

# 개회사



안녕하십니까? 반갑습니다! 육아정책연구소 소장 우남희입니다.

오늘 교육부가 주최하고 저희 연구소가 주관한 「한-OECD 유아교육·보육 정책 국제 세미나」에 여러분을 모시게 됨을 영광스럽게 생각합니다. 저희 육아정책연구소는 국내·외 유아교육과 보육 정책 전문가를 모시고 유아교육과 보육 정책 현안에 대해 OECD 여러나라의 사례를 들어보고 한국의 유아교육과 보육 정책의 미래를 논의해 보고자 자리를 마련하였습니다.

특히 이번 국제세미나는 2014년 국무조정실의 「영유아교육·보육통합추진단」 출범과 함께 우리나라에서도 본격적으로 추진 중인 ‘유아교육과 보육 통합’에 관해 OECD 국가들의 실제 사례들을 직접 들어볼 수 있는 의미있는 기회가 될 것이라고 생각합니다.

이원화되어 있는 유아교육과 보육 체계의 통합 문제는 과거부터 오랜 정책 과제로 제기되어 왔지만, 2013년에 새 정부의 출범 후에야 정부 차원에서 구체적인 방향 및 추진 계획을 발표하고 마침내 본격화되고 있습니다.

즉, 이제는 유보통합에 대해 그 필요성에 대한 논쟁과 이해관계의 대립이 뜨거웠던 초기 단계를 지나, 당위성에 대한 합의를 바탕으로 구체적으로 추진이 되고 있는 단계라 할 수 있습니다.

유보통합의 일차적 목표는 분명 이원화되어 있는 유아교육과 보육간의 격차를 해소하고, 효율적으로 통합·관리하여 0-5세 영유아의 발달에 맞는 양질의 서비스를 제공하고 부모의 선택권 및 편의성을 보장한다는 것입니다.

이러한 유보통합의 당위성에 대한 공감대가 형성되고 있는 현 단계에서는 유보통합의 구체적인 방법과 유보통합이 이루어진 미래에 대한 예측이 필요합니다. 이에 금번 국제세미나는 매우 시의적절하고 중요한 기회라 생각됩니다. 이번 세미나를 통하여 다양한 유보통합 사례를 보며 많은 것을 느끼고 배우게 되기를 기대합니다.

그러나 이 세미나의 목적이 단지 몇몇 국가들의 사례를 보며 그대로 배우자는 것만이 아닌, 우리나라의 특수성을 고려한 우리만의 전략을 논의하고 마련하는데 있다는 것을 잊지 말아야 할 것입니다. 유보통합의 성공적 전략을 논의하는데 있어서는 우선, 한국의 유아교육과 보육이 지닌 특수성과 유아교육과 보육 현장 각 분야가 지닌 고유의 문제점들이 고려되어야 할 것입니다. 이번 세미나가 우리나라의 성공적인 유보통합이 어떠한 절차, 어떠한 방법으로 추진되어야 할 것인지 진지하게 고민하는 논의의 장이 될 수 있기를 바랍니다.

유보통합이 그 누구도 아닌 유아교육과 보육 수요자인 영유아와 부모들에게 실질적인 혜택을 주기 위함임을 명심하고, 이를 위해 유보통합을 성공적으로 추진하기 위한 전략을 마련해야 할 것이라는 점을 다시 한 번 당부드립니다.

이번 세미나에서 제기될 다양한 논의들이 우리나라의 안정적인 유보통합을 실현하는 데 일조하고, 이 세미나를 주최한 교육부 뿐 아니라 모든 유보통합 업무 관련자들에게도 성공적인 유보통합 전략을 찾는 데 도움이 되길 바랍니다.

바쁜 일정에도 불구하고 이 자리에 참석해 주신 여러분께 다시 한 번 감사의 말씀을 드립니다.

감사합니다.

2015년 2월 25일  
육아정책연구소 소장 **우 남 희**

# 환영사



안녕하십니까?

바쁘신 와중에도 이번 「한-OECD 유아교육·보육 정책 국제세미나」에 참석하시고 발표를 맡아주신 OECD 교육기술부문 영유아·학교 담당 Yuri Belfali 과장님, 핀란드 헬싱키 대학교의 Lasse Lipponen 교수님, 뉴질랜드 교육평가사무국의 Sandra Collins 선임연구위원님, 노르웨이 교육연구부의 Tove Mogstad Slinde 선임고문님과 육아정책 연구소의 김은설 박사님, 그리고 영상으로 발표해주신 런던대학교의 Peter Moss 명예 교수님께 먼저 따뜻한 환영의 인사를 전합니다.

더하여 축하말씀을 해주신 국회 교육문화체육관광위원회의 신의진 의원님과 종합 토론을 이끌어주실 덕성여대 신동주 교수님, 그리고 내외 귀빈 여러분께 감사와 환영의 인사를 드립니다. 이번 국제세미나를 위해 물심양면으로 도와주신 우남희 육아정책 연구소 소장님께도 감사드립니다.

이번 한-OECD 국제포럼은 OECD 주요 회원국의 유아교육·보육 정책 주요 동향을 살펴보고 정책적 시사점을 모색하기 위해 마련되었습니다.

올해 교육부는 국민행복 실현을 위하여 “모두가 함께 하는 행복교육, 창의인재 양성”을 2015년 교육정책의 비전으로 삼고 학생 개개인의 가능성을 싹틔우는 행복교육이 될 수 있도록 다방면에서 정책들을 펴나가고 있습니다.

행복교육을 위해 중요한 것 중 하나가 출발선 평등을 보장하는 유아교육이라고 생각합니다. 영유아기는 교육에 대한 투자 효과가 가장 높은 시기이기도 하지만, 이 시기의 교육 효과는 당사자인 유아뿐만 아니라, 부모와 사회 전반에 걸쳐 폭넓은 영향력을 미칩니다. 그리고 이 영향력의 범위는 유아교육의 질(quality)에 따라 갈린다고 할 수 있습니다.

정부는 유아교육의 질을 높이기 위해 3~5세 유아를 대상으로 누리과정을 도입하고, 유치원과 어린이집으로 이원화되어 운영되고 있는 교육·보육과정을 통합하여 유아교육의 질을 한 단계 높인 바 있습니다. 이는 부모의 양육부담을 경감하고 출발선 상에서 공정한 기회를 제공하여 유아의 건강한 성장과 발달을 지원하는데 큰 의의가 있습니다.

한 단계 더 나아가, 정부는 영유아의 교육·보육과정을 통합하기 위해 2014년에 국무조정실 내에 「영유아교육·보육통합추진단」을 설치하고 2016년까지 단계별 추진 전략을 마련하여 유보통합을 마무리하기 위해 박차를 가하고 있습니다.

이러한 맥락에서 유보통합을 완성한 핀란드, 노르웨이, 뉴질랜드의 사례들과 현재 활발하게 논의 중인 영국의 사례를 살펴보고 공유하는 이번 국제세미나는 앞으로 우리가 추진할 유아 교육·보육 정책에 유의미한 시사점을 줄 것이라고 기대합니다.

바쁘신 가운데서도 참석해주신 분들, 그리고 오늘 국제세미나에 관심을 보여주시는 모든 분들께 다시 한 번 진심으로 감사드리며 특히, 해외 참석자 여러분 모두 한국에서 즐겁고 뜻 깊은 시간 보내시기 바랍니다.

감사합니다.

2015년 2월 25일

부총리 겸 교육부장관 **황 우 여**

# 축 사



안녕하십니까?

새누리당 국회의원 신의진입니다.

우리나라의 성공적인 유보통합 전략을 마련하기 위해 「한-OECD 유아교육보육 정책 국제세미나」가 개최된 것을 진심으로 축하드립니다.

먼저 세계 주요 국가들의 유보통합 사례를 소개해주시기 위해 각국에서 참석해주신 여러 전문가분들께 진심으로 감사와 환영의 인사를 전합니다.

그리고 바쁘신 와중에도 불구하고 우리나라 보육 정책에 관심을 가지고 이 자리에 참석해주신 내빈 여러분들께도 감사의 인사를 전합니다. 아울러 오늘 뜻 깊은 자리를 마련해 주신 황우여 사회부총리님과 우남희 육아정책연구소 소장님을 비롯한 관계자 여러분께도 감사의 말씀을 드립니다.

최근 어린이집에서 발생한 아동학대문제로 인해, 아이를 키우는 부모님들뿐만 아니라 우리나라 국민 모두가 보육환경의 개선에 대한 관심이 높습니다.

이러한 때에 정부가 추진하고 있는 유보통합은 우리의 미래인 아이들이 바르고 건강하게 자랄 수 있는 양질의 보육과 교육환경을 제공하는 초석이 된다는 점에서 그 중요성이 매우 큽니다.

우리나라의 경우, 어린이집과 유치원의 관리주체가 다르고, 국공립시설과 다양한 형태의 민간보육시설이 함께 운영되고 있습니다. 따라서 성공적인 유보통합을 위해서는 다양한 사례를 연구하고 우리나라에 가장 적합한 전략을 수립하는 것이 매우 중요합니다.

이러한 의미에서 오늘 국제세미나는 세계 주요 국가에서 방문한 보육전문가들을 모시고 각국의 유보통합 실태와 성공사례를 확인할 수 있는 뜻 깊은 자리가 될 것입니다.

모쪼록 오늘 국제세미나에서 심도있는 토론을 통해 우리나라의 성공적인 유보통합 전략이 마련되길 바랍니다.

저 또한 국회의원의 한사람으로서 오늘 논의 될 내용을 경청하고, 향후 정부의 유보통합 추진에 힘을 보태도록 노력하겠습니다.

다시 한번 참석해주신 모든 분들께 감사드리며, 여러분 가정에 행복이 가득하시길 기원하겠습니다.

감사합니다.

2015년 2월 25일  
국회의원 **신 의 진**

# Program



일시/장소	시 간	내 용
2/25(수) 플라자호텔 그랜드볼룸 (별관 B2F)	13:00-13:30	등 록
	13:30-13:50	개회사 환영사 축 사 우남희 육아정책연구소 소장 황우여 부총리 겸 교육부 장관 신의진 새누리당 국회의원
	13:50-14:10	우리나라의 유아교육·보육 통합 정책 김은설 육아정책연구소 정책연구실장
	14:10-14:30	유아교육·보육의 국제적 추세와 정책 방향(OECD) Yuri Belfali Head of Division, Early Childhood and Schools, OECD
	14:30-14:50	휴 식
	14:50-15:30	유아교육·보육 통합 정책 사례 1 (핀란드) Lasse Lipponen Professor, University of Helsinki, Finland
	15:30-16:10	유아교육·보육 통합 정책 사례 2 (뉴질랜드) Sandra Collins Manager Special Projects, Education Review Office, New Zealand
	16:10-16:30	휴 식
	16:30-17:10	유아교육·보육 통합 정책 사례 3 (노르웨이) Tove Mogstad Slinde Senior Advisor, Ministry of Education and Research, Norway
	17:10-17:40	유아교육·보육 통합 정책 사례 4 (영국) Peter Moss (영상) Emeritus Professor, University College London, UK
	17:40-18:00	종합 토론 및 질의 응답 진행 : 신동주 Head of OECD ECEC National Coordinator, 덕성여자대학교 교수
	18:00-	만 찬
2/26(목) 플라자호텔 오키드홀(4F)	09:30-10:00	등 록
	10:00-12:00	체계적 유보통합 전략 도출을 위한 심층 토론
	12:00-12:15	폐회식

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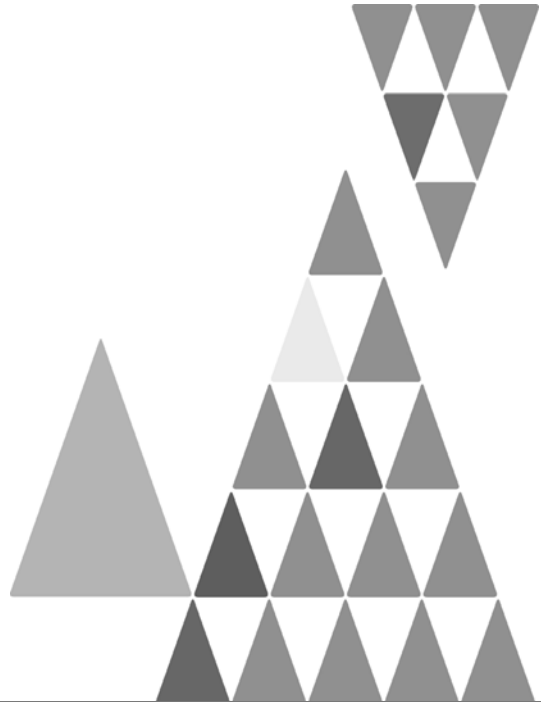


한-OECD 유아교육·보육 정책 국제세미나

# 우리나라의 유아교육·보육 통합 정책

김은설

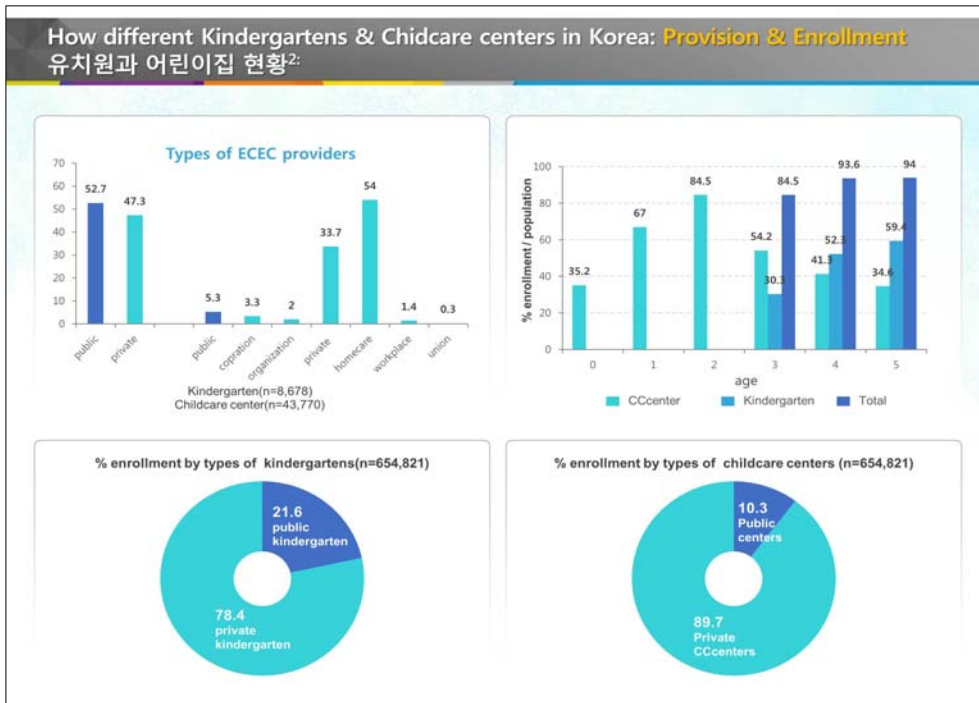
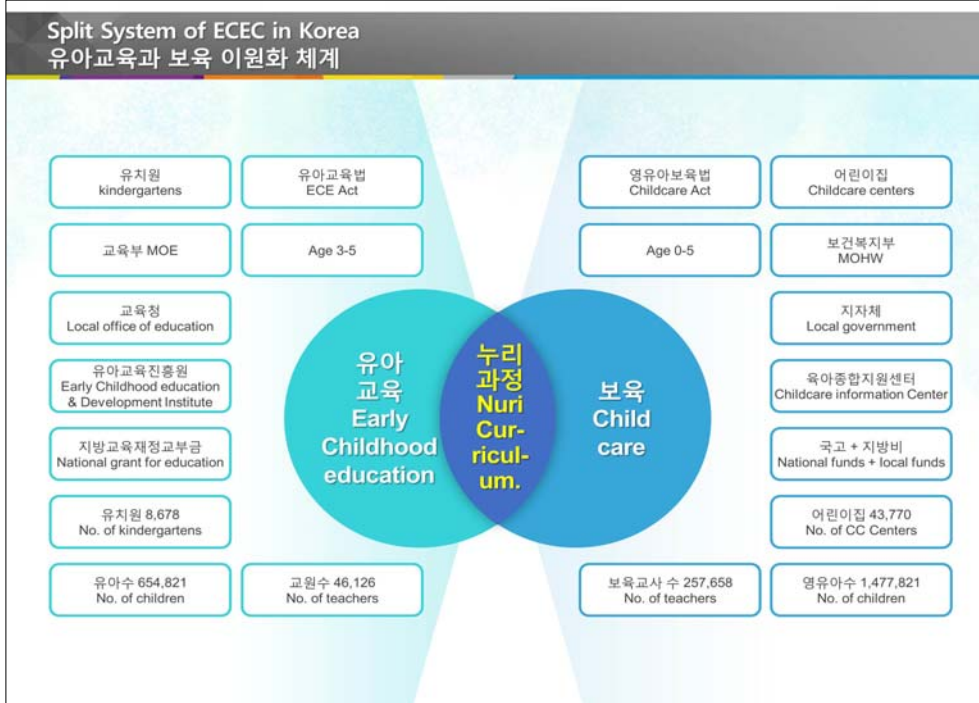
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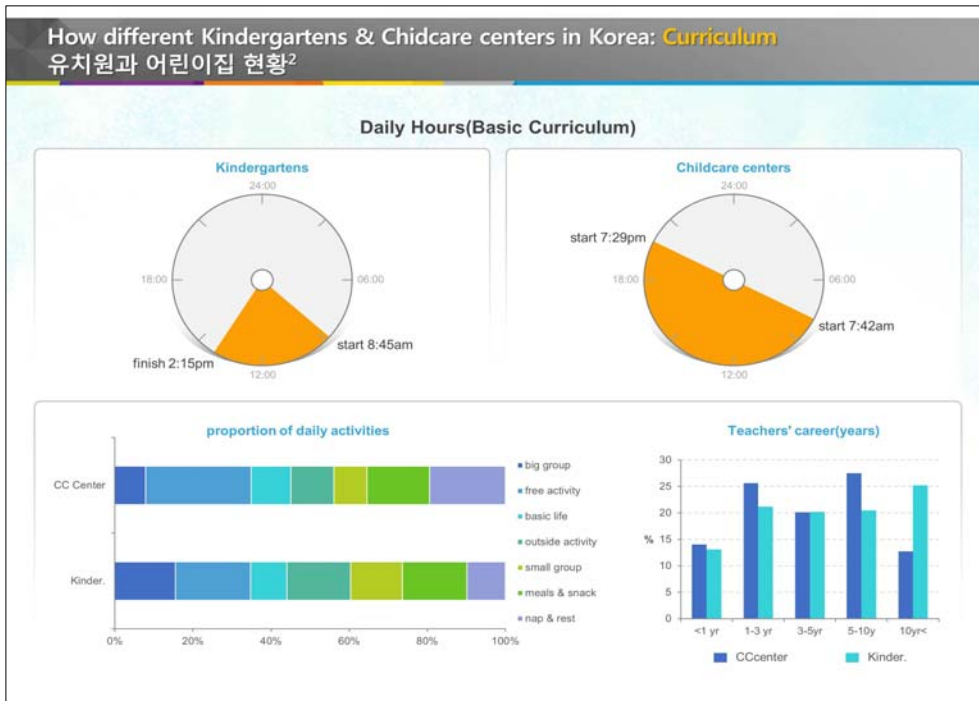
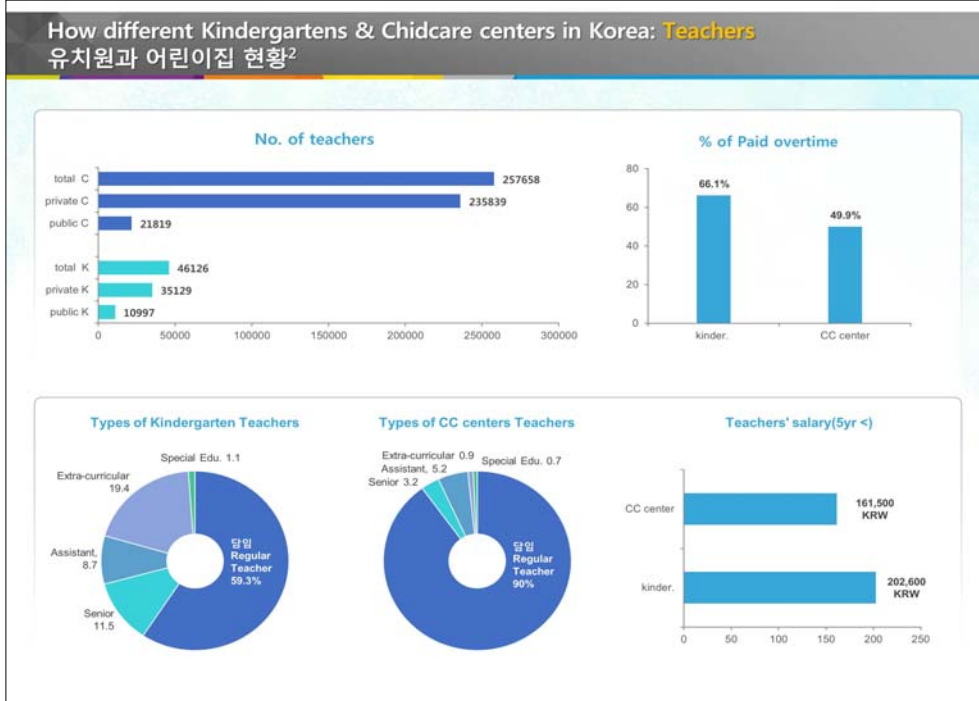


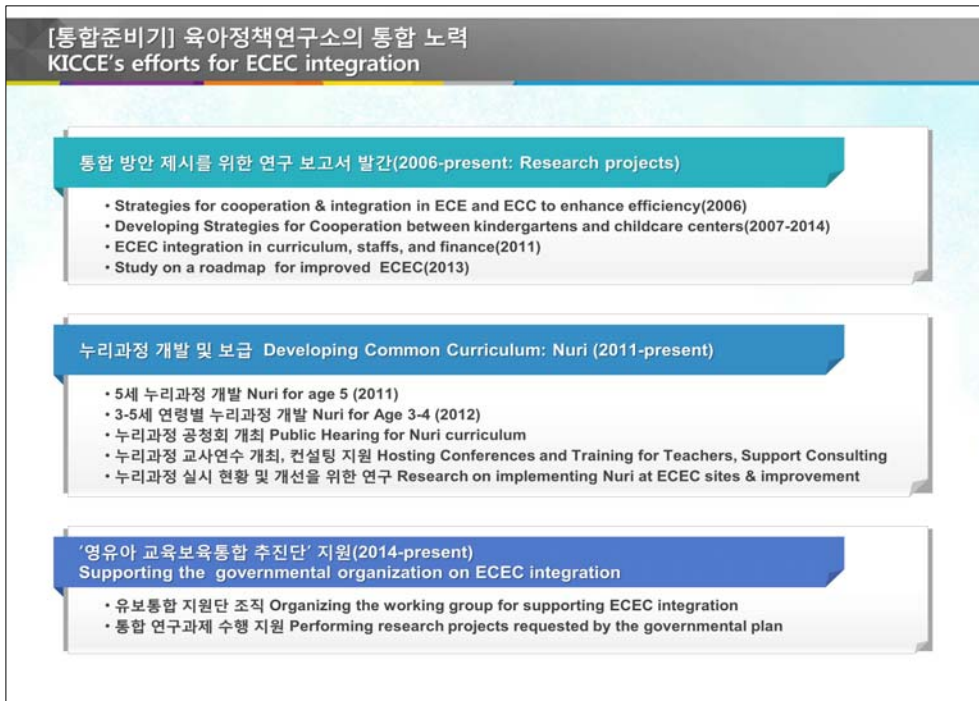


## Content

- Split System of ECEC in Korea
- Difference between Kindergartens & Childcare centers in Korea
- History of ECEC Integration
- Current Status for ECEC Integration Policy







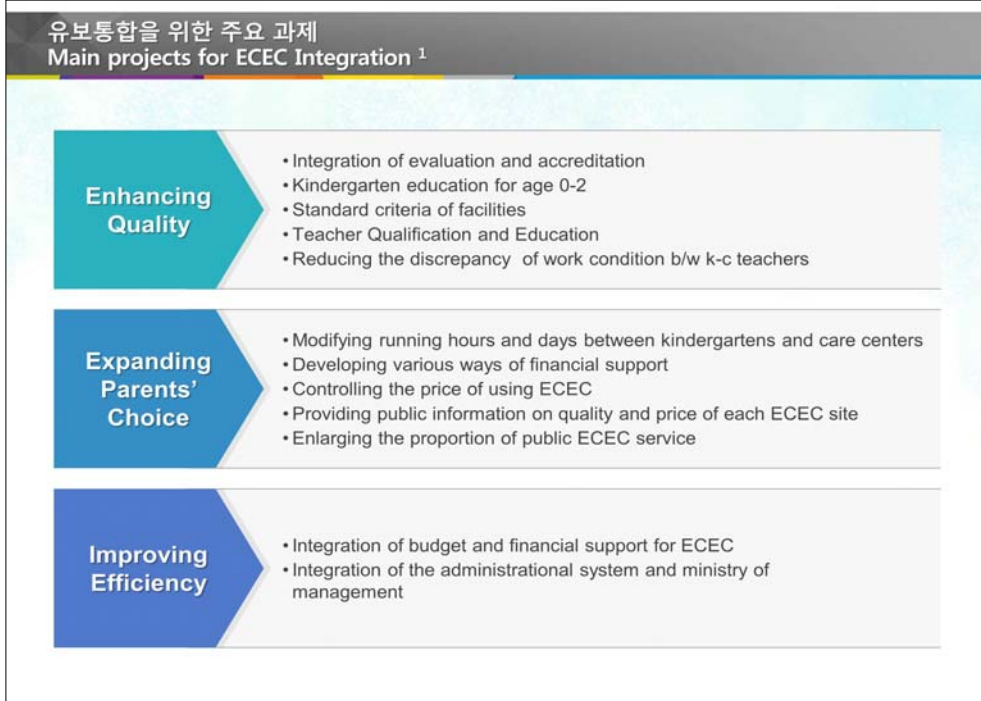
**[통합추진기] 유보통합정책 현황**  
**Current Status of Policy (by "Office of Integrating ECEC<sup>1</sup>")**

- Aims of integration: a) to enhance the quality of ECEC equally, b) to resolve the inconvenience of parents due to the split system of ECEC
- Organization & Function of the OIE

<b>Organization</b>	<ul style="list-style-type: none"> <li>• Planning and coordination division/ Improvement of management division/ Enhancing the criteria of evaluation division</li> </ul>
<b>Personnel</b>	<ul style="list-style-type: none"> <li>• Total 18 (15 governmental officials from MOE, MOHW, &amp; MOSF + 3 nongovernmental professionals)</li> </ul>
<b>Function</b>	<ul style="list-style-type: none"> <li>• Developing strategies and concrete planning of integration</li> <li>• Analyzing the proceeding status of ECEC integration and evaluation</li> <li>• Coordination and management of the steps of integration</li> </ul>

**Plan: 3 Steps of ECEC integration by the Office of Integrating ECEC<sup>1</sup>**

<p><b>Step 1</b></p> <p>Precedent Projects (2014)</p> <ul style="list-style-type: none"> <li>• Integration of open information to public</li> <li>• Common criteria of accreditation and evaluation</li> <li>• Integration of tuition paying cards</li> </ul>	<p><b>Step 2</b></p> <p>Rule Improvement (2015)</p> <ul style="list-style-type: none"> <li>• Common rules of finance and account</li> <li>• Criteria of environment and facilities</li> <li>• Curriculum and running time</li> <li>• Education system and qualification of teachers</li> </ul>	<p><b>Step 3</b></p> <p>Integrating in Ministries and Budget (2016)</p> <ul style="list-style-type: none"> <li>• Improving the work environment and salary of teachers in ECEC</li> <li>• Integration of administration and finance</li> </ul>
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### End Note

1. 이미화(2014). 유보통합의 주요 이슈. 제2차 육아선진화 포럼 자료집. 육아정책연구소
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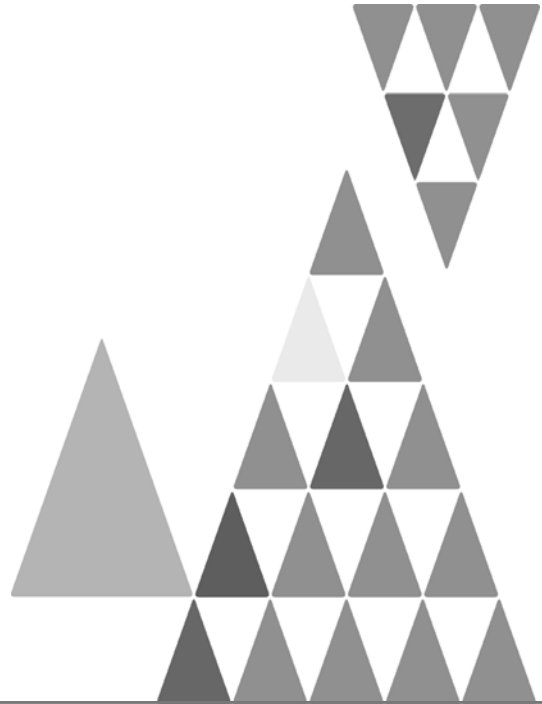


한-OECD 유아교육·보육 정책 국제세미나

[ 유아교육·보육의 국제적  
추세와 정책 방향(OECD) ]

Yuri Belfali

(Head of Division, Early Childhood and Schools, OECD)





## Biography

Head of Division, Early Childhood and Schools, Directorate for Education and Skills, OECD

Ms. Belfali supports the Directorate for Education and Skills in providing strategic direction to the work on knowledge generation and its policy implication concerning skills development in early childhood education, care and school systems. She oversees large scale surveys including the Programme for International Student Assessment (PISA), Teaching and Learning International Survey programme (TALIS) and thematic analyses and reviews. Ms. Belfali joined the OECD in 2013 as a Senior Analyst in the Directorate for Education and Skills' Policy Advice and Implementation Division, where she managed knowledge mobilisation, education policy country reviews and accession technical reviews. Before joining the OECD, she worked for UNICEF as Chief of the Education Section in Morocco and the World Bank in the field of human development between 2002 and 2012. She started her career as an associate expert of the UN and also worked for JICA and a consulting firm in Japan. Ms. Belfali, a Japanese national, holds a Master's degree in International Educational Administration and Policy Analysis from Stanford University and a Bachelor's degree in International Relations from Tsuda College, Tokyo



## abstract

### **Early Childhood Education and Care (ECEC): international trends and policy directions**

Yuri Belfali

Head of Early Childhood and Schools Division

OECD

#### ***General trends of ECEC***

**Increasing enrolment rates:** Participation in ECEC has increased between 2005 and 2012 in almost all OECD countries for children aged 3, 4 and 5, with some countries reaching nearly full enrolment. Enrolment of younger children is also steadily increasing.

**Increasing expenditure levels on ECEC:** Expenditure on ECEC has increased over time, with on average, OECD countries spending 0.58% of its GDP on early childhood education. The majority of this expenditure (over 80%) is from public sources. In countries with relatively low public expenditure levels on ECEC, the household share in expenditure, and thus parental costs of participation in ECEC, is higher.

**Increased policy attention to quality in ECEC:** Research indicates that the benefits of ECEC are dependent on the level of quality. With higher levels of public expenditure on ECEC and higher participation rates, policy-makers are increasingly focusing on what the level of quality in ECEC is, and how they can improve this.

#### ***Policy challenges in ECEC***

Current policy challenges in ECEC relate to what contributes to better quality in ECEC. OECD's Starting Strong III report (2012) tackles this issue based on five policy levers that are key for quality in ECEC. One of the five policy levers focuses on monitoring quality (service quality, staff quality, and child outcomes) in ECEC, which is a challenge in many countries. A forthcoming analytical report on this by the OECD will address how monitoring systems in ECEC are organised across OECD countries.

A recent challenge for many OECD countries refers to the integration of education and care in ECEC, as to ensure children have a continuous child development experience.

### ***Why integrate child care and early education?***

A split system can lead to incoherency regarding objectives of ECEC and early development, operational procedures, regulation, staff training and requirements. Integrated systems are usually better aligned regarding these aspects. An integrated system creates a favourable institutional environment for facilitating a more continuous child development experience. An integrated ECEC could also create more efficiency since one authority is responsible for the whole sector and less employees may be involved in creating the policy framework and implementing the policies. Better alignment can also result in more efficiency. Countries indicate that the main reason for integration is efficiency of delivery, and ensuring a more continuous child development experience.

### ***Trends in integration in ECEC***

Among OECD countries, more and more countries have moved toward an integrated ECEC system with one authority responsible for ECEC where the policy responsibility for child care and early education have been integrated under one administration. Countries with an integrated ECEC governance system often also have an integrated curriculum, inspection and monitoring system, teacher qualifications, and integrated services at setting-level. There is an emerging trend in countries in emphasising the educational and developmental benefits of ECEC for children, moving away from the objective of ECEC to stimulate parents' labour force participation.

### ***Challenges and strategies in integration***

While integration of ECEC has several benefits, countries experience challenges as well. The table below summarises the challenges as well as the strategies that could address these challenges:



Challenge	Strategy
Building consensus on goal	Clarifying the role and scope of ECEC
Ensuring even quality provision across settings that cater to whole ECEC age range	Setting out comprehensive quality goals and standards for the whole ECEC sector
Implementation	Ensuring stakeholder buy-in by involving them in the planning process Setting up agency responsible for implementation

***What do we still don't know?***

Knowledge gaps at policy-level: There is little knowledge on how integrations are facilitated in countries and what impact could integration have on quality and child development. Also knowledge gaps exist on how transitions between ECEC and primary school are facilitated.

Data gaps: We know very little about what is happening in ECEC environment, in particular about process quality in ECEC and the information on ECEC staff practices, working condition, etc. We also need to fill the data gap on the child development outcomes and to better understand how the outcomes, both cognitive and non-cognitive, relate to the ECEC environment as well as home environment and other contextual factors.



## International Trends and Policy Directions in ECEC

KOREA – OECD ECEC Seminar 2015, Seoul

Yuri Belfali  
Head of Early Childhood and Schools Division  
Directorate for Education and Skills

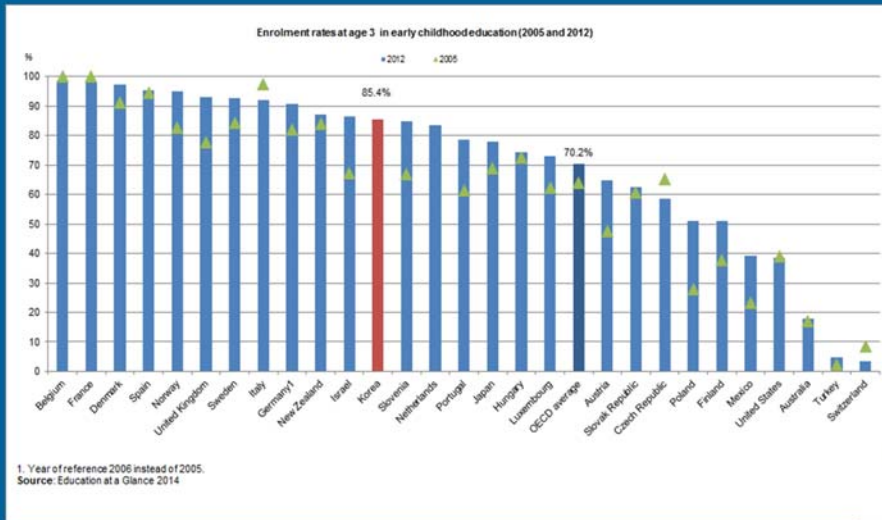


## Today

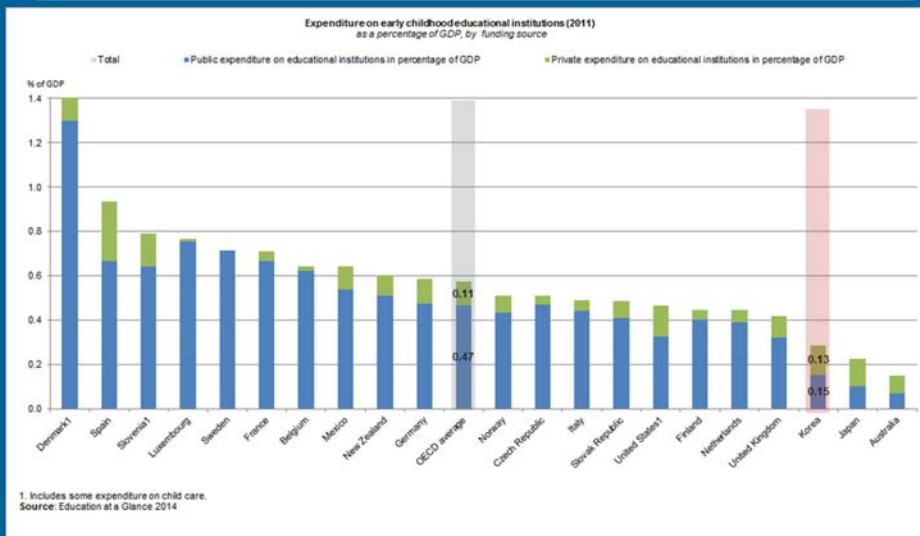
- General policy trends in ECEC
- Challenges and issues in ECEC
- Trends in integration of ECEC
- Why integration?
- Challenges and strategies in integration
- What do we don't know?
- Filling the knowledge gap

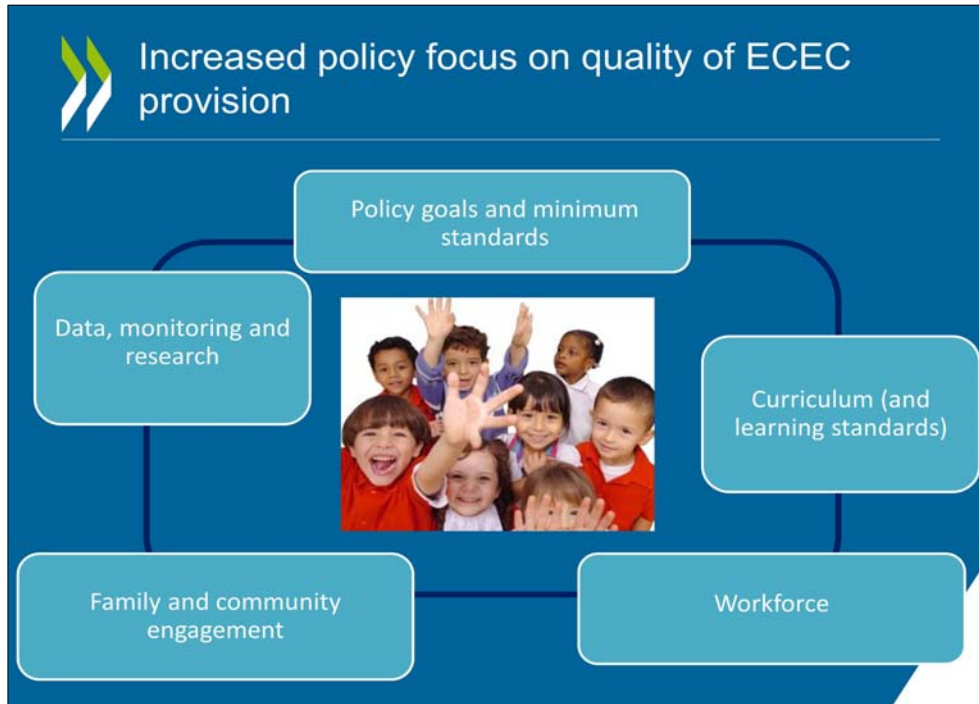


## Increasing enrolment rates



## Expenditure on ECEC





### Current policy challenges in ECEC

- What contributes to better quality ECEC? (Starting Strong III)
- How to monitor quality?
- How to monitor staff performance?
- How can children's development be monitored?
- Integrating care and early education (this presentation)

The cover of the report 'Starting Strong III: A Quality Standard for Early Childhood Education and Care' is shown. It features a globe with colorful icons representing various aspects of early childhood education and care, such as a child, a book, and a play area. The title and subtitle are clearly visible at the top of the cover.





## Why integration?

- A split system can lead to incoherent objectives, operational procedures, regulation, staff training and requirements. Integrated systems are usually (better) aligned regarding these aspects.
- An integrated system creates a favourable institutional environment for facilitating a more continuous child development experience.
- Integration -> more efficiency
- Countries indicate that main reason for integration is efficiency of delivery, and ensuring a more continuous child development experience
- Some ECEC systems are not integrated because of: values, and policy objectives, history of ECEC system



## Trends in integration of ECEC :

- More countries moving towards integrated ECEC system (or are discussing to do so)

Integrated	Split
Australia*	Belgium - Flemish Community
Chile	Belgium - French Community
England (UK)	Czech Republic
Finland	France
Germany*	Ireland
Kazakhstan	Italy
Luxembourg	Japan
New Zealand	Korea
Norway	Mexico
Slovak Republic	Netherlands
Slovenia	Portugal
Sweden	Scotland (UK)

Refers to integration at the most central level of a jurisdiction

\* Most responsibilities are decentralised



## Trends in integration of ECEC :

- An emerging trend of emphasizing the **educational and developmental benefits** of ECEC for children beyond the child care services needed to realise parents' labour force participation.
- In many countries, Ministry of Education (or equivalent) is responsible for ECEC, emphasizing the educational / developmental focus of ECEC



## What is aligned/integrated in integrated systems?

Target Components	CHILE	FIN	NZL	NOR	SLN	SWE
Policy, policy goals	Done	Done	Done	Done	Done	Done
Administration	Done	Done	Done	Done	Done	Done
Legal framework and regulations (teachers, buildings, hours, etc.)	Done	Done	Done	Done	Done	Done
Funding	Done	Done	Done	Done	Done	Done
Curriculum and pedagogy	Done	Done	Done	Done	Done	Done
Quality assurance (Inspections, monitoring, etc.)	Done	Done	Done	Done	Done	Done
Teacher qualifications; Teacher education and training	Done	Done	Not fully (different qualifications for different settings/jobs)	Done	Done	Done
Delivery of services; joint location; all ages; joint staff etc.	Done	Done	Not in all settings	Done	Done	Done



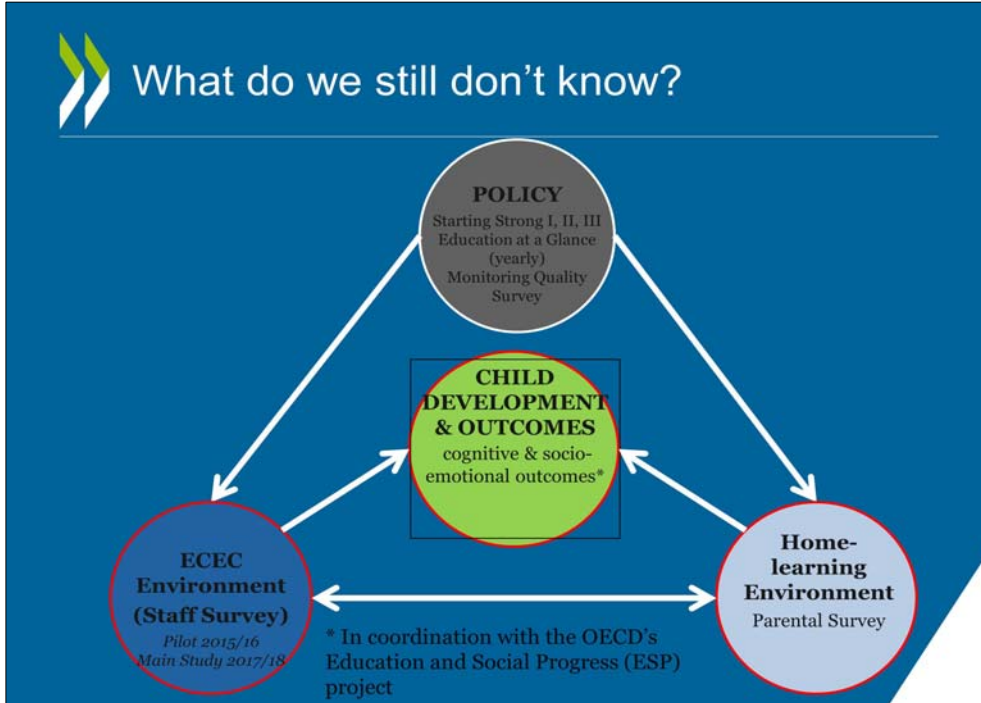
## Challenges and strategies

Challenge	Strategy
Building consensus on goals	Clarifying the role and scope of ECEC: Sweden's shift to educational scope during the 1990's
Ensuring even quality provision across settings that cater to whole ECEC age range	Setting out comprehensive quality goals and standards for the whole ECEC sector: Australia's National Early Childhood Development Strategy and National Quality Agenda
Implementation	Ensuring stakeholder buy-in by involving them in the planning process: highlighted by several countries as key to success
	Setting up agency responsible for implementation: Australian Children's Education and Care Quality Authority




## Knowledge gaps at policy-level

- Little knowledge on how integrations are facilitated
- Very limited research or studies on integration
- Lack of evidence on impact of integration on quality and child development
- How are **transitions** between ECEC and primary school facilitated?



## Thank you...

Yuri.Belfali@oecd.org

 [@YuriBelfali\\_EDU](https://twitter.com/YuriBelfali_EDU)

<http://www.oecd.org/edu>

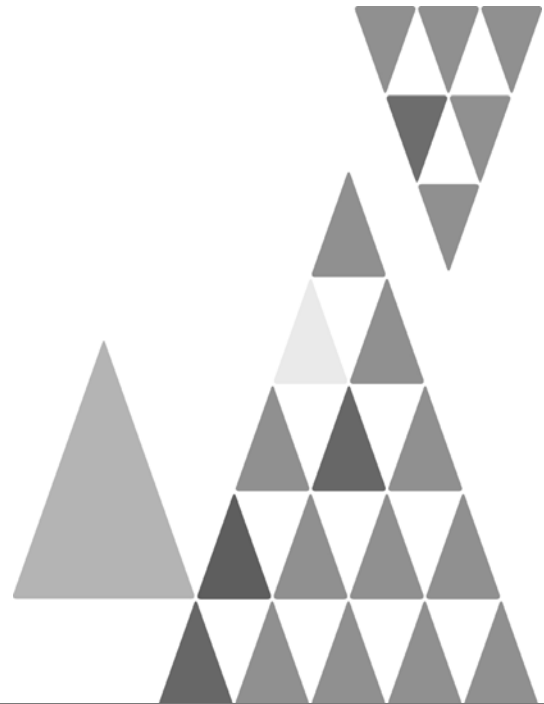


한-OECD 유아교육·보육 정책 국제세미나

# 유아교육·보육 통합 정책 사례 1 (핀란드)

Lasse Lipponen

(Professor, University of Helsinki, Finland)





## Biography

Professor, Department of Teacher Education, University of Helsinki, Finland

Lasse Lipponen is a professor of education, with special reference to early childhood education, at the Department of Teacher Education, University of Helsinki. His research work is directed to exploring childrens' agency; understanding children's experiences and perceptions in their life-world with digital documentation and participatory research methods; and teacher education.



## abstract

### **ECEC Policy Integration Practices in Finland**

Professor, Department of Teacher Education, University of Helsinki  
Finland

In this presentation, I explore the Finnish early childhood education policy integration practices. Firstly, I demonstrate the characteristic of Finnish education and education system, focusing especially on ECEC. I show that characteristic to Finnish education has been policy learning, rather than simply policy borrowing, and that this approach has had some consequences for how we have been able to develop our ECEC system and practices. I continue by identifying the major transformations Finnish ECEC has undergone during past years. I conclude by presenting some examples of integration in policy practices.



DEPARTMENT OF TEACHER EDUCATION



# ECEC POLICY INTEGRATION PRACTICES IN FINLAND

Professor Lasse Lipponen  
Department of Teacher Education, University of Helsinki  
Korea-OECD ECEC Seminar  
25-26 February 2015, Seoul, KOREA

- Education in the Finnish way: Short introduction to the philosophy of Finnish education and education system
- Short introduction to Finnish ECEC
- ECEC Integration policy practices





## EDUCATION IN THE FINNISH WAY



## CHARACTERISTICS OF FINNISH EDUCATION

(SAHLBERG, 2011)

- Common, consistent and long-term policy-models
- Research-based teacher education programs at University
- Educational equality
  - need to mitigate socio/economic backgrounds
  - education is free (books, meals, health care, ...)
  - well-organized special education (inclusion) and counseling



- Devolution of decision power to the local level
  - Leadership and management at local level (headmaster): much autonomy for schools/ kindergartens
  - Teachers are responsible for local curriculum and assessment: deep trust of teacher professionalism.
  - Finnish teachers are considered to be autonomous professionals who are committed to continuous personal development and are assumed to have an inquiry-oriented approach to upholding the quality of their work

- The culture of trust and co-operation are based on professionalism
  - Academic expertise and respect for highly qualified and professional teachers
  - No inspectors, no national exams (testing), no private tutoring
  - Schools and Kindergartens that collaborate rather than compete
  - Strong commitment to intervening and remediating early



- Policy learning, rather than simply policy borrowing (Sahlberg, 2011)
- We 'own' our education system and vision, rather than borrow it from elsewhere
- Our educational practices have been running in many areas counter to the main stream, test-based, top-down accountability, and standardization and uniformity in education (Global Education Reform Movement) (Paananen, Lipponen & Kumpulainen, 2014; Sahlberg, 2011 Simola, et al., 2013)



- Different dimensions of ECEC: daycare and ECE conducted in same institutions - requires highly educated staff
- Finland has not had very strong 'investment narrative' of ECEC - more freedom to develop the system and practices
- No accountability for pedagogical activity : possibility to develop pedagogy based on children's needs, (and for instance form mixed-age groups)

## SHORT INTRODUCTION TO FINNISH ECEC

- Kindergarten: for children ages 0 to 6
  - Mixed-age groups: 3-6-year-olds, and under the age of three
- Preschool for children ages 6 to 7 (preschool is of kindergarten system)

- Early childhood education and care (ECEC) in Finland has two main goals
  - To fulfill the day care needs of children under school age
  - To provide early childhood education



- The National Curriculum Guidelines, 2005: Serves as a bases for local curricula
- The Core Curriculum for Preschool Education (2000/2010) (for six-years-olds)

- “Educare” model describes the Finnish early childhood pedagogy
- “Educare” combines care, education, and teaching into a unified whole to promote children’s balanced growth, development, and learning as the goal
- Children’s ways of acting: Playing, moving, experiencing and exploring

- Well-educated and multi-disciplinary staff is one of the strengths of the Finnish ECEC system
- The professional groups in Finnish day care center consist of kindergarten teachers, who have
  - Completed a bachelor's degree (university)
  - Have a social pedagogue's (polytechnic) training, and nursery nurses, who have vocational training (secondary level) in practical nursing

- Early childhood education in Finland is based on the Act on Children's Day Care (1973), which is currently being renewed. The Act's focus is twofold: social services for families and early educational activities for children
- Since 1996, every child under school age (seven) is granted a "subjective right" to day care services



## TRANSFORMATIONS AND INTEGRATION POLICY PRACTICES

- Finnish ECEC has undergone large-scale reforms in recent years
  - From the Ministry of Social Affairs and Health to the Ministry of Education and Culture (01.01.2013)
  - The National Core Curriculum for pre-primary and basic education is being renewed
- These transformations highlight a trend towards an integrated education and schooling system in which early childhood and school education form a continuum in terms of steering as well as children's development and learning (Kopisto, Salo, Lipponen, Krokfors, 2014)

## POLICY LEVEL AND ADMINISTRATIVE LEVEL

- Social policy - Education policy
  - Service for the family - Right of the child for education
- Early childhood education - compulsory education
  - Both administrated by Ministry of Education and Culture

## PRACTICE LEVEL

- Curriculum - pedagogy - evaluation
  - No testing, external evaluation or inspection





- Agentive child - Teacher guidance
  - Competent child that needs adult care and guidance
- Small children -old children (mixed-age groups)
  - Highly educated staff

- Kindergarten teachers and primary school teachers and are both trained in university
- Universities and kindergartens work in close collaboration

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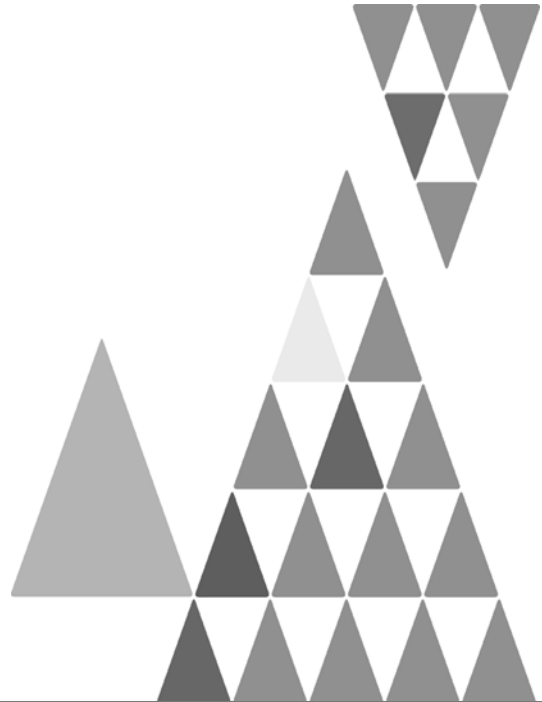


한-OECD 유아교육·보육 정책 국제세미나

# 유아교육·보육 통합 정책 사례 2 (뉴질랜드)

Sandra Collins

(Manager Special Projects, Education Review Office, New Zealand)





## Biography

Senior Education Evaluator-Manager Special Projects, Education Review Office, New Zealand

Sandra currently works for the Education Review Office (ERO) in the Evaluation Services Unit in ERO's national office. She has a long history of involvement in education that began with a teaching career in primary schooling, with a particular interest in the area of transition to school. Her involvement in early childhood education spans more than 30 years and includes a range of leadership roles in Playcentre, teaching in an education and care centre, working as a professional development facilitator and coordinator at the time of the implementation of Te Whāriki in the early to mid 1990s, reviewing ECE services and schools in ERO and leading the development of self review guidelines in the Ministry of Education in 2003-06. More recently Sandra led the development of ERO's ECE evaluation indicators. In 2003 Sandra completed a Post Graduate Diploma in Evaluation- (with Distinction) and in 2007 completed in Masters of Education.



## abstract

### **Equity and Quality- integration of early childhood education and care in New Zealand.**

Sandra Collins

Manager Special Projects, Education Review Office

New Zealand

The integration of education and care in New Zealand has a long history. The integration journey and associated challenges and issues is presented from the perspective of the Education Review Office –an independent government department responsible for external evaluation of schools and early childhood services. This presentation is based on two key themes –‘equity and quality’ that have been features of the administrative, workforce and pedagogical integration of education and care over the past 30 years.



## Equity and Quality: Integration of early childhood education and care in New Zealand

Sandra Collins  
Korea-OECD ECEC  
Seminar 2015



Ko te Tamaiti te Pūtake o te Kaupapa  
The Child – the Heart of the Matter



EDUCATION REVIEW OFFICE  
TE TARI AROTAKE MATAURANGA

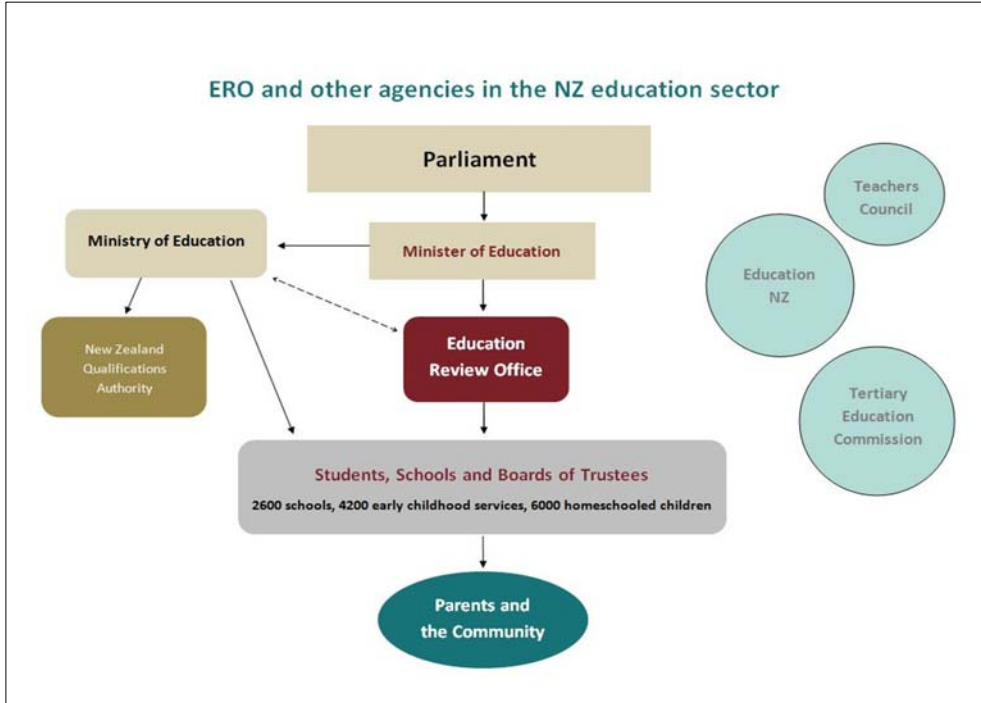
Ko te Tamaiti te  
Pūtake o te  
Kaupapa  
The Child – the  
Heart of the  
Matter

*“The seeds of a great  
country are  
planted when its  
youngest citizens  
are acknowledged,  
welcomed, and  
supported to be all  
they can be.”*

An Agenda for Amazing Children-Final Report of the ECE  
Taskforce p.2



Ko te Tamaiti te Pūtake o te Kaupapa  
The Child – the Heart of the Matter



## Education Review Office

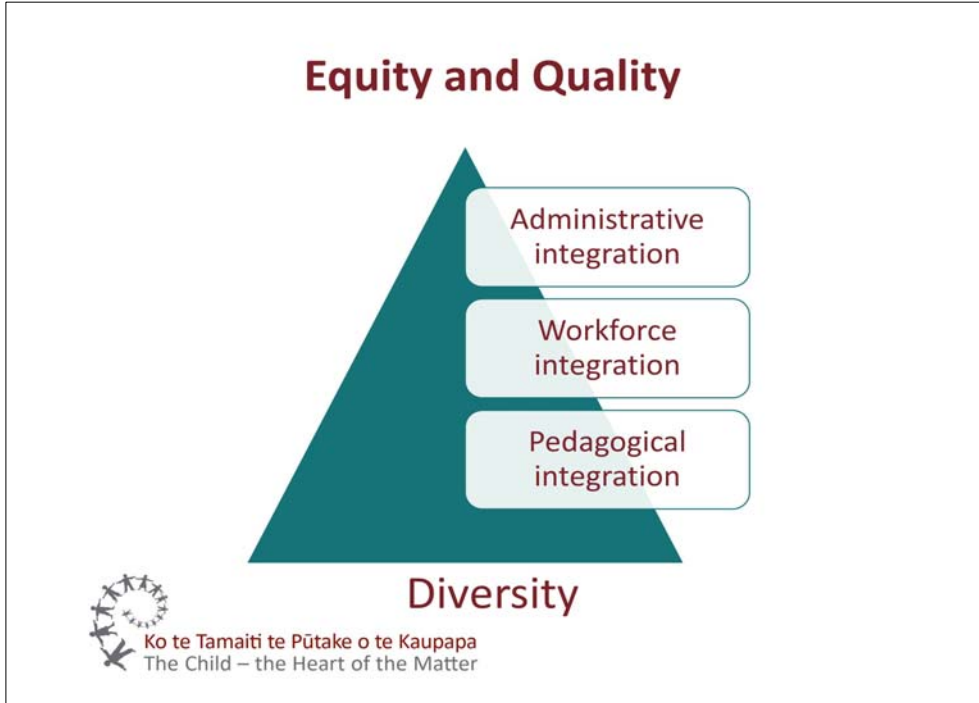
- A government department established in 1989
- Evaluates the performance of schools and early childhood services and publicly report findings
- Focus is on improvement and accountability

### Purpose Statement

Our evaluation insights are a catalyst for change so that every child achieves success as a life-long learner.



Ko te Tamaiti te Pūtake o te Kaupapa  
The Child – the Heart of the Matter



## ECEC services in New Zealand 1990/2014

Type of Service (Licensed)	1990 (number/% of services)	2014 (number/% of services)
Education & Care	719 (28%)	2,369 (54%)
Kindergarten	575 (22%)	647 (15%)
Home-based	40 (2%)	389 (9%)
Playcentre	621 (24%)	446 (10%)
Te Kōhanga Reo	616 (24%)	463 (11%)
Casual Education & Care	N/A	12 (<1%)
Hospital-based	N/A	21 (<1%)
<b>Total</b>	<b>2571 (100%)</b>	<b>4347 (100%)</b>

Ko te Tamaiti te Pūtake o te Kaupapa  
The Child – the Heart of the Matter

Data source  
[www.educationcounts.govt.nz](http://www.educationcounts.govt.nz)





Integrated system of education and care

Birth to school age

Teacher-led and parent-led

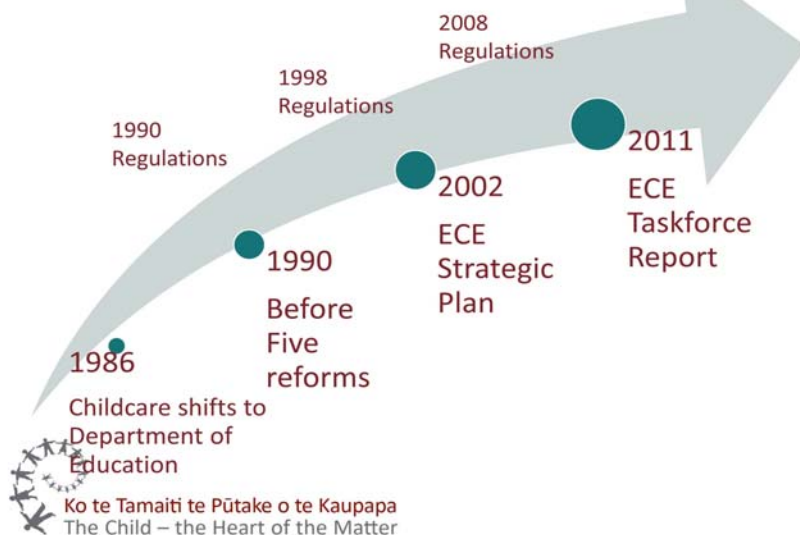
Diversity

- different cultural perspectives
- structural differences
- organisational differences
- different environments
- a range of philosophical approaches



Ko te Tamaiti te Pūtake o te Kaupapa  
The Child – the Heart of the Matter

## Administrative Integration



## Administrative integration 1990-2015 Policy issues

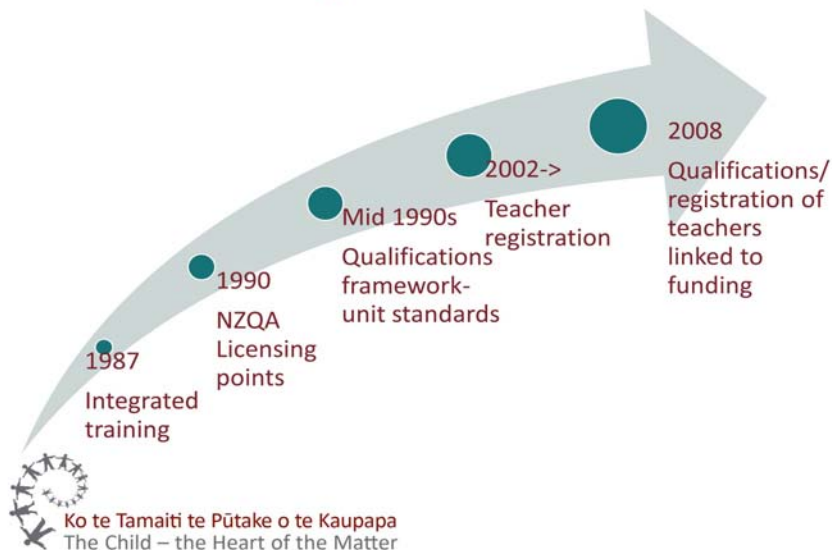


- Charters and quality
- Licensing for minimum standards
- Accountability and improvement



Ko te Tamaiti te Pūtake o te Kaupapa  
The Child – the Heart of the Matter

## Workforce integration





## Workforce Integration – issues and challenges

- Need for well qualified teachers
- Supply versus demand
- Percentage of qualified teachers
- Initial teacher education programmes/in-service professional development



Ko te Tamaiti te Pūtake o te Kaupapa  
The Child – the Heart of the Matter

## Pedagogical integration



Ko te Tamaiti te Pūtake o te Kaupapa  
The Child – the Heart of the Matter

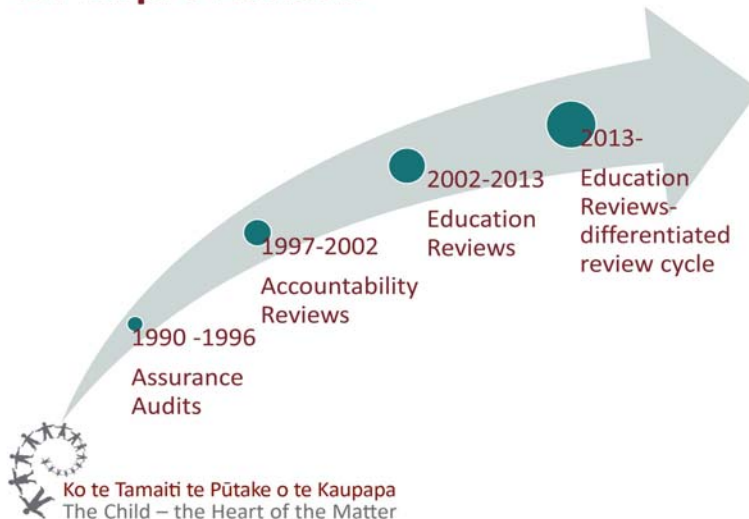
## Pedagogical Integration policy issues

- Care versus education debate (1990s)
- What counts as quality? (2000)
- Implementation of Te Whariki (2012/2013)
- Assessing outcomes – measuring the impact of ECEC (2012/2014)
- Continuity of learning (2014)
- Early Learning Advisory Group 2015



Ko te Tamaiti te Pūtake o te Kaupapa  
The Child – the Heart of the Matter

## External evaluation (ERO) as a catalyst for improvement





### Timing of ERO reviews

Overall judgement	Review return time
Very well placed	<b>in four years</b>
Well placed	<b>in three years</b>
Requires further development	<b>within two years</b>
Not well placed	in consultation with Ministry of Education

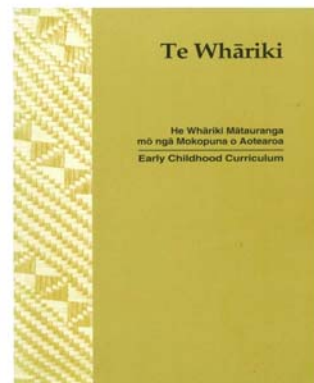
#### Our vision

*For children to grow up as competent and confident learners and communicators, healthy in mind, body, and spirit, secure in their sense of belonging and in the knowledge that they make a valued contribution to society.*

P.9 Te Whāriki



Ko te Tamaiti te Pūtake o te Kaupapa  
The Child – the Heart of the Matter



sandra.collins@ero.govt.nz  
www.ero.govt.nz



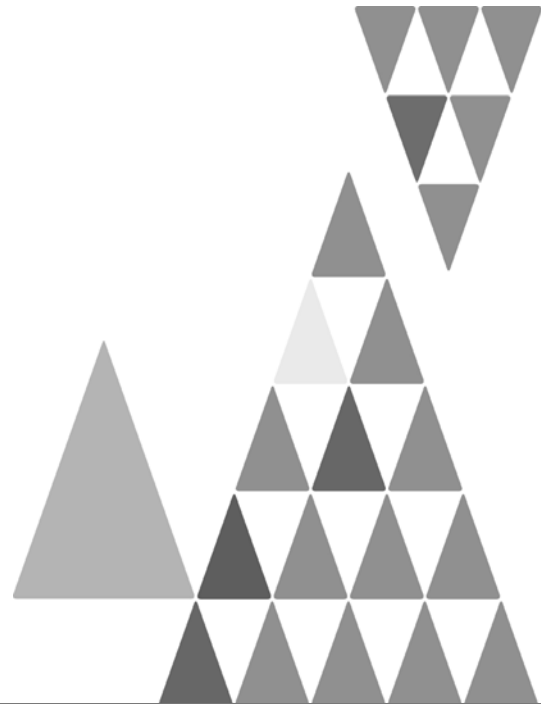


한-OECD 유아교육·보육 정책 국제세미나

[ 유아교육·보육 통합 정책  
사례 3 (노르웨이) ]

Tove Mogstad Slinde

(Senior Advisor, Ministry of Education and Research, Norway)





## Biography

Senior Adviser, Department of Early Childhood Education and Care, Norwegian Ministry of Education and Research, Norway

Tove Mogstad Slinde is a Senior Adviser in the Norwegian Ministry of Education and Research in the Department of Early Childhood Education and Care. Since 2012 she is the elected Chair of the Network on Early Childhood Education and Care in OECD. In the Ministry of Education and Research Tove Mogstad Slinde has been working on policy development on topics related to quality in ECEC, such as curriculum, staff competencies, governance, research and developmental work. Ms. Slinde has worked within the ECEC sector in Norway on different levels since 1987. Among other things she has been working with management and developmental work and the implementation of national policies on the regional and local levels. This has entailed cooperating closely with municipalities, kindergarten owners and other relevant institutions and stakeholders including teacher education and staff-organizations. Representing the Department of ECEC in international cooperation, she has been involved in the work of the OECD ECEC network (since 2008), as well as the Thematic Working Group on Early Childhood Education and Care in EU. She is also currently engaged in the advisory committee for the research project CARE, funded by the EU.





## abstract

### **Integrated Early Childhood Education and Care in Norway**

Tove Mogstad Slinde

Senior Adviser, Department of Early Childhood Education and Care, Norwegian Ministry of Education and Research

Children's access to Early Childhood Education and Care in Norway have increased considerably during the last decades and now 90 per cent of all children between one and five years of age attend kindergarten (Norwegian term: *barnehage*). For children between one and two years of age there has been an increase from 37 per cent in year 2000 to 80 per cent in 2013. As a direct consequence of political priorities, access to regulated ECEC have replaced the care in more informal settings, such as child minders or relatives. In 1975 when the first Kindergarten Act was introduced, the participation rate in *barnehage* was only 7 per cent. In 2015, participation is almost universal.

Ever since the first Kindergarten Act of 1975 Norwegian *barnehager* have been defined as integrated ECEC (i.e. pedagogical provision for all children under school starting age 0 - 6(7) years of age). Education and care are seen as prerequisites for each other ; there is no education without care and no care without education. The Kindergartens' programmes shall be built on a holistic pedagogical philosophy, with care, play, learning and formation being at the core of activities. The *barnehager* are staffed by kindergarten teachers and assistants (some with training as child nurses or child care and youth workers) and with managers (head teachers) also trained as kindergarten teachers. The *Framework plan for the content and tasks of kindergartens* (the Norwegian 'curriculum' for ECEC) does not specify goals and aims for different age-groups, rather it requires of the pedagogical leadership and staff to develop the work in each *barnehage* so that children are supported in their development and learning according to age, gender, level of functioning and social, ethnic and cultural background. The presentation will focus on the current challenges in developing good practices, including the new situation created by the increase in the number of young children in ECEC.

In 2006 the Ministerial responsibility for barnehager was moved from the Ministry of Children and Families to the Ministry of Education and Research. The barnehage's role as the first voluntary step in the education system has been acknowledged. At the same time the unique nature of *barnehage* and the intrinsic value of childhood has been affirmed. The questions discussed in the presentation will focus on the integration of ECEC under the Ministry of Education and will include topics such as inclusive practices, equity and accessibility, organisation and ownership, leadership and professional development, curriculum and pedagogies, coherence and transitions.

The presentation will seek to relate the issue of high quality integrated ECEC to the current policy discussions, challenges and measures in Norway.



NORWEGIAN MINISTRY  
OF EDUCATION AND RESEARCH

## Integrated Early Childhood Education and Care in Norway

**Tove Mogstad Slinde, Senior Adviser**  
**Department of ECEC, Ministry of Education and  
Research**

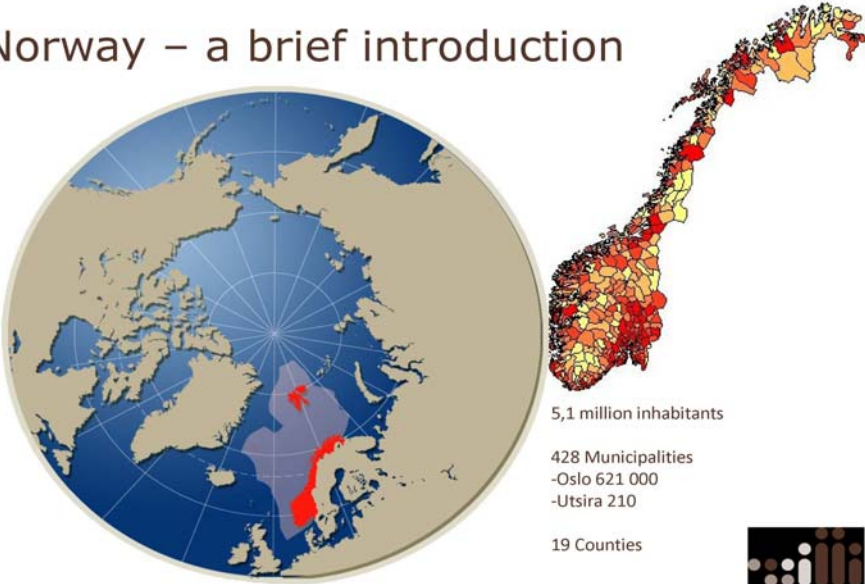
KOREA – OECD ECEC Seminar 2015



1. Developments in ECEC in Norway
2. Politics and policies
  - Equity, Fairness and Quality
  - Regulations and Frameworks
  - Organisation and Implementation
3. Current challenges and measures



## Norway – a brief introduction



5,1 million inhabitants  
428 Municipalities  
-Oslo 621 000  
-Utsira 210  
19 Counties

3

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## A holistic pedagogical philosophy - with care, play, learning and dancing

- Play-based, child-centered
- Well-being and joy
- Democracy and active participation
- Creative zest, sense of wonder and need to investigate
- Challenging and safe
- Develop basic knowledge and skills



- In the best interest of the child

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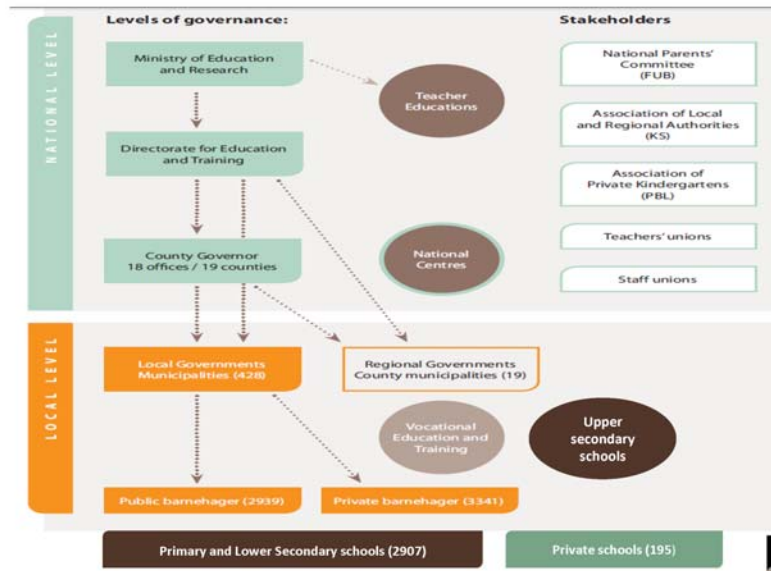
## Kindergartens in Norway Children (0)1-5 years of age

	2013
Ordinary Kindergartens (Centre-based)	98 per cent of children (281519)
Family Kindergartens (Home-based)	2 per cent of children ( 5658) - 73 per cent 0-2 years
+ Open Kindergartens (Caretaker and child groups)	Capacity : 4893 children
Full time	92 per cent of children (41 + hours/week)
Public kindergartens	52 per cent of children
Private kindergarten	48 per cent of children
Diversity in pedagogical profile	Ownership-profile, Out-door, Sports, Culture, Montessori, Steiner, Reggio-inspired, Religious or philosophical etc.



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## 1870s *barnehage* (children's asylum)



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## Regulations and Policies

1975

- **First Kindergarten Act**
- Day care + Pre-school = **Barnehage**
- Ministry of Family and Consumer affairs

1995

- *Regulation, Expansion and Reform*
- First **Framework Plan for the Content and Tasks of Kindergartens**
- (1997) School starting age lowered to 6, (1998) Cash for Care
- Ministry of Children and Families

2005

- *Towards universal provision, equity and lifelong learning*
- (2003) – Parliament - **Kindergarten Agreement**
- (2006) – Ministry of Education and Research, revised Framework Plan
- (2008) – Aligned Purpose Clauses in regulation for ECEC, Primary and Secondary school
- (2013) – New kindergarten teacher education



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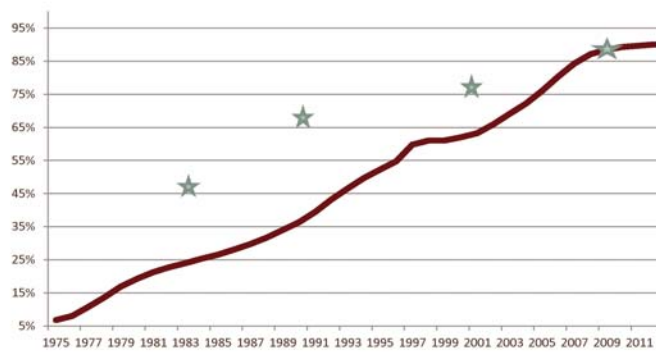
## 1970 *barnehage* (kindergarten)



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## Children in Kindergarten 1975-2012



★ Mothers workforce participation



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## The Kindergarten Agreement (2003) - developments:

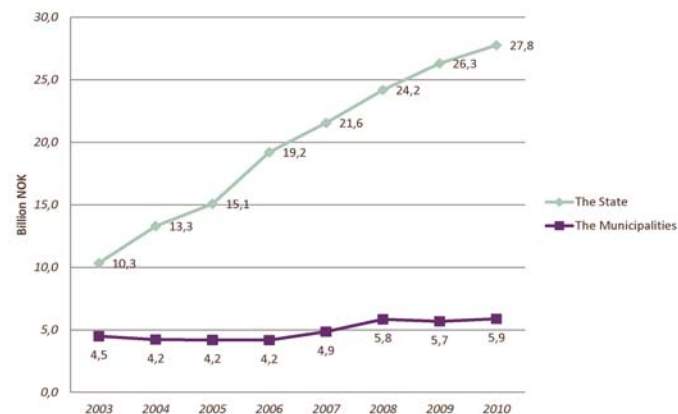
- Investment in places and provision
- Regulated maximum parental fees (2004)
- Equal treatment of private and public barnehager as regards public financing (2004)
- ❖ Individual statutory right to a place from 1 year of age (2009)
- National Parent's Committee for barnehager (2010)
- State grants replaced by block grants to municipalities - local responsibility (2011)
- A new Framework plan for barnehage teacher education (2013)



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## Public funding



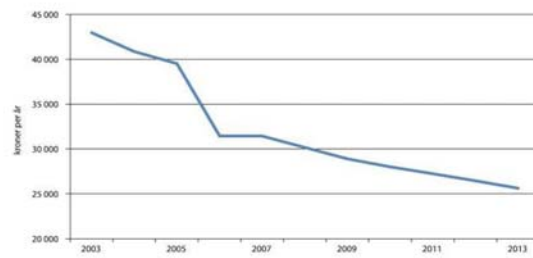
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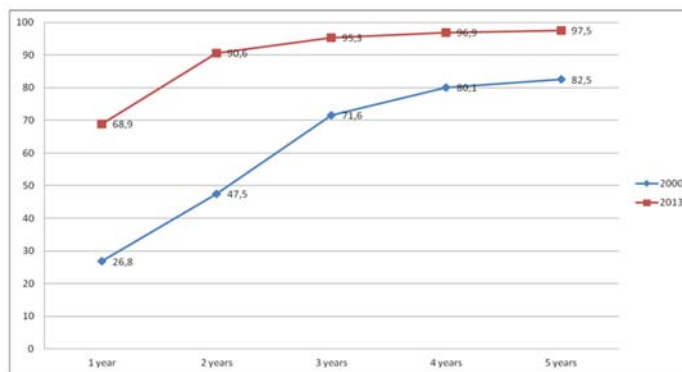
## Parental fees



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## Access and participation



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## Minority language children in ECEC

inclusiveness and access  
participation and language learning

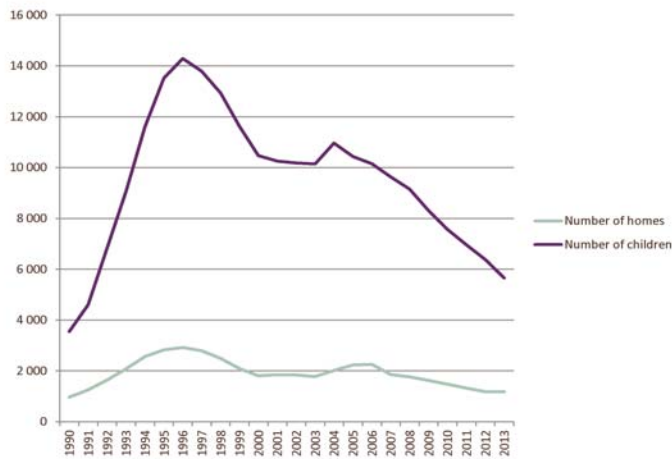
Age	2005		2011		2012		2013	
	All children	Minority language children	All children	Minority language children	All children	Minority language children	All children	Minority language children
1-2 years	53,9	25	79,5	47,9	80,2	52,4	79,8	55,7
3-5 years	90,6	74,7	96,5	91,4	96,7	91,3	96,6	91,5



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## Family Kindergartens



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## What did moving to the Ministry of Education and Research entail?

- Motivations
- Implications
- Discussions



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- Lifelong learning and Active participation
- Equity issues and Early intervention
- Care and Strong Foundations
  
- Alignment of campaigns
  - Eg. *Manifest against bullying, Intervention 0-24, Strategies on language and cultural diversity*
  - *Recruitment, teacher education reforms*
- Alignment of regulation
  - Purpose clauses – distinct but coherent
- Alignment of support
  - Directorate for Education and Training
  
- Educational research – means for ECEC research has been tripled
  - Longitudinal studies



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## Challenges in integration of ECEC into the education system

- Role of families (and family policies) – ECEC as voluntary
- Universal or targeted?
- Educational role and Care
  - Staff competencies
- Ownership and actors
- Curriculum and pedagogies
  - The role of Play
  - Being and/or Becoming?
  - Child's agency - Child initiated vs Teacher/staff initiated activities
  - Goals and Outcomes
  - Documentation and Assessment

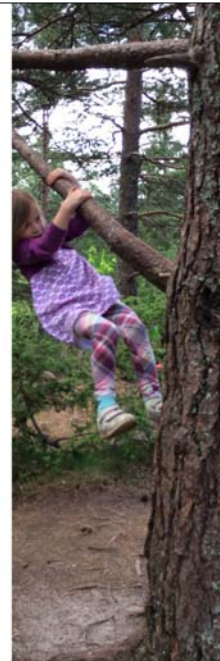


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## Current situation – Quality issues

- 80 per cent of all children from 1 year of age
  - Lower among migrants and low SES
- Staff competencies
  - Proportion of staff with formal qualification
  - Teacher:Child ratio
- Staff:Child ratio
- Curriculum and pedagogies
  - Diversity in practices – good or bad?
  - Language development and children in need of special support – early intervention in inclusive practices?
  - Childhood vs “More learning”?
  - Transitions and Coherence?
- Governance and Autonomy



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## Policies

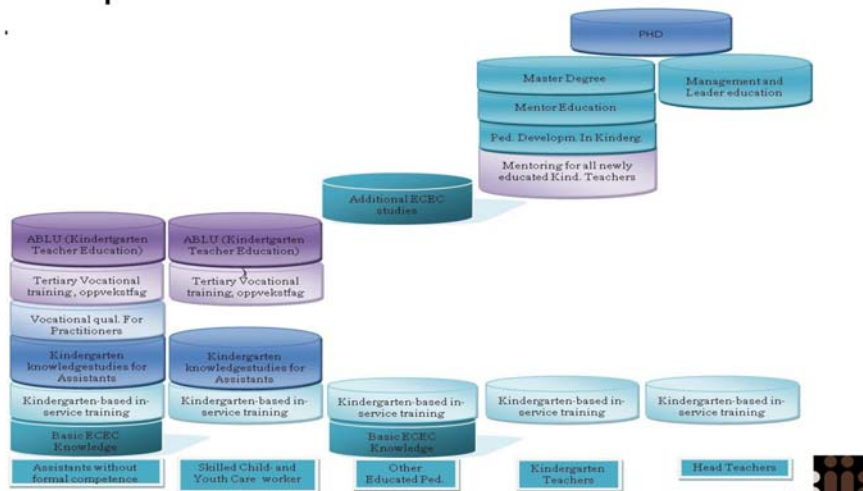
- Targeting low SES ; maximum fees
- Parental portal
- System for Quality (monitoring and development)
  - Better statistics, better indicators
  - Broadening the knowledge base
  - Developing support tools
- Legislations and regulations
- Revision of the Framework plan
  - Broad goals, social emotional development and language skills
- Staff:Child Ratios
- Raising competence



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## New Strategy for Raising Staff Competence



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## Starting strong



- ❖ To place well-being, early development and learning at the core of ECEC work , while respecting child's agency and natural learning strategies
- A systemic and integrated approach to ECEC
  - A strong and equal partnership with the education system
- Setting out policy goals and regulating,
- Developing and implementing curriculum and standards,
- Improving qualifications, training and working conditions,
- Engaging families and communities,
- Advancing data collection, research and monitoring.



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Photos:  
Pål Hermansen  
Sveinung Bråten



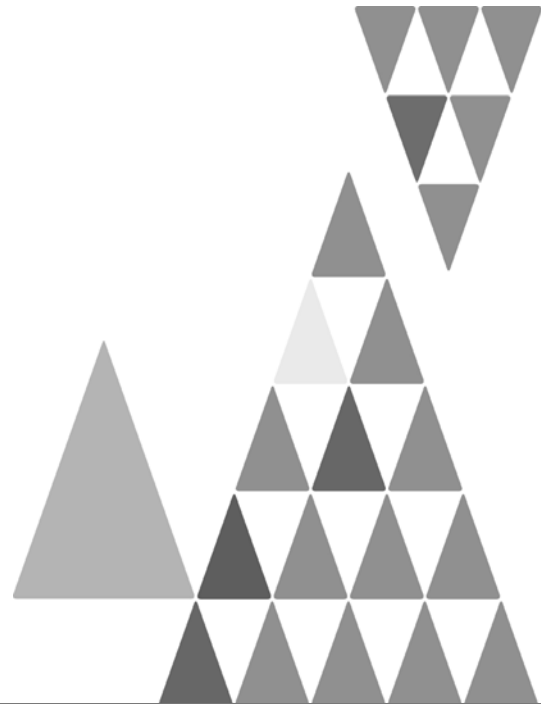


한-OECD 유아교육·보육 정책 국제세미나

# 유아교육·보육 통합 정책 사례 4 (영국)

Peter Moss

(Emeritus Professor, University College London, UK)





## Biography

Emeritus Professor, Early Childhood Provision, University College London

Peter Moss is Emeritus Professor of Early Childhood Provision at the Thomas Coram Research Unit, UCL Institute of Education, University College London. His interests include early childhood education and care; the workforce in children's services; the relationship between care, gender and employment; the relationship between early childhood and compulsory education; social pedagogy; and democracy in children's services. Much of his work over the last 25 years has been cross-national, in particular in Europe. He is currently the co-coordinator of the *International Network on Leave Policies and Research* and editor of the network's annual review of leave policies. Recent books include: *Transformative Change and Real Utopias in Early Childhood Education*; *Radical Education and the Common School: A Democratic Alternative* (with Michael Fielding); *Social Pedagogy and Working with Children and Young People* (edited with Claire Cameron); and *Early Childhood and Compulsory Education: Reconceptualising the Relationship*.





## abstract

### **A fully integrated system of early child education and care: a long but worthwhile journey**

Peter Moss

Emeritus Professor, University College London

UK

All countries start with split systems of early childhood education and care (ECEC), divided between ‘childcare’ and ‘early education’. The problems with these systems have been increasingly recognised and today it is clear they are dysfunctional. One policy response is better coordination between sectors, but this is a limited solution with limited effects. The most effective response is to move towards a fully integrated system, and a number of countries have begun this process, nearly all integrating ECEC into education for a number of reasons: recognition of lifelong learning from birth; the values of universal entitlement and public responsibility found in education; education is better able to improve the position of early childhood workers; and education has higher status than welfare.

What does ‘full integration’ mean? Integration across eight dimensions, seven of which are structural: administration and policy making; regulation; curriculum; access; funding; workforce; and type of provision (meaning all children use the same type of 0-6 service or 0-3/3-6 service). The eighth dimension is conceptual, an integrative concept that understands education and care to be completely inseparable. Following this schema, countries can be placed on an ‘integration continuum’, running from a totally split system (no dimensions integrated), through partial integration (one to seven dimensions integrated) to full integration.

England provides an example of partial integration, having started the process in 1998 when administration and policy making for all ECEC was placed in education, followed by integrated regulation and curriculum – but then integration stalled without addressing the remaining structural or conceptual dimensions. England, therefore, has a single administration for ECEC,

but still has two separate sectors, childcare and early education. By contrast Sweden (like the other Nordic countries) provides an example of full integration, with a seamless service for children from 1 to 5 years; children below 12 months are at home with parents taking well paid parental leave, a further example of integration – between leave policy and ECEC policy.

Integration will not just happen. It is important to ask the critical question: what conditions are needed for full integration? Four conditions are proposed, although there may be more:

1. political and professional commitment: based on a clear understanding of why integration is important, what it means and what is needed to achieve it;
2. time: full integration is a long-term process taking a number of years, in particular to create and deploy a new integrated graduate early childhood profession;
3. resources: full integration requires a gradual increase in funding of ECEC services, as inequalities between different sectors are removed;
4. re-structuring and re-thinking: re-thinking should extend to the whole education system, with the integration process providing an opportunity for the whole system – early childhood, compulsory and beyond – to think together about ‘critical questions’ and to re-consider relationships between different sectors, in particular between early childhood and compulsory education. Without this, ‘schoolification’ may well occur, with ECEC reduced to a subservient role of ‘readying’ children for school.



## **A fully integrated system of early child education and care: a long but worthwhile journey**

Peter Moss  
Thomas Coram Research Unit  
UCL Institute of Education  
University College London

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## **Split ECEC systems Where every country starts...**

**'Childcare' sector:** working parents, poor families but wider use now; under 3s (sometimes also over 3s); 'care' workers

**'Early education' sector:** middle class...wider use now (often universal); over 3s; 'teachers'

Different split systems:

- 'childcare' dominant (e.g. Anglophone world)
- 'early education' dominant (e.g. Continental Europe)

2

## Split ECEC systems ...but dysfunctional today

Problems recognised for a long time:

- **Inequality**: 'childcare'/under 3s do worse on places, access, funding, costs, workforce
- **Discontinuities**: for children and parents
- **Fragmentation**: hinders holistic approach
- **Divisiveness**: separates children and families
- **Weakens** ECEC sector

3

## Split ECEC systems ...policy responses

- **Improve coordination** between sectors...  
limited solution, limited effect
- **Move to integrate** sectors into one system:
  - **Welfare**...only Denmark
  - **Education**...other Nordics + Baltics, Brazil, England, Iceland, Jamaica, New Zealand, Slovenia, Spain

**NB. Not all have full integration**

4



## Split ECEC systems ... why into education?

- Recognition of **lifelong learning** – from birth
- Education has tradition of **universal entitlement** and **public responsibility**
- Education better able to **improve qualifications and conditions of staff...graduate teacher as norm**
- Education has **higher status** than care and welfare

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## What I will cover

1. What does full integration mean?
2. Two examples:
  - a. Partial integration - started and stopped (England)
  - b. Full integration achieved (Sweden)
3. What conditions needed for full integration?

6

*Caring and Learning Together:  
a cross-national study of ECEC within education*



7

*Caring and Learning Together*

- UNESCO-funded study by Yoshie Kaga, John Bennett and Peter Moss...2008-10
- Focus on one policy option: **integration in education**
- 6 cases: Brazil (1996), Jamaica (1998), New Zealand (1986), Slovenia (1996), Sweden (1998) + city of Gent (1980)...integration at **local and national levels**
  - Why? How? How far? What results?

8



## What does full integration mean?

### 8 dimensions

#### Structural (1-7)

- Policy making and administration
- Regulation
- Curriculum
- Access
- Workforce
- Funding
- Type of provision

#### + Conceptual (8)

9

## Type of provision

- One type of provision for all children of the same age, e.g.
  - 0 to 6 centres
  - 0 to 3 + 3 to 6 centres

10

## What does full integration mean?

### Integration continuum

Split system



Partial integration (1-7 dimensions)



Full integration (8 dimensions)

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## Two examples

### England: partial integration (3 dimensions)

- Administration ✓ Department for Education (1998)
- Regulation ✓ OFSTED (2001)
- Curriculum ✓ Early Years Foundation Stage (2008)
- Access × Entitlement – from 3 years
- Workforce × Childcare workers // Teachers
- Funding × Demand // Supply
- Provision × Nurseries // Family Day Care //  
Playgroups // Schools
- Conceptual × 'Childcare' // 'early education'

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## Two examples

### England: partial integration

- Integration began – but then stopped before tackling the most difficult dimensions e.g. access, workforce, funding...type of provision

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## Two examples

### England: partial integration

- English 'Children's Centre': **multi-purpose** service for children and families offering ECEC + range of family support services
- Introduced in 2003...3,500 by 2010 – one in every community
- But Children's Centres added to fragmented provisions...rather than gradually replacing them to become the basis for a fully integrated system

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## Two examples

### England: partial integration

- Single administration but still two systems:
  - *'Childcare' for children (0-5) of working parents* (nurseries, family day care): private responsibility; parents funded; 'childcare' workers with low qualifications and pay
  - *'Early education' for 3 and 4 year olds* (schools, playgroups): free universal entitlement and public responsibility; services funded; teachers in schools with graduate qualification and relatively good pay

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## Two examples

### Sweden: full integration

- Administration ✓ Ministry of Education (1996)
- Regulation ✓
- Curriculum ✓
- Access ✓
- Workforce ✓
- Funding ✓
- Provision ✓
- Concept ✓

**Full structural and conceptual integration...  
a seamless system for children from 1 to 5 years**

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## Two examples

### Sweden: full structural integration

- **Curriculum:** 'Curriculum for pre-school' (1-5)
- **Access:** universal entitlement from 12 months for **all** children
- **Workforce:** graduate early years (1-5) teacher (50%+)
- **Funding:** tax-based, supply funding + free period for 3-5s + maximum fee
- **Provision:** 'pre-schools' (centres) for 1-5s... replaced kindergarten and day care centre

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## Two examples

### Sweden: full structural integration

*The Commission [on Childcare, 1968-72] also sought to merge half-day [Kindergarten] with full-day day care into one institution and concept – the pre-school. The aim was to close the gap between the institution based solely on pedagogical learning activities and that based mainly on care, and create the ideal union of care and pedagogy. Half-day and full-day services differed greatly in staff training and working practices. The integration of the two would be rather painful for many teachers in half-day services, since their professional experience was not valued equally with that of young pre-school teachers (Lenz Taguchi and Munkhammar, A Swedish case study for UNESCO, 2003)*

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## Two examples

### Sweden: conceptual integration

*[Preschool] activities should be based on a **holistic** view of the child and his or her needs and be designed so that **care, socialisation and learning** together form a **coherent whole** (Swedish Pre-school curriculum, 2010)*

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## Two examples

### Sweden: full integration

- High participation [OECD 2011]: 47% under 3; 93% 3-5 years (SK: 51%, 83%). **NB**: No Swedish children under 12 months in ECEC because of strong and integrated parental leave
- Inequalities in participation reduced
- High level of parental satisfaction
- Strong sector, including university research and teaching

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## Two examples

### Sweden: full integration

Recognition of

- ‘Holistic’ ECEC from 12 months as universal entitlement for children
- ECEC as a public responsibility
- Preschool as an important public institution (like school)

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## What conditions needed for full integration

### 1. Sustained political and professional commitment

Full integration must be based on a clear understanding of

- Why it is important
- What it means
- What is needed to achieve it

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## What conditions needed for full integration

### 2. Time

Full integration is a long-term process taking a number of years, in particular to create and deploy a new integrated graduate early childhood profession to replace separate education and childcare workers – **but it is possible and has been done**, e.g. Sweden and New Zealand

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## What conditions needed for full integration

### 3. Resources

Full integration requires gradual increase in funding of ECEC services, as inequalities between different sectors are removed, e.g. improved qualifications and pay for workers; entitlement to services for all children

#### **Public spending as %GDP**

Sweden =1.6%; OECD average and SK = 0.8%

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## What conditions needed for full integration

### 4. Re-structuring and re-thinking:

Re-thinking gives re-structuring a strong rationale, direction and momentum

Re-thinking should involve whole education system and all sectors...

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## What conditions needed for full integration

Integration is an opportunity for the **whole** education system – early childhood, compulsory and beyond – to think **together** about ‘critical questions’, e.g.

- What is education for?
- What is the meaning of ‘education’, ‘care’?
- What is the image of the child, teacher, centre/school?
- What are the fundamental values and ethics?

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## What conditions needed for full integration

### What image of the EC centre?

Mono-purpose service for a particular group  
(e.g. 'childcare for working parents';  
'education for 3-5s') **OR**

Multi-purpose **public space**...a forum or **place of encounter** for citizens (children & adults)...a **collaborative workshop** for communities...  
many purposes and projects, some pre-defined, but others not

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## What conditions needed for full integration

Without re-thinking

- integration will stall
- opportunities for the whole education system will be missed
- there is a danger of 'schoolification' throughout the whole ECEC system, i.e. downward pressure of compulsory education through whole ECEC system → ECEC reduced to a subordinate sector 'readying' children for school

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## What conditions needed for full integration

With re-thinking + stronger integrated ECEC system, a new relationship is possible, e.g. “a strong and equal partnership” (OECD *Starting Strong*) and “the vision of a pedagogical meeting place” → early childhood and compulsory education co-constructing new, shared understandings and practices

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## What conditions needed for full integration

*With a [shared] starting point of the image of the child as a constructor of culture and knowledge...[one could create] a meeting place where both pre-school teachers and primary school teachers are given the possibility to develop their pedagogical practice (Gunilla Dahlberg and Hillevi Lenz Taguchi, *Preschool and school: two different traditions and the vision of a meeting place*, 1994)*

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## In conclusion

- Split ECEC systems are outdated, dysfunctional and not fit for purpose
- Integrated ECEC systems are needed for the 21<sup>st</sup> century...and can be implemented with commitment, time, resources – and rethinking
- The process of creating an integrated ECEC system in education is a wonderful opportunity to rethink and re-form the whole education system

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‘Caring and Learning Together: A cross-national study of the integration of early childhood care and education within education’

<http://unesdoc.unesco.org/images/0018/001878/187818e.pdf>

For further discussion or information  
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