 1,250 including educational materials for non-members living or working in close proximity. Since the standing expenses of the nursery such as rent and utilities are covered by the union, the income generated from the nursery fees is used to cover staff and food expenses.

Coats, Turkey: Since the number of women employees is over 150 at Coats, which is a member of the Textile Workers Trade Union affiliated to DİSK, it has provided nursery services for a long time now under its legal obligation. However, the nursery was closed down in 2016 on the grounds that it was not healthy or safe for children. It took nearly two years to rebuild the nursery, which opened in April 2019. At the time when the nursery was out of service, the company provided TRY 500 a month for nursery assistance. The nursery now serves:

- 15 infants 0 to 21 months old

- 10 infants 21 to 36 months old

- 25 children 36 to 48 months old

- 21 children 48 to 60 months old

- 19 children 60 to 72 months old.

The shifts of the nursery range from 06.45 to 14.45 and from 14.45 to 22.45. The nursery is open from 08.30 to 18.00. Three teachers are assigned to the night shifts. The nursery is also equipped with a physician and a nurse who take office in cooperation with the teachers.

Petrol-İş, Turkey: Petrol-İş Trade Union, which is affiliated to TÜRK-İŞ, has provided its employees with nursery assistance for years. The union provides a gross sum of TRY 365 a month for 0- to 6-year-old children of both male and female employees. It also provides education assistance. The amount of the assistance is TRY 32 per child for boys until the age of 25 and for girls with no age limit. The amount of the assistance goes up to TRY 64 for 0- to 6-year-old children.

The union demands that workplaces legally obliged to establish a nursery do so under a CLA. The nursery assistance is paid per child and it varies from one workplace to another. There is no discrimination between male and female employees. The nursery assistance is

regarded rather as an item of social assistance. Petrol-İş has nearly 80 CLAs. Seventy of them include a provision on the annual delivery of preschool education assistance. The female employees of Sanofi İlaç, which is a member of the union, are provided with TRY 535 a month for nursery assistance. Mefar İlaç, on the other hand, provides partial cash assistance for the children of its employees. In addition, Yeşilçay Nursery and Day Care Centre, which was established by Çaykur as a member of the Öz Gıda-İş Trade Union, is one of the best examples.

► 4. Examples of municipal ECCE services

Bologna, Italy: Bologna is a city with 388,367 residents. Its women employees exceed the national average. The municipality began to provide local people with childcare services in 1907. It has established an increasing number of centres over the years, growing into the most comprehensive municipal service provider of ECCE in Italy. The city has 87 nurseries called Nidi d'Infanzia and 118 preschools called Scuole dell'Infanzia. Of these, 54 per cent of the nurseries and 58 per cent of the preschools are established and operated by the local municipality. Thirty-six per cent of the local children aged 0 to 2 are the beneficiaries of the municipal nurseries. Actors other than the municipality have sprouted up to provide similar services in Bologna over the past 20 years. As of 2020, one-third of the organisations that deliver childcare services for children aged 0 to 6 are private and non-profit organisations (Kutsar and Kuronen, 2015).

Hamburg, Germany: Hamburg is a city with 1,822,000 residents. Efforts to respond to the childcare needs of parents in Hamburg were initially exerted by the working class and they date back to the time of the Weimar Republic. Each child is entitled to be a beneficiary of childcare and/or an education centre's services for five hours a day for free from the age of 1 to the primary school age and the cost is covered by the municipality. The care service also includes lunch. Care service that takes more than five hours is charged whereas the fee is set based on the income of the parents. Parents need to apply for vouchers called Kita-Gutschein to be eligible to be granted a discount for additional hours. The voucher

application has to be lodged three to six months prior to the start of childcare. Parents may resort to the local childcare office if they fail to find a place in childcare services in their residential neighbourhood. Should their application be denied, they submit a list of five nurseries or preschools to the regional office. The regional office is mandated to find a childcare service provider for the parents within three months. Should the office fail to find one in that time, the case is communicated to the State Ministry of Labour, Social and Family Affairs and Inclusion. The case is closed after the parents are provided with two free care options. Parents may make donations towards the service they are provided with but they do not have to make any payment⁴⁴.

İzmir Metropolitan Municipality, Turkey:

İzmir is the third largest city in Turkey, populated by 4.3 million people. There are 385,103 children aged 0 to 6, and only 74,313 of them are beneficiaries of a public or private preschool education and care services⁴⁵. İzmir Metropolitan Municipality offers two options for nursery assistance. The first option is seven nurseries in seven different towns, providing nearly 600 children a year with services under the subsidiary, İzelman A.Ş., since 1992. The nurseries provide childcare and education services for 12- to 72-month-old children. The nursery is open from 07.00 to 18.30 between Monday and Saturday in consideration of the office hours of parents. To deliver services, İzelman cooperates with a variety of academic and NGOs such as nine Eylül University, İzmir University of Economics, Ege University, İzmir Modern Education Cooperative, Konak City Council, and the association Bir Başka Okul Mümkün. The nursery fee is TRY 520 per month for municipal employees and TRY 1,040 for other parents. Since the monthly nursery service costs exceed the aforementioned figure per child, the operations of İzelman's nurseries are subsidised by the Municipality. İzelman A.Ş. is projected to establish four new nurseries after 2020. The second option is the initiative called Story Homes projected to be established in five locations in 2020 and every year afterwards. This initiative appeals to low-income parents on minimum wage and the first one was launched in January 2020. The Story Homes are open from 08.00 to 18.00 for children aged 3 to 6 while they also offer vocational courses and production workshops

⁴⁴ <https://www.hamburg.com/welcome/living/kids-family/11845896/childcare/>
⁴⁵ MoNE's Statistics, 2018-2019 Report, page 56.

for the mothers of children and other women in neighbourhoods. In addition to the nursery providing services for children aged 3 to 6, there is a study and learning centre for the primary school-age children of mothers.

Istanbul Metropolitan Municipality, Turkey:

Istanbul is the largest city in Turkey, being populated by 18 million. The population of children aged 0 to 6 is 1,602,216 and only 238,005 of the children are the beneficiaries of public or private preschool care and education services⁴⁶. Launched in 2019, the Yuvam İstanbul Project has enabled IBB (Istanbul Metropolitan Municipality) to establish four nurseries for children aged 3 to 6 in the towns of Pendik, Beyoğlu, Esenyurt and Beylikdüzü. The nurseries provide full-day services from 08.00 to 18.00. Private and individual grants and municipal construction and operational funds were allocated for the construction of the nurseries. The operational costs are covered by the municipality's staff and expense budgets. IBB has been assisted by Boğaziçi University and the Mother Child Education Foundation for the development of the service content as a part of the project. The service provision and operations are handled by the respective division. IBB has plans in place to establish 146 Community-based ECCE centres to begin with, especially in towns of Istanbul with a large population of low-income parents and children. After the launch of the first 150 centres, a nursery is intended to be established in 961 neighbourhoods of Istanbul. One of them is intended to be established in the headquarters of the municipality for the children of municipal employees. The municipality aims to provide low-income parents with free nursery services after establishing the facts through a committee to be formed.

► **5. Examples of community-based ECCE centres**

Peru, Latin America: The government of Peru has implemented a national programme called Wawa Wasi since 1993 in an effort to promote the development of children in poor settlements. Wawa Wasi is mainly intended to provide children under the age of four with any assistance possible for their healthy development. Childcare and education is one of the aspects of the assistance. The system is operated based on the involvement of highly

literate mother-caregivers in Wawa Wasi to provide care services. Mother-caregivers first undergo training courses. The courses are upgraded every year to help mother-caregivers improve themselves. Newly joined mother-caregivers are guided by those acquainted with the programme. The on-site coordinators of Wawa Wasi pay regular visits to the mother-caregivers during the term of their employment. As a part of their visits, the on-site coordinators are supposed to check Wawa Wasi (where care service is provided) in multiple aspects. The number of children registered at the headquarters offers up-to-date details about needs and expectations. The mother-caregivers are paid nearly €120 to 180 (almost US\$ 37.5 to 56.25) depending on their experience. Wawa Wasis are typically open from 08.00 to 16.00. However, the parents can provide assistance for the delivery of ECCE services at other times.

A variety of ECCE services are delivered as a part of Wawa Wasi. The most common one is the Wawa Wasi family system where a mother-caregiver takes care of no more than eight children at her own house. Community Wawa Wasi is another service where two mother-caregivers take care of 16 children in facilities provided by local administrations. The Wawa Wasi programme is financed by funds (Cueto et al., 2009). However, parental grants and in-kind aids are also provided for the programme. All members of the steering committee are volunteers. Each steering committee is mandated to run up to 12 Wawa Wasis. In 2006, the Wawa Wasi programme had 443 steering committees, 5,549 Wawa Wasis, 5,751 mother-caregivers, and 45,895 children. In 2007, the number of children rose to 52,199 and the number of mother-caregivers hit 6,678 (Cueto et al., 2009).

Saskatchewan, Manitoba and Ontario,

Canada: The cooperative nurseries in Canada stand out in their family-based model. The registered childcare cooperatives in Canada are common in Saskatchewan, Manitoba and Ontario. As of 2016, 102 registered childcare cooperatives in Saskatchewan, 42 in Manitoba and over 200 in Ontario provide daily childcare and preschool education. The childcare and education cooperatives based in Saskatchewan and Manitoba were established in the 1970s and 1980s. Therefore, they have a solid experience about ECCE. They meet the early

childhood education needs to a large extent, providing care for nearly 40,000 children (CCA, 2006). The decrease in the number of cooperative nurseries established in recent years is not a consequence of reduced demand for ECCE services. On the contrary, the studies suggest that only 11.5 per cent of the children under the age of five in Saskatchewan and 25.4 per cent of the children under the age of five across Canada benefit from ECCE centres (Pasolli, 2015).

Since the legal frameworks on cooperatives vary from one state to another, there is not a national model for cooperative nurseries. For instance, the Day Care Center Act adopted in Ontario allows parents to provide assistance for care and education services in classrooms and thus assume some of the tasks of teachers. This also mitigates the cost of ECCE services. It also allows parents to directly supervise the delivery of ECCE services. The cooperative nurseries generate income from grants and/or funds of parents, municipalities or state governments (CCA, 2006).

KEDV, Turkey: KEDV solely adopts a social perspective rather than a family or state-based perspective for childcare and education. That is why it relies on a design intertwined with parents and neighbourhoods rather than "ideal", "isolated", or "sterile" organisations. To this end, KEDV has led the models of neighbourhood motherhood and neighbourhood homes. The neighbourhood homes provide full-day or half-day care and education services for children aged 3 to 6. They are established in premises allocated by a municipality or rented by a cooperative. The neighbourhood homes employ staff members who hold a high school or associate degree in child development and their salaries are paid by a cooperative. In this sense, the neighbourhood homes are of capital importance for its potential to increase the formal employment of women. Currently, there are 12 neighbourhood homes operating across Turkey. KEDV has recently launched a campaign called "a home for each neighbourhood" in an effort to expand the delivery of this model that dates back 33 years.

► 6. Examples of Childminder / Nanny system

France: In France some of the children aged 2 and all children under the age of 6 attend preschool education, "l'école maternelle". The enrolment rate of children above the age of 3 is 100 per cent while the rate for children under the age of 3 is around 20 per cent. Studies on the caregivers of this group of children show that 64 per cent of children under the age of 3 are looked after by their parents while 18 per cent of them are looked after by licensed caregivers called "l'assistante maternelle". There were 366,000 licensed caregivers in France back in 2001 and they looked after 939,000 children, while 720,000 children were provided with home-based care. The caregivers are allowed to be employed only after they are licensed. The organisation that issues licences for the caregivers is the PMI (Protection Maternelle et Infantile), which includes a division of paediatric and mental health. The PMI has operated as an independent body at the local level since 1989 and is mandated to provide training for caregivers and finance their training courses. In addition, it is mandated to make sure child care services are of sufficient quality.

Since the introduction of a law in 1992, caregivers have been allowed to look after one to three children after being trained on a 60-hour course and subsequently licensed for five years. The caregivers must be healthy and capable of looking after and protecting children and meet the requirements for childcare. Following their 60-hour training course, the caregivers must attend another 60-hour training course in two years. Medical and vaccination checks are performed for the caregivers and a group of supervisors also check whether or not their home is adequate for childcare. The employers of the caregivers are parents who pay their fees. However, a part of the fees can be covered by the National Family Allowance Fund (CNAF) or parents are provided with tax relief. In addition, the parents are obliged to pay insurance premiums for caregivers and they can have access to funds

from AFEAMA (L'aide à la famille pour l'emploi d'une assistante maternelle agréée) to pay the premiums. The fund can amount to up to €222. This covers 50 per cent of the social security premiums of caregivers and a part of their fees. The amount of funds provided depends on the income of the parents, age of the children and number of children in care. However, the parents must cover at least 15 per cent of the caregiver's fees despite the funds provided for them.

The daily fees of licensed caregivers are designated by law to be equal to 2.25 times more than the minimum wage per child. The caregivers are entitled to exercise their overtime rights after working for 10 hours a day. The parents may directly contact caregivers to discuss meals, vacation times, fees to be paid when children are not in care, and any increase in their fees.

SSI Pilot Project, Turkey: Implemented in Ankara, Istanbul, Izmir, Antalya and Bursa from 2015 to 2017, the Supporting Registered Employment of Women Through Home-Based Child Care Services (NANNY) Project provided 11,327 mothers, 11,327 children and 15,232 caregivers with services. Jointly financed by the EU and the Republic of Turkey, the project provided working mothers on insurance (those with a 0- to 24-month-old child and with an insurance status of 4/A employed in the private sector as a worker on a labour contract) with €300 a month for up to 24 months to employ a caregiver. To this end, the mothers in the target group needed to get back to work life, start doing a job for the first time or start employing a caregiver on insurance while having previously employed one without insurance. The project budget amounted to €49.6 million.

The project required the mothers to employ a caregiver on insurance and pay at least a minimum wage. The caregivers, who used to be part of the informal labour market in Turkey, went on to enjoy covered employment as a part of the project. Thirty-two per cent of the mothers who became beneficiaries of insurance coverage under the Annex 9 system⁴⁷

regarding employees who perform domestic work for more than 10 days were caregivers supported in the provinces of the pilot project. The majority of the care-giving women were insured as a caregiver for the first time as a part of the project. The project also enabled them to resume their job with social security benefits or land a job with social security benefits. If the project had not been in place, most of the mothers would have contemplated quitting their job, while the project had helped them to keep their job and contribute to the domestic economy.

While home care workers are not required to be trained in childcare in the first phase of the project, both formal care and home-based childcare provided by trained caregivers started to be focused on in the second phase of the project, which started in 2019. The project underpins the delivery of childcare in two different ways. First of all, mothers who send their 0- to 60-month-old children to nurseries accredited by the MoNE or the MoFLSS and are employed with 4/a status of coverage are provided with €100 of cash assistance a month for up to 24 months as a part of the *Project on Supporting the Formal Employment of Women Through Formal Child Care Services*. In total, 10,250 people in Istanbul, Ankara, Izmir, Antalya, Bursa, Malatya and Elazığ will be provided with formal childcare services for 72 months.

Further, the *Project on Promotion of the Formal Employment of Women through the Support of Well-Educated Child Caregivers* helped to provide €200 over 32 months in total for mothers with 0- to 24-month-old children and covered employment until their children turn 36 months of age so that they could employ a well-educated caregiver. The amount was raised to €300 in 2020. The caregivers must hold a certificate issued by ISKUR and the MoNE or a high school and an undergraduate degree from the relevant department of a university. The caregivers receive a one-off payment of €200 to attend the training. Up to 3,700 mothers are expected to benefit from the assistance.

⁴⁷ The Communiqué on Covered Employment Under supplementary article 9 of Law No. 5510 on Home-Based Services, which entered into force on 1 April 2015 in Turkey, has introduced provisions on covered employment for home-based services.

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► Annex 5: Provisions and interventions on early childcare services in Turkey and the world during the Covid-19 pandemic

► Introduction

It is unclear when the Covid-19 virus, which entered our lives by notification of a case to the World Health Organization (WHO) by the Wuhan Municipal Health Commission of China on 31 December 2019 (WHO 2020) began, but it quickly became a pandemic that would affect the entire world. This epidemic, which has already infected more than 35 million people and has resulted in more than 1 million deaths, has been declared a pandemic⁴⁸. According to estimates, the Covid-19 virus is likely to infect 40-70 per cent of the world's population (ILO 2020). The pandemic is not simply a health problem; it is an emergency with economic, social and psychological implications felt all over the world (OECD 2020a). In this context, various precautions have been implemented in many areas considering the existing and potential problems and results.

To reduce the negative effects of the Covid-19 pandemic process on human health and to ensure that as few people as possible are infected, many interventions have been implemented, especially in areas where people live, work and spend time collectively. These include international actions such as airport closures that restrict inter-country mobility and national measures such as the temporary closure of schools and ECCE centres, curfews and measures for workplaces and employees. In the services sector where people are in constant communication, precautions such as closing workplaces or shortening working hours have been taken (ILO 2020). Even though not every country has reacted with the same speed and with the same effect, many countries have made decisions to close workplaces or decrease working hours for non-essential jobs, or employers have made suggestions in this direction (Alon et al. 2020, Beland et al. 2020). Such actions are likely to become more common, especially regarding jobs that can be done remotely. Indeed, according to the American Time Use Survey 2017-18 data, while 78 per cent of ICT workers and mathematicians can work from home, this rate is only 3 per cent for those working in the transportation sector (Alon et al. 2020). Although these precautions are very important in terms of human and public health, their effects on socio-economic life have inevitably brought consequences. Although a period of approximately eight months has passed, studies have already been carried out on the effects of the pandemic in many areas. Some of these studies focus on the labour market (Beland et al. 2020, ILO 2020, OECD 2020b), some focus on education (Arik 2020) and some studies discuss the issue in the context of gender (Alon et al. 2020, OECD 2020a).

According to a study investigating the effects of Covid-19 on employment and wages in the USA, stay-at-home orders that started during the pandemic increased unemployment by around 4 percentage points, reduced labour force participation by approximately 2.2 per cent, but reduced Covid-19 cases and deaths (Beland et al. 2020). However, it should not be forgotten that this is a general assessment due to the different levels of impact on various sectors by this pandemic. For example, while the impact of Covid-19 on employment regarding critical jobs such as pharmacies and greengrocers was quite low, it had an immense negative impact on sectors such as travel and accommodation (Alon et al. 2020). Some studies address the subject from a gender perspective focusing on the difference in the effects of the Covid-19 pandemic on women and men. It is emphasised that the reason for this difference is the difference between female and male employment rates in some sectors and that there are ingrained gender norms. It is also pointed out that women are affected more heavily during the pandemic as the burden of care resides mostly with women (Alon et al. 2020).

⁴⁸ Worldometers (13.08.2020), <https://www.worldometers.info/coronavirus/>

The main purpose of this study is to examine the legal, financial and operational measures taken in ECCE services during the Covid-19 pandemic in the world and in Turkey. It examines, firstly, how this process is handled around the world and specifically in Turkey, and then what precautions and actions are being taken by ECCE actors, especially the government and employers. This study also aims to address the Covid-19 pandemic situation and childcare from a gender perspective. Thus, with the closure of ECCE centres, there will be an opportunity to discuss how the practices of continuing children's care and education from home affect the burden of care in the household.

► The Covid-19 situation and childcare from a gender perspective

ECCE services and women's labour are considered to be interrelated issues in many studies (Daly ve Lewis 2000, Walby 2004, Apps ve Rees 2004, İlkkaracan 2012, Dedeoğlu 2009). This relationship could be seen more clearly with two scenarios that built on data on women's employment rates and corporate ECCE services. In the first scenario,⁴⁹ in which countries with high gender equality are located, it is seen that the registered women's employment and institutional ECCE services are high, and by contrast, in the second scenario,⁵⁰ in which countries with high gender inequalities are located, it is seen that the informal women's employment is high and the ECCE is defined as a gender burden more than an institutional service. In the countries included in the second scenario and especially in low-income households, women prefer to leave employment or tend to be unregistered care services, considering the opportunity cost of motherhood (Esping-Andersen 2011). The main argument underlying these trends is the approach that holds women responsible for unpaid domestic work, especially childcare.

Even in countries where women's and men's employment are close in comparison or equal, women are at a disadvantage in the sharing of unpaid domestic work and especially care work. On average, women spend 4 hours and 25 minutes a day on unpaid care, while men

spend 1 hour and 23 minutes. The countries where this time difference between men and women regarding unpaid care work is the least are the northern European countries in the first scenario. While men undertake more than 40 per cent of unpaid care in Sweden, Norway and Denmark, this rate decreases considerably in countries in the second scenario. For example, the ratio is 20.9 per cent in Turkey (ILO 2018). Globally, on average, women spend 2.5 times more than men on unpaid domestic work and care work (ILO 2017). While working women in Turkey spend 3 hours 31 minutes a day on unpaid work, men are seen to set aside only 46 minutes a day for this work (Ekiz Gökmen 2017). Similarly, in Tunisia and Morocco, women spend six times more than men on unpaid care and domestic work (OECD 2019a).

During the Covid-19 pandemic, it is likely that the time spent by women in working life and at home will change and their gender-based burdens will become more severe. In research conducted in the United Kingdom, although there has been more equal burden-sharing between women and men in domestic work and childcare in cases where men are unemployed or working from home during Covid-19, it is underlined that the extra burden remains on the women's shoulders (Sevilla and Smith 2020). According to the results of research conducted among 800 people before and after the pandemic in Italy, in the scenario where women continue to go to the workplace and men work from home during the pandemic, men spend more time on domestic work, childcare and home-schooling; but if both parents work from home, in this situation women spend much more time than men on these duties (Del Boca et al. 2020). According to a study in the EU, working women with children under 12 in the household spent 54 hours per week on childcare (compared with 32 hours for men); in comparison, women who are unemployed spent 74 hours (compared to 37 hours for men) (Eurofound 2020). There are several reasons proposed for the increase in existing gender inequality during the Covid-19 pandemic.

The first is the closure of day-care centres during the pandemic. The wage gap problem faced by women in the labour market puts women in a more disadvantaged position with

⁴⁹ For example, Scandinavian countries. Children in Denmark can go to ECCE centres from the age of 6 months and in Sweden and Norway from the age of 1 year (ILO 2018). As of 2020, the female employment rate is 72.07 per cent in Denmark and 74.18 per cent in Sweden (OECD 2020b).

⁵⁰ Most of the countries in the southern European welfare regime are examples. In Spain, three quarters of working mothers live in the same city with their close relatives due to their needs for childcare support (Moreno 2015). In Turkey, 86 per cent of childcare is carried out by the mother (TurkStat2016).

the closure of day-care centres. It is known that on average, women generally work for 20 per cent lower wages than men (ILO 2018). This difference in wages varies according to the welfare levels of countries, and it is seen that this difference is higher in countries with undeveloped welfare levels. As a matter of fact, according to 2019 data, while the wage gap is 4.9 per cent in Denmark and 5 per cent in Norway, it increases to 22.7 per cent in Israel (OECD 2019b). In Turkey a study that dramatically reveals the problem of the gender-based wage gap states that the wage gap between mothers and fathers is 19 per cent, and the wage gap between mothers and non-mothers is 11 per cent (ILO 2020a). In countries such as Lebanon, women nurses are highly preferred as they can be employed for longer hours and lower wages (UN Women 2017).

For this reason, it is not surprising that the burden of childcare, which emerged as a result of the closure of ECCE centres during the pandemic period, is borne by women as they work for lower wages and therefore the tendency to leave employment is more common among these women (Alon et al. 2020, OECD 2020a). In a study conducted in the United Kingdom, it is stated that one-third of day-care centres are permanently closed after the pandemic in the most disadvantaged regions. In the same study, it is stated that 81 per cent of working mothers need childcare to be able to work, but 51 per cent do not have the opportunity to care for children (WBG 2020). In a sense, this reflects the decision to divide care and labour between the family and the market (Jenson and Sineau 2003). Studies are indicating that the difference in wages between genders is related to pregnancy or birth (Kleven et al. 2019). In this context, the disadvantages linked to gender roles create an effect that reinforces them. It can be predicted that this effect will vary according to the gender norms of countries. For example, in the Middle East and North Africa region, most men still consider that women's key role is care; 87 per cent of men in Egypt and 72 per cent of men in Morocco share this opinion (UN Women 2017). For this reason, in these countries, women's burden of care is more likely to increase after the pandemic.

The second reason is that the sectors where women primarily work are more affected by Covid-19. According to an analysis by UNCTAD, the impact of the Covid-19 pandemic on

the services sector has been more severe than other recent crises. The pandemic has significantly and adversely affected the entire service sector, particularly tourism, retail and hospitality services (UNCTAD 2020). Considering that women make up more than half of the service sector employees worldwide (54 per cent in 2019), it is inevitable that the negative impact created by Covid-19 in the services sector will have more severe consequences for women. When one observes the distribution of female employment in the three main sectors, it is seen that the highest rate of employment for women is in the services sector. The distribution of women's employment by sectors across the OECD in 2019 is 3 per cent agriculture, 11.6 per cent industry and 85.4 per cent services. The distribution of women employment by sector in EU countries draws a similar picture to OECD countries (WB DataBank 2019). Service sector employees were the most affected by the Covid-19 situation.

Therefore, women's unemployment has increased significantly compared with men. Comparing the February and May 2020 data in OECD countries, the unemployment rate for women increased from 5.39 per cent to 9.12 per cent, and for men from 5.07 to 7.96 per cent (OECD 2020c). While unemployment for men in the USA increased from 3.55 million in February, pre-pandemic crisis, to 11 million in April after the crisis, this number for women increased from 2.7 million to 11.5 million after the crisis (UN Women 2020). Turkey has a similar picture. During the Covid-19 pandemic, the female workforce decreased by 13.9 per cent and female employment by 11.9 per cent. In addition, the revised broadly defined female unemployment rate rose to 56.9 per cent in April 2020 compared with April of the previous year (DİSK-AR, 2020). In this case, it can be interpreted that as women's unemployment increases, the time spent by women at home, devoted to domestic work and care, and therefore the domestic burden, will increase.

► Cases in a global context

The Covid-19 pandemic has brought many challenges all over the world – some of which can be resolved in the short term and some in the long term – such as increasing social inequalities, deteriorating health and decreasing social harmony. One of these

challenges is related to ECCE services. As stipulated in the Convention on the Rights of the Child, the need for measures to be taken in cooperation with all national and international actors who take responsibility in this regard, especially during the Covid-19 pandemic, has increased to protect and improve the right to education, health and safety of every child. It is highlighted that even before the Covid-19 epidemic, childcare has turned into a global crisis (Samman et al. 2016). The global childcare crisis has inevitably become even worse during the pandemic. In a study examining the effects of the Covid-19 pandemic on work and family life, it is estimated that more than 40 million children worldwide miss early childhood education as a result of ECCE centre closures (Gromada et al. 2020). Such an effect leads families to alternative options for ECCE. Supporting this view, according to a survey among working families in the United States of America, United Kingdom, France, Germany and Italy, 60 per cent of families do not receive outside help for ECCE and 10 per cent receive less help than before the pandemic (Krentz et al. 2020). There are several reasons why the demand for ECCE services decreased after the pandemic began. Firstly, many grandmothers were obligated to cease care during this period (Kalaylioğlu et al. 2020) because the effects of the Covid-19 virus are more severe for the elderly. Especially during the time when the virus first appeared, and as of 14 May 2020, more than 80 per cent of deaths were over the age of 60 (Worldometer 2020). This has changed the current situation regarding childcare from grandmothers.

Secondly, due to ECCE centre closures and the temporary suspension of services, parents have had to rethink their work-life balance and make a programme suitable for the new situation. An e-survey among 9,153 contributors in the EU revealed that people, especially women with children under 12, were having great difficulty in balancing their work and personal life (Eurofound 2020). As an example, according to a survey conducted in Germany in May 2020 among 7,700 employees, 27 per cent of women have had to decrease their working hours due to the school and ECCE centre closures. For men, this rate is 16 per cent (Reuters 2020). Thirdly, ECCE services may become less accessible and less affordable due to the increase in costs related to precautions such as extra hygiene and significantly

reducing the number of children in the same group (Gromada et al. 2020). The three stated reasons direct all actors who have assumed responsibility in this area to discuss the current ECCE methods used by families before the Covid-19 pandemic to determine what changes and support are needed in this extraordinary period. However, it is necessary for these actors to develop a reflex that can minimise the negative effects created by the pandemic in the field of ECCE and on the national and local education systems, work-life balance and parents.

To overcome the short and long-term difficulties that may arise in the field of ECCE and are caused by the Covid-19 pandemic, national and international actors have implemented many legal, financial and operational measures with various collaborations between them. In addition, the number of countries taking measures is increasing day by day. While the number of countries/regions that had planned or implemented social protection due to Covid-19 on 20 March 2020 was 45, as of 12 June 2020, 195 countries/regions had since implemented such measures (Gentilini et al. 2020). Under this heading, ECCE practices during the pandemic period will be discussed with country examples under the three specified categories.

Legal provisions and interventions

Although the general trend is that legal regulations follow the practices, the first step in this process was to apply for legal regulation due to the severe consequences of the Covid-19 pandemic affecting large numbers of people. Among the legal measures, the most common practice is ECCE centre closures. The fact that care and education activities are carried out in a limited area in these centres and that children and teachers/care employees are in constant communication together made such a decision mandatory. In a study investigating the effect of Covid-19 on children in China⁵¹, it is stated that 90 per cent of children show no symptoms compared with adults, but infants and preschool children have more severe symptoms than adults. The same study points out that children under the age of 6, especially infants, are more vulnerable to Covid-19 infection (Dong et al. 2020). These conditions directed governments to interventions that would temporarily prevent children from gathering.

⁵¹ The study included country-wide case series consisting of 2,135 paediatric patients reported to the Chinese Center for Disease Control and Prevention between 16 January and 8 February 2020. In this sense, although it is a small-scale study for such a large epidemic, it is important in terms of emphasising the effect of the virus on children under 6 years old.

For this reason, many countries have decided to close ECCE centres within the framework of the precautions to be taken in this pandemic situation. The UN Education, Scientific and Cultural Organisation states that schools have been closed in 138 countries (Van Lancker and Parolin 2020). The closure of schools and ECCE centres is an important and necessary step to protect the health of children, families and society by preventing the rapid spread of the Covid-19 virus. However, not every country or the local government decided to close ECCE centres, and regional or local closures were applied in some countries (Van Lancker and Parolin 2020). Some precautions have been designed to allow limited ECCE services for children with parents from segments such as healthcare professionals who have to work intensively during Covid-19. Canada is one of the best examples where this variety of measures can be seen (IFC 2020).

According to research among 215 interviewees in Canada, including ECCE centre managers and child-minders, 58 of the 161 ECCE centres are open, 16 centres are open for children of essential workers, 41 centres are planning to reopen and 46 centres appear to be unsure regarding reopening. In interviews with 54 people who provide home care, it is seen that 17 child-minders serve all children and 26 child-minders serve only the children of parents who need to work, eight child-minders are hesitant to start working again and three of them are hesitant to provide services again (Pettit 2020). Similar research was conducted in the state of Wisconsin, United States of America. According to this, it is stated that as of 19 May 2020, 39 per cent of 4,500 childcare providers were closed or did not provide services, in 19 of 72 districts⁵² over 50 per cent of childcare providers were closed or did not provide services. However, among those who were asked for information, some were unaware of the closure status. It is estimated that this situation affects at least 57,000 children and more than 12,000 childcare providers (Wisconsin Policy Forum 2020). Similarly, Costa Rica has also implemented provisions for a limited number of day-care centres for children of those who have to work, even during periods of business closures and curfews (Gentilini 2020). Finland, Sweden,

Iceland and Estonia are among the countries that did not decide to close preschools (ECDC 2020).

As another legal provision, distance education models have been implemented as an alternative model simultaneously with the ECCE centre closures in many countries. Many international organisations also support the acceleration of this implementation. The United Nations has called for governments to prioritise education for all children. In addition, the Global Education Coalition was established by the UN to strengthen distance learning and facilitate the reopening of schools (UNICEF 2020). Though it varies depending on the educational levels, distance education has begun to be implemented for the early childhood period. However, which technology is used, and the scope of distance education varies according to the country/region. In countries with limited internet, governments mostly use a mix of distance education methods, with traditional tools such as radio and television, and the distribution of printed materials, while in IT-developed countries more online education has been implemented. Also, the development levels of countries have affected the scope of distance education. While distance education covers 80-85 per cent in high-income countries, this ratio falls below 50 per cent in low-income countries. However, in many regions, early childhood education has been the least common in terms of the scope of distance education among all education levels (UN 2020).

In the pandemic period, national or local governments have made legal arrangements to protect the work-life balance for employees with school-age children. For example, the United States of America adopted a law titled "Families First Coronavirus Response Act"⁵³ on 18 March 2020. Accordingly, employees can receive "public health emergency leave" until 31 December 2020, to take care of their children during the pandemic. Furthermore, according to the act employers with fewer than 500 employees, especially, should give their employees up to 12 weeks of paid leave as a result of school and ECCE centre closures (sec. 3102).⁵⁴ Another precaution that will

⁵² Districts with over 50 per cent closure information: Portage, Adams, Marquette, Calumet, Fond du Lac, Sheboygan, Ozaukee, Waukesha, Walworth, Forest, Marinette, Vilas, Bayfield, Oneida, Door, Menominee, Rusk and Iron districts (Wisconsin Policy Forum 2020).

⁵³ Law no: 116-127 (18/03/2020) (available at: <https://www.congress.gov/bills/116th-congress/house-bill/6201>).

⁵⁴ Employers are not required to pay employees for the first 10 days of public health emergency leave, such as Covid-19. However, during this time, an employee can use accrued paid leave. After the first 10 days, employers must pay at least two-thirds of the employee's normal salary for the number of hours the employee normally works per week. The maximum amount of compensation for such leave is US\$ 200 per day and US\$ 10,000 in total.

facilitate the maintenance of work–life balance has been implemented in Australia under the name of the “childcare subsidy”. Under this policy, parents will be subsidised for more childcare services to support their participation in job searches and job interviews in the event of a decrease in working hours during the pandemic. For example, while a single parent is subsidised for 72 hours of childcare in return for 30 hours of work every two weeks, a subsidy for 100 hours of childcare in return for 15 hours in two weeks for job applications and job interviews during Covid-19 was applied (AG Department of Education, Skills and Employment 2020).

Operational provisions and interventions

Operational measures and interventions during the Covid-19 pandemic aim to ensure that ECCE services are carried out without interruption and the health of both children and ECCE employees are not adversely affected. To this end, guides and guidance programmes regarding ECCE have been prepared for parents and ECCE service providers in many countries. Italy has initiated the “CiStoDentro Project” for children and parents who lead an isolated life at home during the pandemic. The project aims to encourage parents and children to read, play and write stories about their daily experiences at home. Children could also share their creations by uploading them to a website (EC News 2020). With this initiative, children sharing with each other is increased and it turns into a socialisation tool even from a distance.

Other operational measures are the decisions and recommendations taken to ensure that ECCE centres actively provide services again while keeping the Covid-19 infection risk to a minimum. In the Covid-19 period, UNICEF has recommended various approaches to reopen schools. The main ones are staggering class start/end times and mealtimes, temporarily moving classes to open spaces, and reduction of class sizes (UNICEF 2020c). Apart from these, there are also recommendations such as opening schools starting with regions where the number of Covid-19 cases and the risk of transmission is the lowest and reducing the school days, at least initially (UNICEF 2020). In a study on the interventions taken in schools and

their effects during the 2009-10 H1N1 influenza pandemic in the United States of America, it is highlighted that the interventions that increase the social distance between children would be effective in controlling the spread of disease and would have less socially destructive consequences than school closures (Uscher-Pines et al. 2018). But each country/region makes decisions regarding the reopening of ECCE centres in line with their own current conditions and the resources they can allocate.

One of the operational interventions in the field of ECCE during Covid-19 is to improve the distance education skills of ECCE employees. With the closure of schools, Greece has prepared an alternative model; a free and open online course to support teachers in developing their distance education knowledge and skills to facilitate the transition to distance education. In this course, guidelines for distance education, asynchronous e-learning platforms, modern e-learning platforms and e-learning tools were introduced (EC News 2020).

Financial provisions and interventions

During the Covid-19 pandemic, various financial support packages for parents and ECCE providers have been introduced. These interventions include child allowance, harmonisation of the work–family life balance, raising funds for the expansion of the ECCE services, tax relief for ECCE providers and covering the expenses of employees. One of the social benefits of these interventions is child allowance. Several countries have expanded the volume of direct child allowance recipients, while others have made it easier to access child allowance by revising their access conditions. Austria and Germany are among the countries that have made it easier for families to benefit from childcare benefits. Austria has waived the conditions for access to child benefits and medical examinations (Gromada et al. 2020). Germany has simplified the process of reporting documents on household income, and one month's proof of income is now accepted rather than six months to qualify for child allowance. In this process, emergency child allowance (Notfall-Kinderzuschlag (KIZ)) is given to low-income families up to €185 per child until September (EU News 2020).

Malta, Italy, South Korea, Poland and Russia are among the countries that have helped working parents during the pandemic regarding childcare. One of the full-time working parents (including single-parent families) who has to take unpaid leave due to the closure of schools from private sector employees in Malta is provided with an allowance of €800 per month and €500 for part-time employees (KPMG 2020). Childminder support is provided to private sector employees who are not able to take leave in Italy during Covid-19. Accordingly, private sector employees who receive home care services are provided with coupon support of up to €1,200 for their children under the age of 12. This amount can increase up to €2,000 for healthcare professionals (Gentilini 2020). The South Korean government is providing support of up to KRW 50,000 to facilitate the transition from ECCE centres to home care for low-income households (GRK 2020). In the event of the closure of ECCE centres in Poland, parents were provided with a 14-day childcare allowance on 12-25 March for their children up to the age of eight. In Russia, as of 11 May 2020, the minimum amount of allowances for children under 1.5 years old has been increased from RUB 3,375 (US\$ 42) to RUB 6,751 (US\$ 92). However, the number of countries that have cash-based provisions for ECCE has a very low share among countries with total cash-based interventions. There are only nine countries that provide childcare support out of cash-based applications implemented in 133 countries (Gentilini 2020).

One of the actions implemented within the scope of financial measures for ECCE during Covid-19 is the cooperation of governments, local governments and various organisations to create funds for care providers. The UK government has announced that it will continue to provide financial support to local authorities to support free ECCE services for children aged 2, 3 and 4 (UK Department for Education 2020). The US state of Wisconsin has allocated a grant fund of US\$ 51.6 million to be distributed to childcare providers through the Wisconsin Department of Family and Children Services. In this context, US\$ 46.9 million was distributed to 2,635 ECCE service providers as of 29 June (Wisconsin Policy Forum 2020). A Temporary Emergency Fund arrangement has been prepared by the Ministry of Family

and Child Development to reduce the negative effects of the Covid-19 pandemic on families and ECCE providers in British Columbia, Canada. Accordingly, the fund was offered to licensed childcare providers between 1 April and 31 August 2020. The purpose of Temporary Emergency Fund is to help ECCE centres remain open securely, to help basic service employees to access ECCE services, and to meet the costs of temporarily closing ECCE centres. To benefit from this fund, if families do not want to send their children to the ECCE centre during Covid-19, or if the centre is temporarily closed during this period, ECCE centres should not demand fees from families and continue their efforts to provide childcare services at maximum capacity under suitable conditions for the health and safety of children (BC 2020). In some regions of Germany, the government has provided financial resources to childcare providers during this time (ILO 2020).

One of the financial measures implemented was to support employers in the care sector. In this context, part or all of an employee's expenses are reimbursed to employers. By means of this measure implemented in Ireland for ECCE employers, 70 per cent of the total cost of an employee's expenses before Covid-19 will be reimbursed by the Revenue and 30 per cent by the Child and Youth Affairs Office (DCYA 2020). Another financial support measure is that business taxes are temporarily not collected from ECCE centres. The UK is one of the countries implementing this practice. The government has announced that 2020-21 business taxes will not be collected for many ECCE centres in the UK (UK Department for Education 2020).

► The case of Turkey

ECCE enrolment rates in Turkey are relatively low compared with EU and OECD countries. Indeed, the enrolment rate of children aged 0-2 years in Turkey as of 2018 was only 0.2 per cent. While the OECD average in ECCE enrolment rates is 26 per cent, this rate is around 50 per cent in Scandinavian countries. Enrolment rates for 3-5 years of age, respectively in Turkey and OECD countries, are 43 per cent and 88 per cent while the EU average is 91 per cent (OECD 2020d). The reason for this is that the public

fund for preschool education in Turkey is low compared with the OECD and EU countries. OECD countries allocate on average more than 0.7 per cent of GDP, while spending for the ECCE in Turkey is less than 0.5 per cent. In Scandinavian countries, this rate is over 1 per cent (OECD Family Database 2019). Turkey's performance on ECCE relative to the rest of the world, is reflected in the provisions for ECCE during the pandemic. Indeed, the childcare sector already had various difficulties due to inadequate public funding in Turkey, and this has resulted in more clear devastating effects from the pandemic which has made the problem more visible.

Compared with the example given above, the measures that Turkey has taken on ECCE during the pandemic are seen as comparatively inadequate, especially the financial provisions. In general, legal decisions are promptly made and implemented. From the perspective of operational actions, there are no data about how successful the steps have been in practice even though they were promptly taken. The country is behind its global counterparts from the perspective of financial measures. In fact, cash assistance, tax relief and coverage of staff expenses, which are all provided by many other countries for the delivery of ECCE services, have been provided by Turkey to a highly limited extent. The legal, operational and financial measures and actions taken in Turkey during the Covid-19 pandemic are addressed as follows:

Legal provisions and interventions

Turkey has been one of the countries that responded to the Covid-19 pandemic early in terms of legal measures, being taken at the beginning of the Covid-19 period, especially in the field of education. Under these measures, ECCE centres have been closed since 16 March 2020. From the specified date, a total of 31,813 ECCE centres (25,236 public and 6,577 privates) have suspended services. It is estimated that this precaution affected 1,564,813 children and their families⁵⁵. ECCE centres reopened from 1 June 2020. The decision to reopen is valid only for private centres and has not been applied to kindergartens under the MoNE. While there

is no clear information on the reopening of the MoNE-affiliated public ECCE centres, some private ones have yet to meet the Covid-19 requirements while some of them do not have enough students to begin with even though private ECCE centres are allowed to reopen. An ECCE centre, which operates with a capacity of 180 children in the Fatih district of Istanbul, surveyed 180 parents, but only 53 parents participated. Although 27 of the participants stated that they would send their children if the ECCE centre were reopened, this number could not be reached when the centre was reopened (Ülkar and Atlı 2020).

ECCE centres affiliated with the MoNE reopened on 21 September 2020. It has been announced that a gradual process will be followed in the reopening of schools in the 2020-21 academic year and this process will start with preschool and primary school first grade students. It is stated that with the gradual process, schools will be reopened for preschool children, five activity hours of 30 minutes for one day in the first week and five activity hours of 30 minutes for two days in the second week, face-to-face. It has been announced that the same planning will be done as of the date specified in the ECCE centres that had already opened before 21 September (MoNE News 2020). However, the MoNE announced after a short while that schools of any level would start to provide distance learning from 20 November 2020 to 4 January 2021 as a part of the Covid-19 restrictions. In addition, the public and private preschools, kindergartens and training classes were informed by official letter communicated on 20 November 2020 that in-person education would resume for five days a week whereas another official letter communicated on 27 November 2020 noted that the decision to provide distance learning for public preschools and kindergartens is to be made on the recommendations of the Provincial/District Hygiene Councils depending on the course of the Covid-19 pandemic locally (Dünya Newspaper, 2020). As a result, the MoNE-affiliated ECCE centres based in Istanbul, Ankara, Kırklareli, Kayseri, Edirne and Yozgat made the decision to provide distance learning (Haber Türk, 2020). The decisions to close and reopen the ECCE centres as a part of

⁵⁵ These statistics are taken from MEB's 2018-19 Academic Year Statistics.

the Covid-19 restrictions were made in a way to allow for flexibility and various modes of learning to be provided at short notice.

In Turkey distance education in public and private ECCE centres has been implemented differently. While private ECCE centres have continued online education for children, the MoNE has implemented an activity pool application⁵⁶ created through a preschool education website instead of online education. This situation compared with the pre-Covid-19 period creates an effect that disrupts equality of opportunity in early childhood education. To minimise this negative effect, there are also measures carried out in cooperation with various institutions, especially for children who do not have access to distance education tools. UNICEF has distributed “Family Hygiene Kits” and “We Learn at Home Kits” to support disadvantaged children learning at home and facilitate coping with the Covid-19 pandemic, with the financial support of the MoNE, the Ministry of Youth and Sports, Kilis Municipality and the Red Crescent, as well as Germany. In this context, plans to distribute “hygiene kits” to more than 60,000 families in 31 provinces and “learning kits” to 90,000 households in 62 provinces have been outlined (UNICEF 2020a). In addition, the Presidency of Religious Affairs has continued distance education for ages 4-6 through videos published on its website.

Operational provisions and interventions

Operational provisions for the pandemic in Turkey can be divided into two categories, namely guidance and restrictive. Guiding measures consist of posters, bulletins and training on the symptoms of the Covid-19 virus and how to be protected from it. Restrictive measures consist of rules to be considered in face-to-face education in ECCE centres. In Turkey, the Ministry of Family, Labour and Social Services (MoFLSS) has prepared a guide for child-minders and ECCE centre employees. This guide includes suggestions for protecting both physiological and psychological health, considering the needs of different age groups. Furthermore, an informational note on preventive measures related to the Covid-19 virus for children, employees and

service buildings was shared among ECCE centres (ÇHGM 2020). The MoNE prepared an exemplary programme for preschool children called “Distance Education Closer Interest” regarding the daily routine of ECCE such as nutrition, games and physical exercise (MoNE 2020). At times when in-person education was not an option, preschool teachers provided children and their parents with remote interviews at least three times a week, communicating daily activities to the parents. In addition, a kit called My Playbox that involves auxiliary educational materials (counting sticks, puzzles, story sets, etc.) for children of vulnerable families in particular was delivered to 500 households in the 2019-20 school year. This helped children weather this whole process without being detached from their early childhood education, and their parents to become well-informed about early childhood education and save time in having access to studies and accurate information.

The resumption of operations at ECCE centres requires permission in Turkey. Centres for which opening permits are granted are required to have a maximum of 10 children in a group and not to allow cross-exposure between groups. Besides, it is expected that children’s temperatures will be measured every four hours and recorded at the entrance and exit of the ECCE centre. In addition, the creation of an isolation room in the event of suspected infection for employees is required in each centre. It was decided not to permit ECCE employees with symptoms of Covid-19 to work (Ünker 2020). However, the results of the study entitled *Education in Pandemic Conditions*, which was conducted with the participation of 2,239 people, 14.4 per cent of whom with preschool affiliations, show that the instructions in these guides cannot be met in practice. The research results demonstrate that there is not enough space in schools to maintain physical distance recommendations. Ninety-three per cent of those participating in the study stated that the required physical distance between students could not be maintained, and 90.8 per cent stated that the capacity of the classes was insufficient within the conditions determined by the Ministry of Health (Eğitim-Sen 2020a).

⁵⁶ <http://okuloncesi.eba.gov.tr>

Within the scope of operational measures, informational notes on the Covid-19 virus and how children can protect themselves from it were prepared. The Turkish Ministry of Education and UNICEF partnership "Protect yourself and your loved ones from the Corona Virus" prepared an informational poster. This poster explains how to maintain hygiene step by step, in visual and written form. It also describes what should be considered to prevent transmission of the virus.⁵⁷ As a local operational measure, Kocaeli Metropolitan Municipality organised training for ECCE centre employees on measures to be taken in centres for protection from the Covid-19 virus and services involving children (Kocaeli Metropolitan Municipality 2020).

Financial provisions and interventions

During the Covid-19 pandemic, financial provisions for ECCE are almost negligible compared to global examples. For example, there is no national practice providing direct childcare support during the pandemic in Turkey, whereas many countries have provided such social aids, especially for families who lost their jobs or worked from home during this period. However, with the cooperation of different institutions and organisations, a step has been taken to support children and ECCE service providers. Furthermore, Turkey aims to provide support for children and care providers as well as the support given to various segments within the scope of the "COVID-19 Solidarity Response Fund" supported by the UN Foundation and the Swiss Charity Foundation in cooperation with the WHO and UNICEF (UNICEF 2020b). Further tax cuts implemented in some countries have started to be implemented in Turkey. Reimbursement of payments to private school students had not been implemented (Eğitim-Sen 2020a). However, in the 2020-21 academic year, the VAT rate for private schools at all levels was reduced from 8 per cent to 1 per cent.⁵⁸ In addition, the amount of assistance provided for working mothers has been raised to €325 for the year 2021 as a part of the project implemented by the SSI to promote the formal employment of women through the support of well-educated child caregivers.⁵⁹

► Conclusions and recommendations

It is too early to thoroughly discuss the impacts and consequences of the Covid-19 pandemic on ECCE, but it is possible to consider the current effects in terms of short-term impacts. While ECCE has already been identified as a socio-economic problem in many countries around the world, the emergence of some difficulties regarding provisions and interventions for all ECCE actors during this time has deepened this problem in both social and economic effects. These include the allocation of extra financial resources for governments and local governments, an extra care burden for parents and especially working mothers, unemployment for home care providers and the emergence of a new form of ECCE demand from unions. In the global examples, it can be seen that the measures for ECCE implemented by countries to cope with these problems differ according to the legal, operational and financial dimensions. While financial provisions often come to the fore at the national level, operational and legal measures are often implemented in accordance with local conditions. While financial decisions such as supporting ECCE providers with tax breaks and expanding the capacity of child allowance are implemented at the national level, decisions regarding legal and operational provisions, such as the closure of ECCE centres, the distance education model and the issues to be considered for reopening, take into consideration variables such as internet connection, access to a computer or tablet, prevalence of the Covid-19 virus in the region and conditions/capacities of ECCE centres.

In Turkey in particular, educational activities are handled at the national level and all decisions relating to education are implemented at the national level. Therefore, during the Covid-19 pandemic, it is necessary to evaluate the provisions and interventions taken within the scope of ECCE in this context. This requirement arises from the regional and local variability of the demand for ECCE. Indeed, depending on the nature of the ECCE in demand in Turkey it is emphasised that the ECCE needs different

⁵⁷ https://www.unicefturk.org/yazi/korona_poster

⁵⁸ <https://www.trthaber.com/haber/ekonomi/ozel-okullara-kdv-indirimi-512665.html>

⁵⁹ <https://sgkegitimlibakici.org/blog/detay/calisan-Anne-Destegi-Miktari-Ne-Kadardir-?bolum=anne>

models shaped in line with local needs (UNICEF 2013). New cases have been recently brought up to corroborate this argument. Danyıldız and Kömüş report, based on an interview with a teacher based in Gaziantep, that only 20 out of 105 students can attend the distance learning courses (Danyıldız and Kömüş 2020). However, it is safe to argue that the legal and operational ECCE measures taken in Turkey during the Covid-19 pandemic have been implemented in a way to disregard these differences and gaps. While the initial action by the MoNE to suspend in-person education in schools was taken in such a way as to cover the public and private ECCE centres, subsequent decisions led to different practices between official and private centres. While the decision to keep the private ECCE centres open is left to the discretion of the private centres depending on whether they can follow the restrictions or not, room to manoeuvre has been provided for the public ECCE centres affiliated with the MoNE regarding the decision to suspend in-person education in line with the recommendations of the Provincial/District Hygiene Councils.

Even the short-term impacts indicate a need for more intensive collaboration with more actors to expand ECCE services during the Covid-19 pandemic. In line with the need for cooperation, provisions and interventions on ECCE can be grouped under legal, operational and financial cooperation subheadings in line with the above distinction.

Legal provisions and interventions

ECCE has been regarded as a service that poses more risks and requires relative caution throughout the pandemic. This situation is more evident especially for the collaborations with employers. Most businesses have switched to working from home in order to adapt to the Covid-19 situation. With this new reality, there have been important changes in working practices regarding the place and conditions of work, and occupational health and safety. However, no change has been made to create an alternative to the on-site childcare or childcare voucher, which is a method frequently used by employers. In this situation, ECCE has become a second

job for most working parents. Although the transformation of houses into workplaces has resulted in the elimination of many operating expenses for employers, it should not be forgotten that the employers' cooperation on ECCE is needed more than ever in this period. To this end, the regulation that imposes an obligation on employers to establish a nursery under certain conditions should be revised, and replaced by establishing nurseries or providing nursery vouchers through the growth of public aids and incentives. Legal reform can be rolled out to organise the weekly working days for those with children aged 0 to 6 in a way to be shared out in rotation among parents as a part of the working-from-home modalities where the time and planning of home-based care and paid work intertwine. In addition, the delivery of services by the ECCE centres, albeit limited to the children of healthcare professionals who work compulsorily during the Covid-19 pandemic, in a way similar to their global counterparts, would be an important course of action.

Operational provisions and interventions

One of the most in need of cooperation is the reopening of ECCE centres. In a study that points out that there are six dimensions to be considered in reopening schools, these dimensions are stated as policy, financing, safe operation, learning, reaching the most marginal/disadvantaged and welfare/protection (UNICEF 2020). The policy dimension refers to the reorganisation of ECCE centres in a way that legal obstacles to dissemination are eliminated, and policies that emphasise the right of every child to access early childhood education. In order to achieve this, cooperation can be made with various actors that look after the well-being of children. The financing dimension should target ensuring the continuity of these services in a safe manner by collaborating with ECCE providers and employers. In the context of the safe operation dimension, it may be possible to work in cooperation with health counselling institutions for ECCE centres, considering the special conditions of these centres. In the learning dimension, employer and local government collaborations can be developed to spread

technologies that will support distance learning. Collaboration with local governments and municipalities should be prioritised, especially in terms of reaching disadvantaged children. Addressing each region or settlement in its own context will be important in tailoring appropriate measures to local needs and conditions.

The need for cooperation arises for the continuation of distance and online education activities during periods when ECCE centres are closed. It is important to strengthen the distance and online education skills of teachers in order to prevent losses in the quality of education. In this context, cooperation between governments, the MoNE and the Ministry of Industry and Technology and education trade unions can be developed (UNICEF 2020). A similar collaboration can also be made for the job security of employees of private ECCE centres during Covid-19.

Financial provisions and interventions

The recommendations of financial measures and actions for the delivery of ECCE services during the Covid-19 pandemic are some of the easiest means to cooperate with the public authorities, private companies and other organisations. Financial collaborations should be put into effect as soon as possible, especially in countries such as Turkey which has taken weak actions thus far. Childcare assistance, which is successfully provided by the public agencies and various organisations in many countries even to a limited extent, is important for parents who have lost their job or been furloughed to cover their expenses of essential care. Such assistance can be provided by the public sector or in cooperation with businesses and trade unions. In addition, a national care fund can be created in a way that involves all ECCE actors, or municipalities can lead the formation of a care-funding committee to call upon other actors to join and take actions at the local level. Cooperation between the ECCE centres and the public sector may enable the government to cover the insurance premium payments of the ECCE staff members over the course of the Covid-19 pandemic.

Last but not least, this report was drawn up at a time when the first wave of the Covid-19 pandemic peaked in terms of the number of reported cases. Therefore, it is imperative

to have up-to-date actions and plans given that there are frequent updates about the scientific details on the virus and there is still a lot to find out about it even though the international organisations, governments and NGOs have kicked off actions to reopen the ECCE centres and schools and have plans in place for the near future. With that being the case, one should note that the aforementioned measures and actions have a lot of room for improvement.

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▶ Annex-6: List of contributing organisations

- ▶ Tekstil-İş Trade Union/ Bursa
- ▶ DİSK-Tekstil-İş/İstanbul
- ▶ Türk-İş/ Ankara
- ▶ Hak-İş- Medya-İş Trade Union/ Ankara
- ▶ Petrol-İş Trade Union/ İstanbul
- ▶ KEDV/ İstanbul
- ▶ AÇEV/ İstanbul
- ▶ TÜSİAD/ İstanbul
- ▶ UNICEF/ Ankara
- ▶ Bernard van Leer Foundation/ İstanbul
- ▶ DOSAB/Bursa
- ▶ Coats/ Bursa
- ▶ SSI/ Ankara
- ▶ Öz-İplik Trade Union
- ▶ Çankaya Municipality
- ▶ Kartal Municipality/İstanbul
- ▶ İstanbul Metropolitan Municipality
- ▶ İzmir Metropolitan Municipality
- ▶ Ankara Metropolitan Municipality
- ▶ Borusan/ İstanbul
- ▶ Doğu Otomotiv
- ▶ Siemens/ İstanbul
- ▶ Ministry of Family, Labour and Social Services (MoFLSS)
- ▶ Presidency of Strategy and Budget and Council of Social Policies, the Presidency of the Republic of Turkey
- ▶ Ministry of National Education (MoNE)
- ▶ Social Security Institution (SSI)
- ▶ Union of Municipalities of Turkey (TBB)
- ▶ Turkish Employment Agency (ISKUR)
- ▶ Turkish Confederation of Employer Associations (TISK)
- ▶ United Nations Women (UN WOMEN)
- ▶ EU Delegation to Turkey (EUD)
- ▶ Supreme Board of Organised Industrial Zones (OSBUK)
- ▶ Nilüfer Organised Industrial Zone (NOIZ)



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