



Better Policies for Better Lives

OECD-KOREA POLICY FORUM

THE STRATEGIES AND TASKS FOR THE IMPLEMENTATION OF
THE NURI CURRICULUM FOR AGE 5

Dates : September 22(Thu.) – 23(Fri.), 2011

Venue : The Korea Chamber of Industry and Commerce, Seoul

The Strategies and Tasks for the Implementation of the Nuri Curriculum for age 5

OECD-Korea 정책포럼 : 5세 누리과정 실행을 위한 전략과 과제

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Program

22(Thu.) September

08:50-09:20	Registration
09:20-09:40	Opening Remarks <i>Bokhee Cho</i> (President, Korea Institute of Child Care and Education)
	Welcoming Address <i>Dong-Geun Seol</i> (Vice Minister of Education, Science and Technology)
09:40-10:25	Presentation 1. Investing in high-quality early childhood education and care <i>Deborah Roseveare</i> (Head of division, Education and Training Policy Division, Directorate for Education, OECD) <i>Miho Taguma</i> (OECD ECEC Project leader)
10:25-10:40	Coffee Break
10:40-11:40	Presentation 2. Politics and pedagogy of developing and enacting a national ECEC curriculum: A New Zealand case study in a global context <i>Helen May</i> (New Zealand, Dean of College of Education, University of Otago)
11:40-13:00	Lunch
13:00-14:00	Presentation 3. ECEC curricula: Goals, governance and professional support strategies <i>Pamela Oberhuemer</i> (Germany, Independent Early Years Consultant)
14:00-14:30	Presentation 4. OECD Project 'Encouraging quality in ECEC' : Progress and preliminary results of the County Policy Profile for Korea <i>Miho Taguma</i> (OECD ECEC Project leader) <i>Janice Heejin Kim</i> (OECD specialist) <i>Mugyeong Moon</i> (National Coordinator, KICCE)
14:30-17:00 (Break 15:30-15:45)	Workshop small group discussion I Topic: Implementation of the Nuri curriculum for age 5 ① How to design the staff training and support ② How to monitor the curriculum implementation

23(Fri.) September

9:00-10:45	Workshop small group discussion II Topic: Policy orientation for curriculum for ages 3 and 4 ① How to align the existing curriculum with the Nuri curriculum ② How to reflect social changes in the curriculum
10:45-11:00	Coffee Break
11:00-12:00	Presentation 5. Conclusion of OECD policy forum: Presentation of action plans <i>Miho Taguma</i> (OECD ECEC Project leader) <i>Mugyeong Moon</i> (National Coordinator, KICCE)

프로그램

9월 22일 (목)

08:50-09:20	등록	
09:20-09:40	개회사	조복희 소장 (육아정책연구소) 설동근 차관 (교육과학기술부)
09:40-10:25	발표 1. OECD 유아교육과 보육의 질 향상 방안 연구 추진 배경 : 유아교육과 보육 조기투자의 효과	테보라 로즈비어 (OECD 교육국 교육정책훈련과 국장) 미호 타쿠마 (OECD 사업책임자)
10:25-10:40	휴식	
10:40-11:40	발표 2. 유치원교육과정과 표준보육과정 공통 개발 및 실행을 위한 국가적 지원과 전략	헬렌 메이 (뉴질랜드, University of Otago 교수)
11:40-13:00	점심	
13:00-14:00	발표 3. 5세 누리과정의 질적 적용을 위한 교사의 역량 강화	파멜라 오버휴머 (독일 영유아정책 컨설턴트)
14:00-14:30	발표 4. 'OECD 유아교육과 보육의 질 향상 방안 연구' 추진 경과 및 성과	미호 타쿠마 (OECD 사업책임자) · 김희진 (OECD specialist) 문무경 (국내 연구책임자)
14:30-17:00 (휴식 15:30-15:45)	워크숍 1. 소집단 토의 주제: 5세 누리과정의 질적 적용을 위한 과제 및 해결 방안 ① 5세 누리과정 운영을 위한 교사 연수프로그램 내용 구성 ② 5세 누리과정 운영의 질 관리 방안	

9월 23일 (금)

9:00-10:45	워크숍 2. 소집단 토의 주제: 만 3~4세 교육·보육과정을 위한 정책 방향 ① 5세 누리과정과 만 3-4세 교육과정 및 표준보육과정의 연계방안 ② 5세 누리과정의 바람직한 확대 방향	
10:45-11:00	휴식	
11:00-12:00	발표 5 OECD 정책포럼 결과 요약 및 우리나라 실행 방안 제안	미호 타쿠마 (OECD 사업책임자) 문무경 (국내 연구책임자)

Presentation 1

Investing in high-quality early childhood education and care

Deborah Roseveare

(Head of division, Education and Training Policy Division,
Directorate for Education, OECD)

Miho Taguma

(OECD ECEC Project leader)

Investing in high-quality early childhood education and care (ECEC)

Why invest in high quality ECEC?

OECD often tells countries that they should invest more in high quality early childhood education and care (ECEC). But why invest in high quality ECEC?

There are three broad rationales for putting public resources into high quality ECEC. First, it has significant economic and social payoffs. Second, it supports parents and boosts female employment. Third, it is part of society's responsibility to educate children, to combat child poverty and to help children overcome educational disadvantage.

Rationale 1:

ECEC has significant economic and social payoffs

The key question in any investment decision is how much benefit you will get at some point in the future in return for spending today (see Box). Looking at ECEC as an investment makes sense because the costs today generate many benefits in the future. And the benefits are not only economic: benefits can be in the form of social well-being for individuals and for society as a whole.

Why talk about ECEC as an investment?

An investment is simply a way of looking at costs and benefits in different periods of time. So if you spend a dollar, euro or yen today on ECEC, what benefits can you expect this spending to generate in future years? Benefits can be financial benefits or non-monetary "in-kind" benefits.

Return on investment is a standardized way of summing up the balance between the benefits and costs. Economists often distinguish between private returns and social returns:

- Private returns are those that the individual gets. For example, higher earnings from education or better health.
- Social returns are the private returns plus any extra benefits for society as a whole, such as better citizenship, larger tax base, lower crime rates, etc.

ECEC helps to raise educational outcomes

Economists such as Nobel prize-winner, James Heckman have shown how early learning is a good investment because it provides the foundation for further learning. The big insight from these economists is that a dollar, euro or yen spent on pre-school programmes generates a higher return on investment than the same spending on schooling.

Investing in high-quality early childhood education and care (ECEC)

유아교육과 보육의 질을 위해 투자해야 하는 이유

첫번째 이유:

유아교육과 보육의 확연한 경제적 · 사회적 효과

OECD는 질 높은 영유아 교육·보육을 제공하기 위해 국가에서 더 많은 투자를 해야 한다고 권고하고 있다. 그 이유는 무엇일까?

이는 크게 세 가지로 구분해 볼 수 있는데, 첫째 확연한 사회 경제적 효과, 둘째 부모를 위한 지원 및 여성의 사회 진출 지원, 그리고 셋째, 아동을 교육하고 아동 빈곤을 퇴치하며 아동의 교육적 불이익을 극복하도록 도와야 하는 사회적 책임의 일부이다.

보통 ‘현재의 투자가 미래에 얼마나 많은 혜택을 가져다 주는가’ 라는 것이 투자 여부를 결정하기 위한 핵심 질문이라고 볼 수 있다 (박스 참조). 영유아 교육·보육에 대한 현재의 투자가 장기적으로 가져오는 많은 혜택을 고려했을 때, ECEC를 투자로 보는 관점을 타당화할 수 있다. 또한 그 혜택은 단순한 경제적 이익뿐 아니라 개인과 사회 전체의 복지에도 영향을 미칠 수 있다.

왜 유아교육과 보육에 투자해야 하는가?

투자는 여러 시점에서 비용과 혜택을 살펴보는 것을 의미한다. 즉, 현재 지출하는 비용이 미래에 어떠한 혜택을 가져올 것이라고 기대하는가? 이 혜택은 금전적인 형태 또는 비 금전적인 형태 일 수 있다.

경제학자들은 투자 대비 효과 (return on investment) 분석 시, 효과를 개인적인 이익과 사회적인 이익으로 구분하는 데, 개인적인 이익은 교육으로부터 더 높은 수입을 얻거나 더 좋은 건강 상태를 유지하는 것을 말한다. 사회적인 이익은 개인적인 이익에 따르는 부수적인 것으로 확고한 시민의식, 안정적인 세금 기반, 낮은 범죄율 등을 말한다.

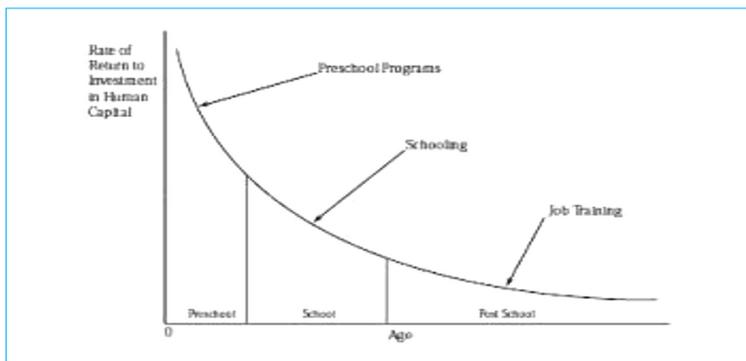
유아교육과 보육은 교육적 성과를 향상 시키는데 도움을 줌

노벨 경제학상 수상 경제학자 James Heckman은 초기 학습이 생애 전반의 학습 기반을 마련한다는 관점에서, 영유아 교육·보육에 대한 투자가 가치 있음을 보여주었다. 여기서 가장 크게 주목해야 할 점은 유아 교육을 위한 투자가 다음 단계 교육을 위한 투자보다 비용 대비 훨씬 더 높은 효과를 가져온다는 점이다.

Why does this happen? Brain researchers have shown that the brain develops at an astonishing rate in the earliest years of life. But the brain's capacity to adapt and develop slows with age. A process of "use it or lose it" comes into play and the synapses (i.e. connections) in the brain that don't get used often are pruned back.

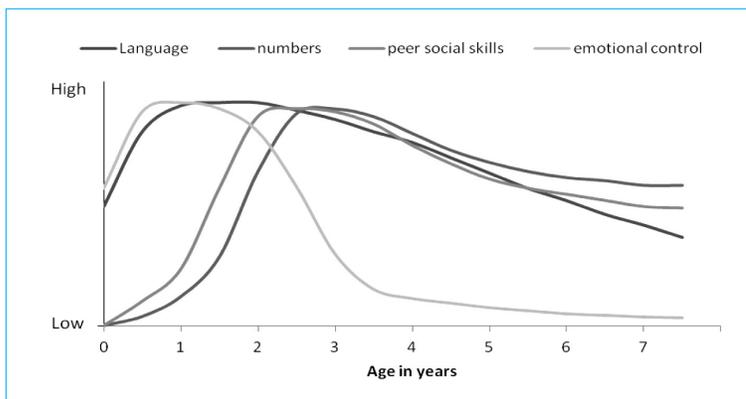
The educational impact of early childhood education shows up clearly by age 15 in the OECD's Programme for International Student Assessment (PISA). Across OECD countries, students who attended pre-school for one-year or more scored more than 30 points higher in reading than those who did not. Put another way, it's as if the students who went to pre-school had benefited from an extra year's schooling by age 15, compared to their classmates.

Returns on investment to different levels of education



Source: www.heckmanequation.org

Sensitive periods of brain development

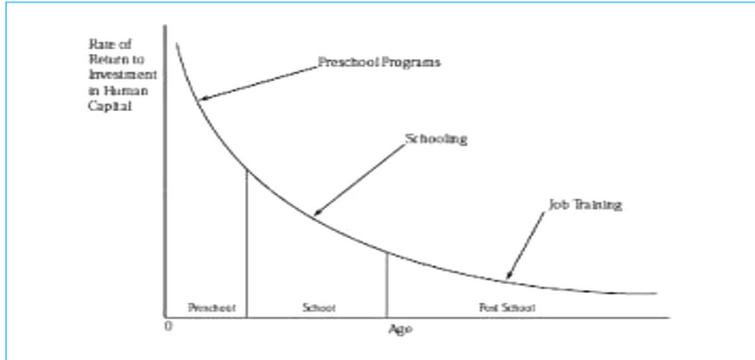


Source: Council for Early childhood Development (2010)

왜 이런 효과가 나타나는가? 두뇌신경과학 연구자들은 뇌가 생의 초기 단계에서 매우 급속한 속도로 발달하지만, 나이가 들어감에 따라 그 적응 속도와 발달 속도가 감소한다는 것에 주목했다. “사용하느냐 잃느냐” 하는 과정이 반복되고, 뇌의 시냅스 (연결부위) 중 적응하지 못하는 부분은 사라지기도 한다.

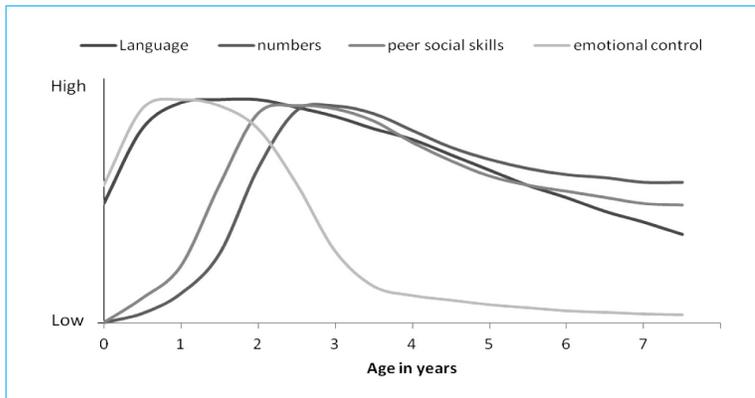
유아교육의 교육적 효과는 만 15세에 시행되는 OECD PISA결과에서 명백하게 나타난다. 1년 또는 그 이상 유아교육기관에 다닌 학생의 경우 그렇지 않은 학생보다 읽기 평가에서 최대 30점 이상 높은 성취를 보여주었다.

교육수준에 따른 투자 회수율



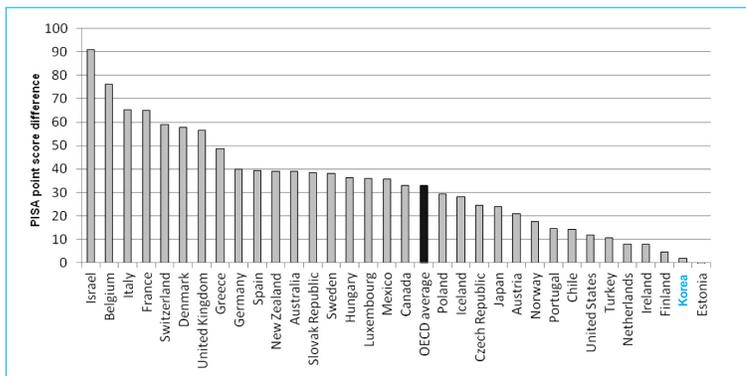
Source: www.heckmanequation.org

두뇌발달의 민감기



Source: Council for Early childhood Development (2010)

Impact of pre-school on reading literacy of 15 year-olds

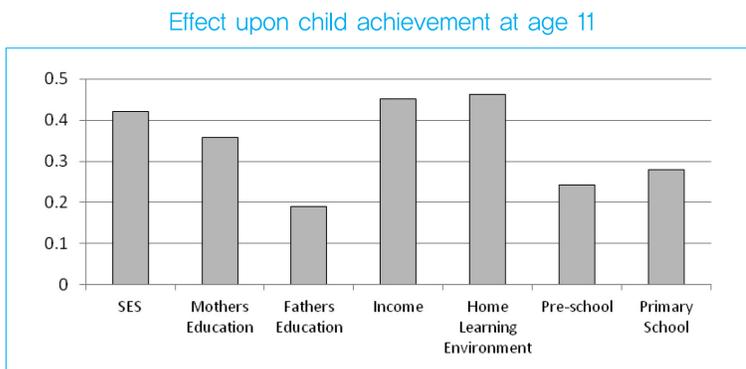


Source: OECD PISA 2009 database

Many factors affect child achievement

Of course, other factors also affect educational achievement. The home learning environment plays a major role, as do socio-economic factors such as family income and parents' educational level. However, after accounting for these factors, researchers in England found that pre-school had almost as much impact on children's education achievement at age 11 as school did-even though children had spent more years in school than in preschool.

Impact of different factors on child achievement at age 11

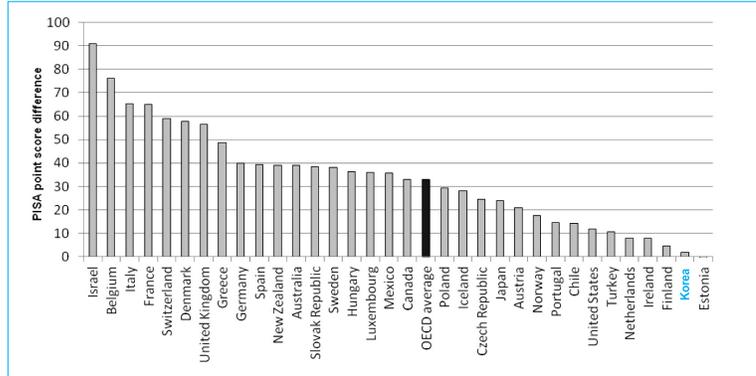


Source: Sammons, P. et al., (2007)

Disadvantaged children benefit most from ECEC

All children gain from attending high quality ECEC but disadvantaged children have the greatest potential to benefit from ECEC because their abilities are less developed when they start school and so they have more scope for catch-up. The gaps are not only evident in reading, math and general knowledge. Children from lower income households also have weaker social skills.

유아교육이 15세 읽기에 미치는 영향

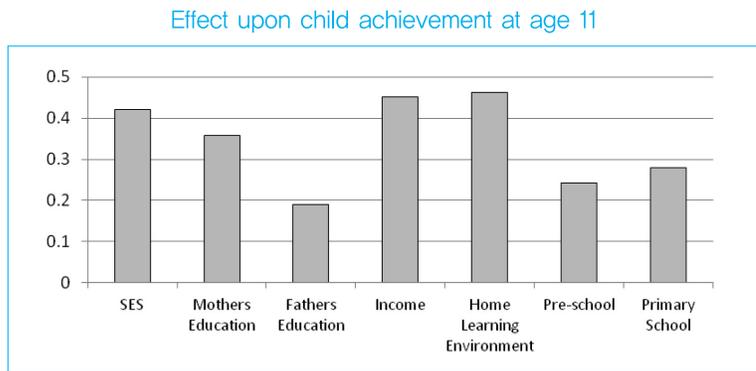


Note: It shows the point score difference after accounting socio- economic status (SES).
Source: OECD PISA 2009 database

아동 성취에 영향을 미치는 다양한 요인

물론 다른 환경적 요인들도 교육적 성취에 영향을 줄 수 있다. 가정 내 교육 환경뿐 아니라 가정의 소득 수준과 부모의 교육 수준과 같은 사회경제적 변인들도 중요한 요인으로 작용한다. 하지만 영국의 한 연구에 따르면, 이러한 요인들을 배제한 이후에도 유아 교육은 아동의 만 11세 학업적 성취 결과에 큰 영향을 미치는 것으로 나타났다.

다양한 요인이 11세 아동의 성취에 미치는 영향

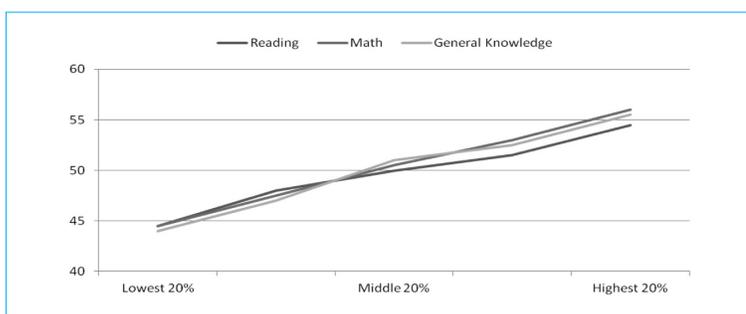
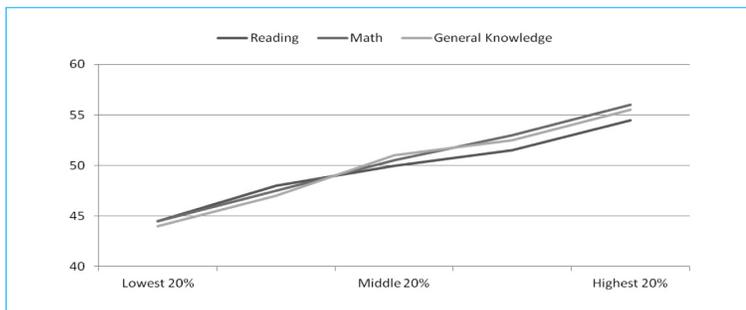


Source: Sammons, P. et al., (2007)

취약계층아동이 유아교육과 보육으로부터 가장 많은 혜택을 받음

21C 모든 아동들이 질 높은 영유아 교육·보육을 통하여 혜택을 받지만, 취약계층 (저소득, 이민자 등) 가정의 아동의 경우 더 많은 혜택을 받을 가능성을 지니고 있다. 이는 학교 입학 시, 취약계층 아동의 발달이 또래에 비해 현저하게 떨어져 능력의 차이가 나타나는 범위가 더욱 커지기 때문이다. 그 차이는 읽기, 수학, 일반 지식뿐 아니라 사회성 측면에서도 분명하게 나타나고 있다.

Median abilities of children entering kindergarten by family income



Source: Barnett, W. S. (2007)

For reading literacy, the disadvantage is highlighted in one well-known study of the vocabulary of children between 6 months and 3 years in the United States. The study showed that children in professional families were exposed to many more words per hour than children in working class families or those on welfare.

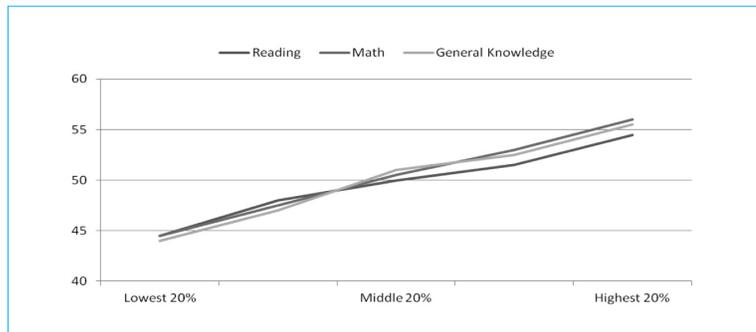
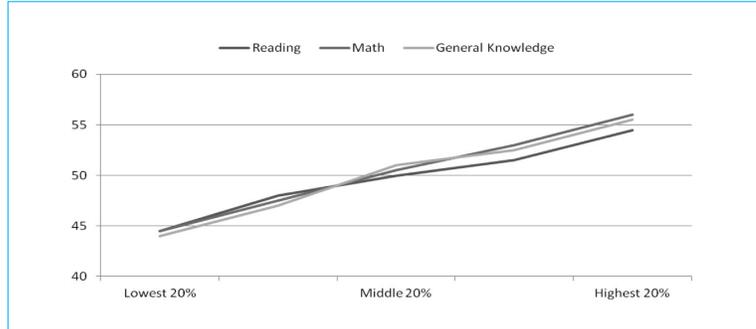
Less well-known is that the children in the study experienced different types of verbal interactions. Children from professional families experienced around six positive verbal interactions (affirmations such as “oh, that’s interesting”) for each negative one (prohibitions such as “don’t touch that”). In contrast, children in families on welfare received two negative interactions for each positive one.

Vocabulary experiences of young children

	Family status		
	Welfare	Working Class	Professional
Words heard per hour	616	1,251	2,153
Affirmations per hour	5	12	32
Prohibitions per hour	11	7	5

Source: Hart, B. and T Risley, (1995)

가정소득별 유치원
취원 아동 능력의
증앙치



Source: Barnett, W. S. (2007)

읽기 문해력에 관한 미국의 한 연구는, 전문직에 종사하는 가정의 아동들이 저소득층 가정의 아동들보다 시간당 더 많은 단어에 노출되고 있음을 보여 주었다. 뿐만 아니라 실험 집단의 아동들은 다른 종류의 언어적 상호작용을 경험하고 있었다. 가령 부모가 전문직에 종사하는 가정의 아동은 부정적인 반응을 한 번 받을 동안 6번 정도의 긍정적인 반응을 경험하는 데 비해, 저소득층 가정의 아동들은 긍정적인 반응을 한 번 받을 동안 2번의 부정적인 반응을 경험함으로써 그 차이가 극명함을 알 수 있다.

취학전 아동의
어휘 경험

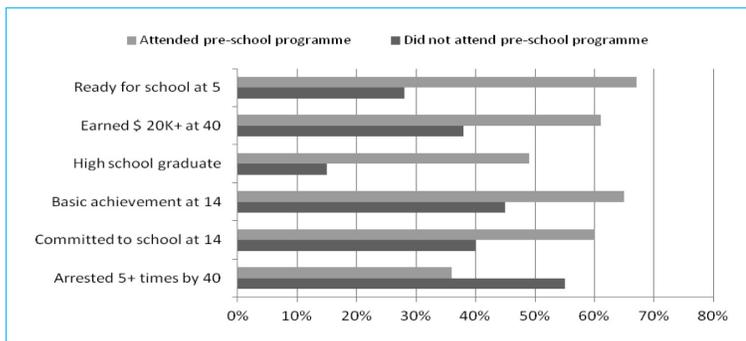
	Family status		
	Welfare	Working Class	Professional
Words heard per hour	616	1,251	2,153
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Prohibitions per hour	11	7	5

Source: Hart, B. and T Risley, (1995)

These differences turn out to be especially important in developing confident self-directed learners with the personality traits needed to succeed. And an increasing weight of evidence points to the importance of personality traits, such as conscientiousness, for labour market success (see Almlund et al., 2011). The influence of early childhood education may be even stronger through these non-cognitive channels than through cognitive elements.

The impact of early childhood education on disadvantaged children has been demonstrated in a number of longitudinal studies. The longest running study started in the 1960s. The Perry Pre-school Study involved children from underprivileged families and one group of them received two years of pre-school education while the “control” group did not. The two groups of children have been followed as they grew up: those who received pre-school outperformed those who did not at each evaluation point. By age 21, the benefits generated were more than 7 dollars for each dollar spent on the programme. By age 40 the benefit/cost ratio had risen to more than 16 dollars.

Key results from Perry pre-school study



Source: Schweinhart, L. J. et. Al. (2005),

ECEC also brings wider social benefits

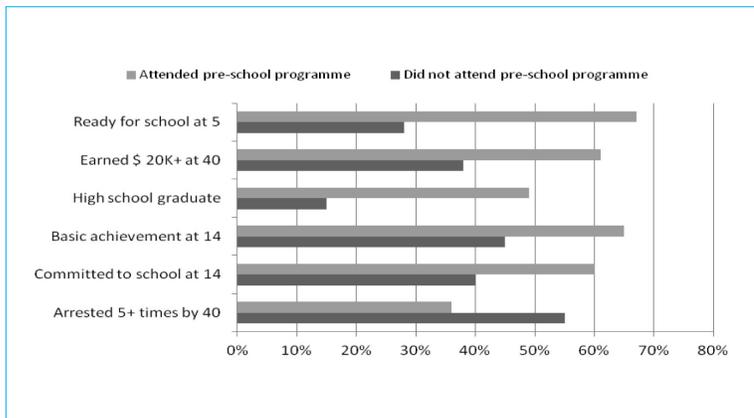
OECD work on the Social Outcomes of Learning shows that high-quality early childhood education and care brings a range of social benefits to individuals. These include better health, reduced likelihood of individuals engaging in risky behaviours and stronger ‘civic and social engagement’. In part, these benefits reflect the important and positive influence of early childhood education on social skills and personality traits.

These individual benefits also lead to broader benefits to society through spill-over effects. More healthy individuals benefit others through lower costs associated with risky behaviour such as use of tobacco, alcohol and drugs or obesity.

이러한 언어적 상호작용의 차이는 미래 성공에 필요한 자신감과 자기주도적인 학습자를 길러내는 데 특히 큰 영향을 미친다. 실제 노동 시장에서의 성공을 위해서 정직, 성실과 같은 인성교육의 중요성을 강조하는 연구결과가 축적되고 있다 (Almlund et al., 2011). 영유아 교육·보육의 장기적인 영향은 단순히 학업적인 결과보다는 사회성 및 인성의 향상을 통해 나타날 것이다.

취약계층 아동에 대한 영유아 교육·보육의 영향력은 많은 중단연구에서 입증되고 있다. 1960년에 시작된 Perry Pre-school 연구는 경제적으로 불리한 아동들에게 2년여에 걸친 유아교육 프로그램을 제공하였다. 아동의 발달에 따라 실험집단과 통제집단을 추적한 결과, 만21세까지 이 프로그램에 투입된 1달러는 7달러 이상의 가치를 창출하였고, 만 40세에는 1달러 당 16달러 이상의 가치를 가져오는 것으로 나타났다.

Perry pre-school 연구의 주요 결과



Source: Schweinhart, L. J. et. Al. (2005),

유아교육과 보육은 광범위한 사회적 혜택을 가져옴

OECD의 학습의 사회적 효과(Social Outcomes of Learning) 연구결과는 양질의 영유아 교육·보육이 개인에게 광범위한 사회적 혜택을 가져다 주는 것을 보고하였다. 이는 더 나은 건강상태, 비행행동 발생률의 감소, 확고한 시민의식 및 사회참여 등을 포함한다. 여기에서 영유아 교육·보육은 사회성과 인격 형성에 긍정적인 영향을 미치는 역할을 하고 있다.

또한 확산 효과로 인해 개인을 위한 혜택은 사회를 위한 더 큰 혜택을 가져온다. 예를 들어, 건강한 개인은 담배, 알코올, 약물 복용과 같은 행위에 수반되는 비용을 감소시켜 타인에게 혜택을 가져다 줄 수 있다. 사회참여 의식이 강한 개인 또한 자원봉사, 투표권 행사, 신뢰 형성 등으로 모두에게 더 안전한 환경을 제공함에 따라 타인에게 긍정적인 영향을 미친다고 볼 수 있다.

Socially engaged individuals also generate benefit for others by volunteering, voting, and fostering trust. And everyone benefits from living in a “safer” environment.

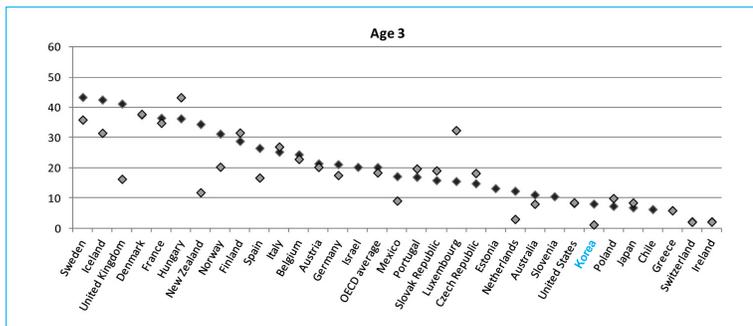
Rationale 2:

ECEC can support working parents and boost labour force participation

Investing in early childhood education and care isn’t only about the benefits for children. Working parents, mothers in particular, need someone to care for their children while they work. Women need high quality, affordable ECEC to be able to return to work, with confidence that their children are well-cared for and to achieve a better work-life balance. For the children’s sake, it is important that they spend those hours in a high-quality learning environment.

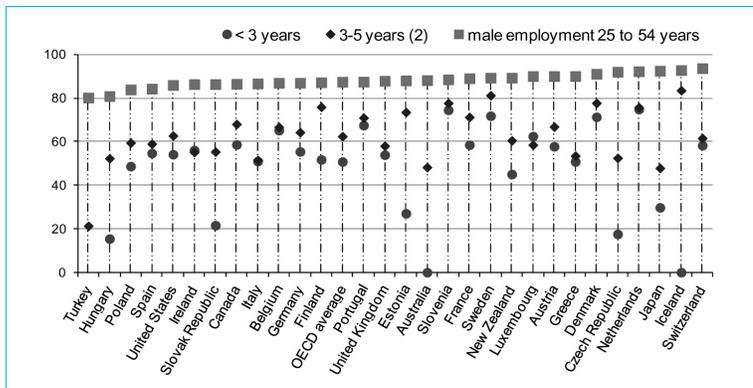
In recent years, many OECD countries increased budgets to expand ECEC places for working parents. Nonetheless, across OECD countries, participation rates of mothers with young children are considerably lower than the rates for men.

Public spending per child at age 3



Source: OECD (2009) and OECD (2011a)

Employment rates for women with young children



Source: OECD Family Database

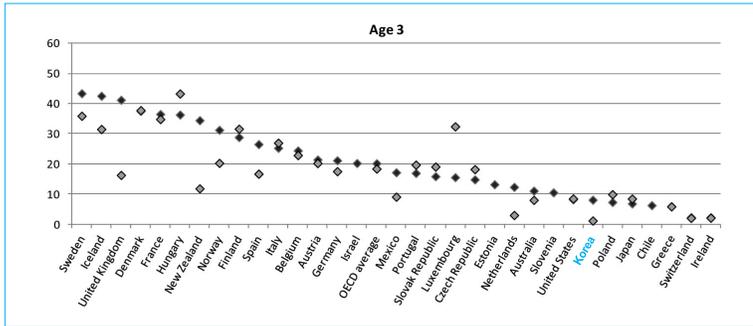
두번째 이유:

유아교육과 보육은 일하는 부모를 지원하고 노동 시장 참여를 활성화 할 수 있음

영유아 교육·보육에 대한 투자는 단순히 어린이만을 위한 혜택을 의미하지 않는다. 일하는 부모, 특히 여성의 경우 일하는 시간 동안 아이를 돌보아 줄 누군가를 필요로 한다. 여성들은 자녀가 잘 돌보아지고 있다는 확신과 함께 직장으로 복귀하고, 가정과 직장의 균형을 이루게 해 주는 비용부담이 가능한 양질의 영유아 교육·보육이 필요하다. 아동들 또한 양질의 교육환경을 보장받는 것이 중요하다.

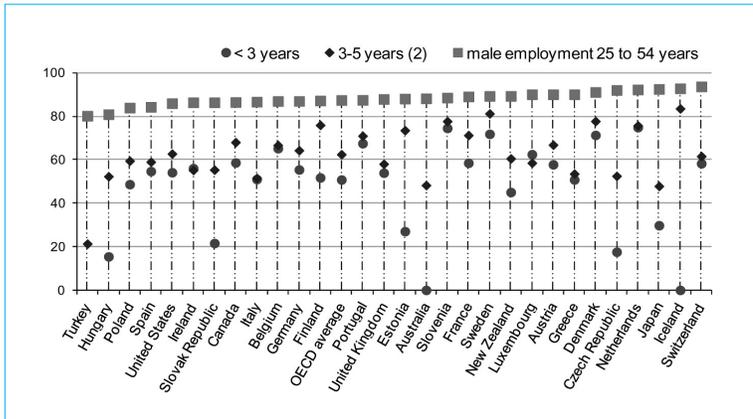
최근 들어 많은 OECD국가들은 일하는 부모를 위한 영유아 교육·보육 서비스 장소를 확충하는 데 필요한 재정적 지원을 증대해 왔다. 그럼에도 불구하고 어린 아동을 양육하는 여성의 노동시장 참여율은 남성에 비해 현저하게 낮다.

3세아에 대한 공적투자



Source: OECD (2009) and OECD (2011a)

취학전 자녀를 둔 여성의 취업률



Source: OECD Family Database

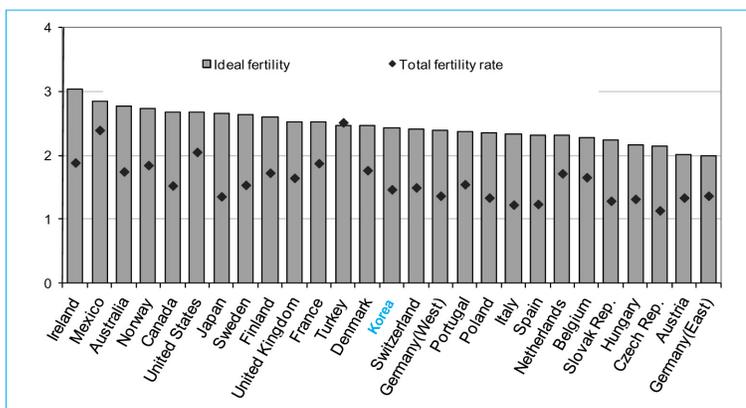
Raising participation rates of women by providing high-quality affordable childcare can have three main benefits. First, working mothers can improve family income and help lift families out of poverty. Second, women can continue pursuing their careers as well as having children. This in turn provides women with greater financial independence, higher lifetime income, and greater scope to accumulate pension entitlements. Third, the availability of good ECEC for children, and opportunity for mothers to pursue a career, can make it more attractive to have children.

Public expenditure on ECEC is partly offset by an increase in the tax base from higher rates of female employment, and through higher female lifetime earnings. Expenditure on ECEC can also be offset over time by lower rates of households reliant on public income support to raise their children and fewer elderly women with inadequate pensions.

In some countries the lack of high quality and affordable early childhood education and care may be a factor explaining low fertility rates and why women have fewer children than their ideal family size. In Japan, for example, women say that the cost of education and childcare is the biggest reason why they have fewer children than they would like.

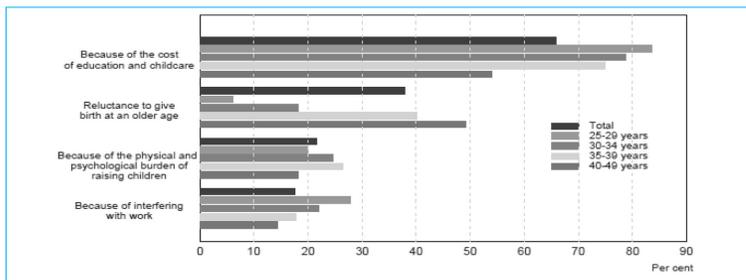
Ideal and actual fertility rates

Ideal and actual fertility rates



Source: D'Addio-Dervaux and M. Mira d'Ercole (2005)

Reasons why Japanese women have fewer children than they would like



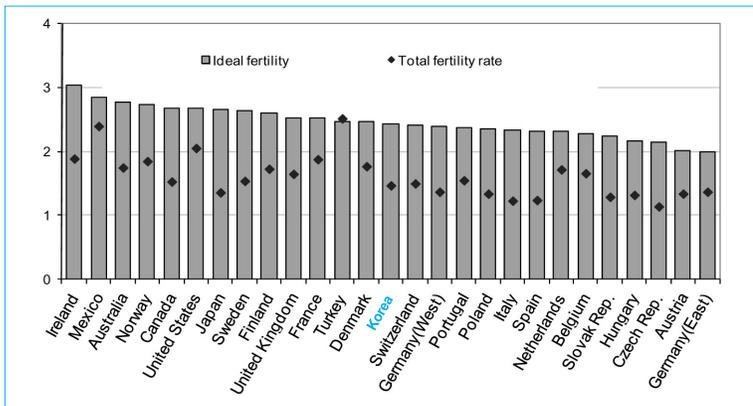
Source: OECD Economic Survey Japan (2011b)

질 높은 영유아 교육·보육 서비스 제공에 따른 여성의 경제 활동 참여율의 증가는 크게 세 가지 혜택을 가져온다. 첫째, 일하는 여성들이 가정의 소득수준을 향상시킴에 따라 빈곤으로부터 벗어나는 데 기여할 수 있다. 둘째, 여성들이 출산과 동시에 자신의 경력을 계속 쌓아나갈 수 있으며 이는 여성에게 더욱 큰 경제적 독립, 평생수의 보장, 연금 혜택 등을 제공할 수 있다. 셋째, 영유아 교육·보육 서비스의 안정적인 공급과 여성에게 주어지는 지속적인 커리어 추구 기회는 출산율을 높이는 데 긍정적인 영향을 줄 수 있다.

뿐만 아니라, 영유아 교육·보육을 위한 공공 투자는 높은 여성 취업률과 평생수의 보장을 통해 증가된 세금 징수를 통해 되돌려 받을 수 있다. 또한 기초생활수급지원을 받는 가정이 줄어들고 부적절한 연금을 받는 노인 여성인구가 감소함에 따라 그 비용이 상쇄될 수도 있다.

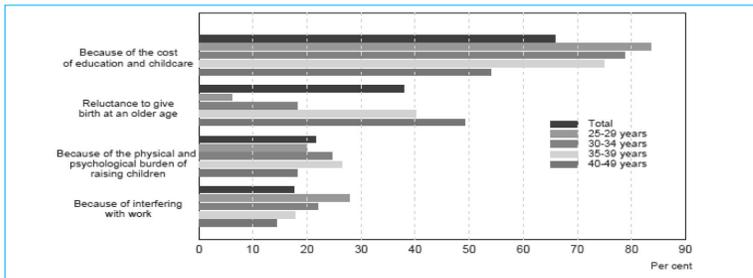
일부 국가에서는 양질의 영유아 교육·보육 서비스 공급 부족으로 저출산의 문제가 초래되기도 한다. 일본의 경우, 여성들이 높은 양육 비용을 출산 기피의 가장 큰 원인으로 지적하기도 하였다.

이상적 및 실제 출산율



Source: D'Addio-Dervaux and M. Mira d'Ercole (2005)

일본여성의 낮은 출산율 이유



Source: OECD Economic Survey Japan (2011b)

Rationale 3:

ECEC is part of society's responsibility to educate children and promote child well-being

In 1948, the Universal Declaration of Human Rights of the United Nations stated that childhood is entitled to special care and assistance. The declaration also set out the right to education, which would be free, at least in the elementary and fundamental stages and compulsory at elementary level.

The UN Convention on the Rights of the Child in 1989 reiterated children's right to education and in particular committed ratifying countries to make primary education compulsory and available free to all.

In 1990, the Education for All movement was launched as a global commitment to provide quality basic education for all children, youth and adults. In 2000, at the World Education Forum, 164 countries pledged to achieve Education for All by 2015 and adopted six concrete goals, the first of which is:

“Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children”.

Going further, the UNESCO Conference on Early Childhood Care and Education, in 2010, adopted the Moscow Framework for Action and Cooperation: Harnessing the Wealth of Nations, which stated:

“We adopt a broad and holistic concept of Early Childhood Care and Education as the provision of care, education, health, nutrition, and protection of children aged zero to eight years of age. Early Childhood Care and Education is therefore a right and an indispensable foundation for lifelong learning.”

Work is now underway to develop a Holistic Child Development Index, which will be used to monitor global progress towards the equitable provision of quality and holistic early childhood care and education services. This UNESCO-led initiative will also serve to monitor countries' progress towards achieving the *Education for All* goal.

Early childhood education and care needs to be of sufficient quality to achieve beneficial child-outcomes and yield longer term social and economic gains. Research shows that poor quality ECEC provision can have lasting detrimental effects on children's development.

Why quality matters

세번째 이유:**유아교육과 보육은 영유아 교육과 복지에 대한 사회적 책임이 있음**

1948년, UN의 인권에 대한 보편적 선언은 아동기를 특별한 보호와 지원의 기간으로 명명했다. 이 선언은 최소한 기초적인 단계에서의 무상교육과 초등교육의 의무교육 제공을 담은 교육권을 담고 있다.

UN의 아동권리에 대한 조약(1989)은 교육에 대한 아동의 권리를 재천명하고, 모든 나라에서 초등교육을 의무화하고 무상으로 제공하는 것을 승인하는 데 초점을 두었다.

1990년 모든 아동, 청소년, 성인들에게 양질의 기초 교육을 제공하기 위한 Education for All 운동이 전세계적으로 전개되었다. 2000년에 열린 World Education Forum에서는 164개국에 참가하여 2015년까지 Education for All을 달성하는 것을 목표로 하는 성명을 발표하였고, 여섯 가지 구체적인 목표를 채택하였다. 그 중 첫 번째 목표는 다음과 같다:

“보편적인 영유아 교육·보육의 확대와 개선은 특히 가장 취약하고 소외되기 쉬운 아동들을 위한 것이다.”

나아가 2010년 UNESCO Conference on Early Childhood Care and Education에서는 Moscow Framework for Action and Cooperation을 채택하였다.

“우리는 영유아 교육·보육에 대한 포괄적이고 전인적인 개념을 채택하여, 이는 0세에서 8세에 이르는 모든 아동들을 위한 돌봄, 교육, 건강, 영양, 보호의 제공을 포함하고 있다. 따라서 영유아 교육·보육은 권리이자 평생교육을 위한 필수불가결한 조건이 된다.”

이는 현재 Holistic Child Development Index의 개발로 이어지고 있다. 이 지표는 영유아 교육·보육 서비스의 보편적인 제공과 더불어 Education for All 목표 달성을 향한 전세계의 진행 경과를 모니터링하게 될 것이다.

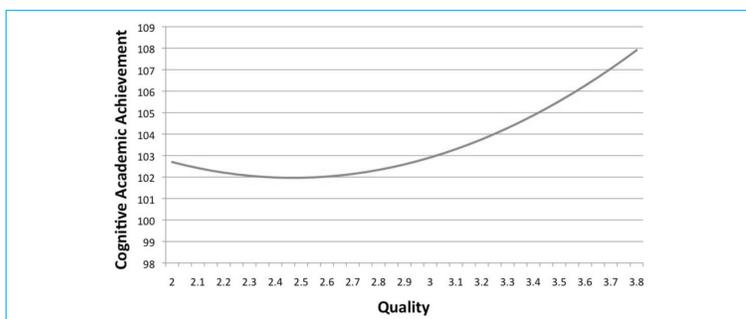
영유아 교육·보육의 질의 중요성

영유아 교육·보육을 통해 아동의 높은 성취를 달성하고 장기적으로 사회 경제적 혜택을 받기 위해서는 반드시 질 높은 영유아 교육·보육 서비스가 제공되어야 한다. 한 연구결과에 따르면 질이 낮은 영유아 교육·보육 서비스는 오히려 아동의 건강하고 정상적인 발달을 저해하고 치명적인 영향을 미칠 수 있다.

Increase in academic achievement as early childcare quality improves

One approach to assessing the impact of ECEC quality is through longitudinal studies on a sample of children. Longitudinal studies that have included a measure of quality in early childhood settings show a consistent impact of quality on children’s cognitive and socio-emotional outcomes.

The National Institute for Child Health Development (NICHD) followed children across several US states and found escalating positive effects on cognitive academic achievement at age 15 in line with exposure to higher quality childcare.



Source: Vandell, D. L. et al., 2010

The Effective Pre-school and Primary Education (EPPE) longitudinal study carried out in England found that the quality of pre-school setting was still exerting a positive effect on literacy and maths after the children had been at school for five years. However, the children who had gone to low-quality pre-schools were no different from those who had not gone to pre-school at all. The same study found positive links between quality of pre-school and better self-regulation, reduced hyperactivity and better “pro-social” behaviour at age 11.

The Competent Children, Competent Learners study in New Zealand has followed a sample of children from early childhood education through schooling and beyond. The study found that at age 16, five measures of ECEC quality had enduring effects on students’ performance:

- staff responsiveness
- staff guiding children in activities
- staff asking children open-ended questions
- staff joining children in their play
- providing a print-saturated environment

영유아 교육·보육의 효과를 평가하는 방법 중 하나는 종단연구(longitudinal studies)이다. 교육 및 보육 환경을 측정하는 도구를 포함하고 있는 종단연구는 제공되는 서비스의 질 차이에 따른 아동의 인지적, 사회-정서적 성취 결과를 지속적으로 보여줄 수 있다.

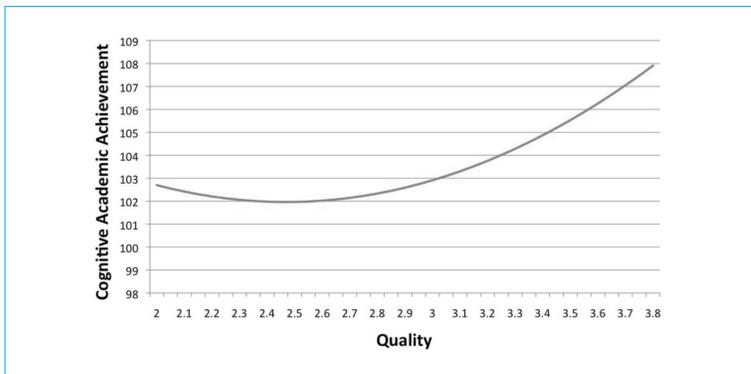
미국의 National Institute for Child Health Development (NICHD)의 추적 연구 결과, 양질의 교육·보육 서비스 제공이 아동의 만 15세 인지-학업적 성취에 미치는 긍정적인 영향은 지속적으로 증가하는 것으로 나타났다.

영국의 Effective Pre-school and Primary Education (EPPE) 종단 연구 역시 유아교육 서비스 및 환경이 학교 입학 후 5년이 지난 후에도 아동의 문해와 수학 능력에 긍정적인 영향을 미치는 것으로 나타났다. 그러나 열악한 환경의 유아교육기관에 다닌 아동은 유아교육기관에 전혀 다니지 않은 아동과 입학 후 성취 측면에서 아무런 차이를 보이지 않았다. 본 연구에서는 유아교육 서비스 및 환경이 만 11세 아동의 더 나은 자기 통제, 과잉행동 감소, 활발한 사회적 행동과 긍정적인 관계가 있음을 보여주었다.

뉴질랜드의 Competent Children, Competent Learners 연구는 아동기부터 고등기관 졸업 후까지를 포괄한 종단연구로, 다음의 다섯 가지 영유아 교육·보육의 질적 측면이 학생의 16세 학업 성취까지 지속적인 영향을 미친 것으로 나타났다.

- 교사의 반응
- 교사의 아동 활동 지도력
- 교사의 개방형 질문
- 교사의 아동 놀이 참여도
- 학습을 촉진하는 환경 제공

보육의 질 향상에
따른 학업성취의
향상



Source: Vandell, D. L. et al., 2010

To learn more

The OECD has carried out analysis of many aspects of early childhood education and care across many countries. These include the major projects *Brain and Learning*, *Starting Strong I and II*, *Babies and Bosses* and *Doing Better for Families*. More information can be found about these projects can be found on the OECD website:

www.oecd.org/edu/brain

www.oecd.org/edu/earlychildhood

www.oecd.org/social/family/doingbetter

The OECD is now developing an Online Policy Toolbox for identifying how to improve quality in ECEC. The toolbox is organised into 5 action areas:

- 1) setting out quality goals and regulations;
- 2) designing and implementing curriculum and standards;
- 3) improving workforce conditions, qualifications and training;
- 4) engaging families and communities; and
- 5) advancing data collection, research and monitoring.

The toolbox aims to present practical tools that policymakers can use to brief their ministers, facilitate dialogue among stakeholders, inform policy and the public of international experiences, etc. The toolbox will include checklists, self-assessment sheets, research briefs, lists of strategy options, etc. For more information on the Policy Toolbox: www.oecd.org/edu/earlychildhood/quality

The OECD Network on Early Childhood Education and Care aims to facilitate peer learning among policymakers of OECD countries and non-member economies in line with the OECD global strategies. Members meet twice a year to learn about the latest research findings, exchange their country experiences on the most relevant policy issues, and network among members and researchers. For more information on the OECD Network: www.oecd.org/edu/earlychildhood/network

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- 1) 질에 대한 목표와 규정 설정
- 2) 교육과정과 기준, 개발 및 실행
- 3) 교직원의 자격기준, 양성, 근무여건 개선
- 4) 가족 및 지역사회 참여
- 5) 자료수집, 연구 및 모니터링

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Presentation 2

Politics and pedagogy of developing and enacting a national ECEC curriculum: A New Zealand case study in a global context

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Implementing a national curriculum

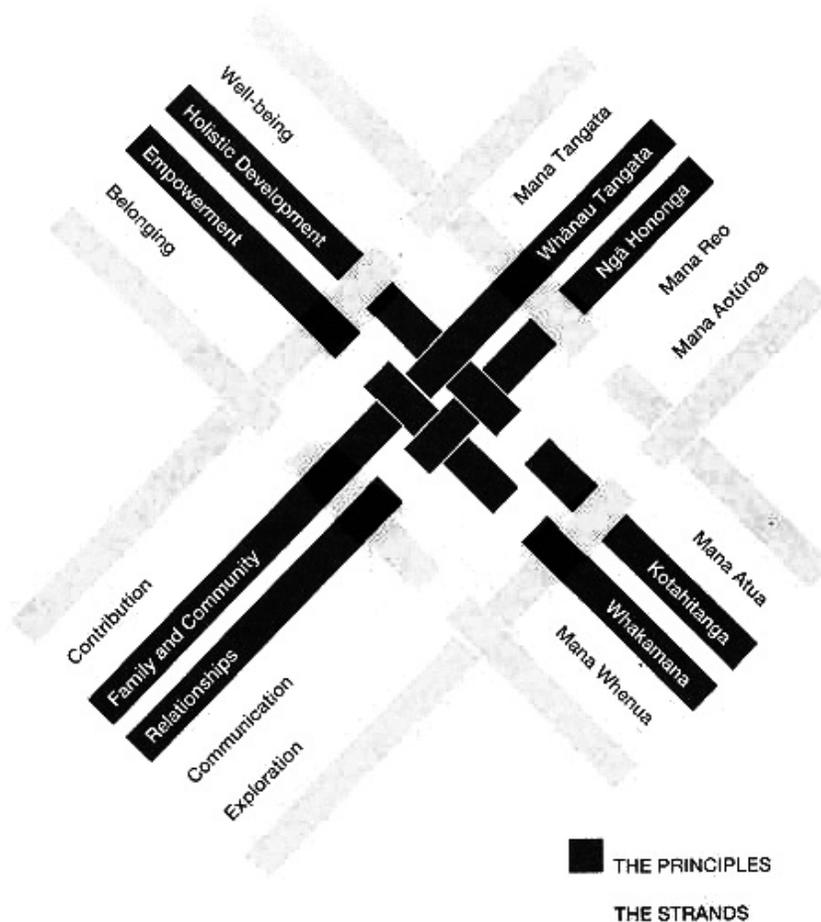
The case study of Te Whāriki (1991–2011)

The New Zealand curriculum for early childhood education¹⁾

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1) An earlier version of this paper written by Margaret Carr, Helen May and Val Podmore was published in: *Frühpädagogik international: Bildungsqualität im Blickpunkt-Early childhood curriculum issues: international perspectives*, (eds) Wassilios E. Fthenakis and Pamela Oberheumer, 2004, 2010.

Summary

A New Zealand case study outlines the politics of developing a curriculum in diverse cultural and philosophical early childhood settings. The question is also asked, 'Can a national curriculum make a difference for teachers and children?' Te Whariki translates from the Maori language as 'a woven mat for all to stand on'. As a curriculum document it contains overall Principles and Goals for all early childhood programmes. As a metaphor, Te Whariki enables the diverse early childhood services and centres, their teachers, families and children, to 'weave' their own curriculum pattern. Te Whariki has been well received by the early childhood community but poses challenges because it refrains from presenting the 'content' of curriculum. In an environment of political concern with accountability and quality across the education sector, assessment and evaluation in early years programmes have become pedagogical challenges. The New Zealand story is of interest as one of the first national curricula for early education to be developed, and after twenty years, the implementation is ongoing. The framework of Te Whariki has been influential as a model for curriculum development in other countries. But also of interest is New Zealand's long-term approach to curriculum implementation and the realisation of the policy support required, such as: funding, qualified teachers, professional development, ongoing research and teacher education. This has been costly and currently being trimmed.

Early childhood care and education in New Zealand

The early childhood years in New Zealand span from birth to school age at five years. On the day of their birthday each child goes to school. This is a celebrated 'rite of passage' but sometimes a less than smooth transition for children. Ninety-eight percent of three and four year olds formally attend an early childhood service; at aged one year there are 18% of children attending, although many more participate in informal playgroup settings. Government provides universal funding support per child, which increases for under-two year olds, in both community and privately owned programmes that meet defined standards. There are a range of early childhood programmes encompassing: both full and part day; different cultural and philosophical perspectives; home and centre based settings, and involving both parents and teachers - qualified, unqualified and in-training - as the key adults who work with children (Smith and May, 2006; May, 2009). Since 1989 New Zealand has promoted an integrated approach to care and education and all early childhood programmes are under the umbrella of the Ministry of Education. This integration of care and education, and the inclusion of all 'before-five' year olds, helped shape the style of curriculum that emerged. The integration of services fo

- 1985: Childcare services were moved under the umbrella of the Department of Education alongside other preschool services and schools.
- 1988-1990: Integrated teacher education programmes for teachers in kindergarten and childcare were established in Colleges of Educations to cover the age range of birth to five years. However it took quite a few years to phase out low-level qualification for working in childcare and to benchmark a unified qualification across the early childhood sector. The Colleges have now all amalgamated with universities and offer degree level early childhood qualifications.
- 1989: the introduction of a unified funding system for all early childhood services. However, until the mid 2000s there were still disparities in funding between services for care and education.
- 2002: Teachers in kindergartens won pay parity with teachers in school. Since 2005 the gap between salaries of kindergarten teachers and teachers working in childcare has closed significantly but is still not equal.

During the 2000s, a Labour Government developed and implemented a 10 year Strategic Plan for the sector, Pathways to the Future - Nga Huarahi Arataki 2002-2012 (Ministry of Education, 2002), that intended 100% qualified teachers for the sector, and provided 20 hours free early childhood for three and four year olds. In 2008, Peter Moss, a key policy commentator from the UK, described New Zealand as an, 'interesting and surprising exception to the general picture' of 'market standardisation' in early childhood policy and its 'split systems' of childcare, early education and targeted services for the poor (Moss, 2008, p.7). Moss' s outsider view of New Zealand' s early childhood policy is of interest:

... ECEC services that confront the split system... While there are many elements of the market apparent, including a large for-profit sector, New Zealand has also opened up diversity, most obviously in its innovative early childhood curriculum, *Te Whāriki*.

New Zealand has developed a national framework, which brings some coherence to the system around issues of equity and access. One Ministry (education) is responsible for all ECEC services; there is a single funding system for services, (based on direct funding of services rather than parents); a single curriculum; and a single workforce, which by 2012 will consist of early childhood teachers, educated to graduate level. Underpinning these structures, and perhaps the most radical change of all, New Zealand has an integrative concept that encompasses all services - 'early childhood education', a broad and holistic concept that covers, children, families and communities, a concept of 'education-in-its-broadest-sense' in which learning and care really are inseparable and connected to many other purposes besides. *New Zealand has, in short, understood the need to*

rethink as well as restructure early childhood education and care [my emphasis] Moss, 2008, pp.7-8).

In 2007, Moss was in New Zealand. This was the midway point in the implementation of the Strategic Plan. Moss was a keynote speaker at the Ministry of Education symposium, 'Travelling the Pathways to the Future'. He told delegates that New Zealand was 'leading the wave' of early childhood innovation. More particularly, New Zealand had 'confronted the wicked issues' with the development of an integrated and coherent national approach to funding, regulation, curriculum and qualifications (Moss 2007, p.33). In 2008 Colin James, an esteemed New Zealand political commentator, provided an insider perspective on the government's social policies. In James's view the Labour Government had been successful in:

Making early childhood systematic...[that] takes us deep into a zone of policy debate: on citizens' access to participation in our economy and society. This debate is no longer just about the absence of legal or administrative impediments. It is about what constitutes genuine capacity to participate... . So early childhood education [has been] investing in infrastructure, just like building roads (*Otago Daily Times*, 19 February 2008).

The political context of curriculum development

In 1996, the Prime Minister launched the final version of Te Whāriki the national early childhood curriculum (Ministry of Education, 1996a). This was the first time a Prime Minister so explicitly stamped government approval on what children might do or learn on a daily basis in early childhood programmes. Thereafter, early childhood services were expected to demonstrate that their programmes were operating according to the Principles, Strands and Goals outlined in Te Whāriki. The development and wide acceptance of Te Whāriki as a curriculum was a story of careful collaboration with the government by the early childhood sector. Te Whāriki also became the first bicultural approach to curriculum including the dual perspectives of both Maori, (the indigenous people) and Tauwiwi (non-Maori) who are mainly European immigrants, but include a large Pacific Islands population and an increasing Asian population.

The impetus for curriculum development had global origins. The development of a national curriculum framework for both early childhood centres and schools in New Zealand was part of an international trend during the 1990s to strengthen connections between the economic success of the nation and education. So-called progressive approaches to curriculum that relied on child interest and ideals of

individual growth and development were under attack. The draft *National Curriculum of New Zealand* (1991) for schools set the direction and set out seven principles, three of which were explicitly to do with the workplace and the economy. These underpinned the later *New Zealand Curriculum Framework* (Ministry of Education, 1993) that defined seven learning areas and eight domains of essential skills. It was amidst these initiatives that the government decided there would be a national early childhood curriculum. Governments had not previously been concerned with curriculum in the early childhood sector. Each of the different early childhood services had their own approaches. The early childhood organisations, however, were wary at the idea of a national curriculum, concerned that it would constrain their independence and cut across the essence of their diversity. The alternative, of not defining the early childhood curriculum, was a dangerous one: the national curriculum for schools might start a downward move. The involvement of Margaret Carr and myself, then colleagues at the University of Waikato, was a response to these concerns.

In 1991 we were contracted to co-ordinate the development of a curriculum that could embrace a diverse range of early childhood services and cultural perspectives; articulate a philosophy of quality early childhood practice; and make connections with a new national curriculum for schools. We worked in partnership with the Kohanga Reo National Trust who operate Maori language immersion centres, and are the guardians of a Maori pedagogy of learning and knowledge for young children.

The story of this development spans the 1990s (Carr and May, 1993, 1994, 1997, 1999, 2000; Nuttall, 2003, Smith, 2011) and was a policy that the government wisely did not rush. It takes time to develop and implement a curriculum that is inclusive, accepted and meaningful and makes a difference for children. The draft Te Whāriki was released in 1993 followed by trialling and professional development programmes for staff. Institutions offering teacher education programmes began a process of adaptation (for some) and/or a radical rethink (by others) of their curriculum courses. The Ministry of Education subsequently funded several research projects towards developing frameworks for evaluation and assessment based on Te Whāriki (Carr, 1998a, 1998b; Podmore and May, 1998; Mara, 1999; Carr, May and Podmore, 2000). In 2000, the Ministry of Education released the video series *The Big Picture* (Learning Media, 2000) followed by *Kei Tua o te Pae - Assessment for learning: Early childhood exemplars* (2005, 2009), a project that was led by Margaret Carr. The exemplars use a learning story framework of children's interests, strengths and dispositions and is a shift from internationally dominant paradigms of assessment for your children based upon checklists and developmental measures of competency, skills and content (Carr, 2001). A significant initiative spearheaded under the Strategic Plan policies were Centres of Innovation, each one selected to showcase high quality practice in relation to

the curriculum. Teachers and research associates embarked on a three-year action research journey to further improve quality (Meade, 2006).

In 2008, a National Government came to power and in the midst of an international fiscal crisis, halted the implementation of the Strategic Plan, disestablished the Centre's of Innovation, retrenched the qualification requirements to 80% by making funding cuts to centres and services with 100% qualified staff, and weakened the free early childhood policy. These cutbacks were much disputed by the sector and there was protest on the streets. In 2011 an Early Childhood Education Taskforce report (ECE Taskforce, 2011) recommended an overhaul of early childhood funding, in part, to halt the escalating costs to government. However, the Taskforce gave strong support to Te Whāriki as a curriculum, but considered again the question of 'does the curriculum make a difference to children and children?' and has recommended an evaluation of the implementation of the curriculum.

Te Whāriki as a curriculum framework

The development of Te Whāriki involved a broad consultative process. There were no other models for guidance. The theme of empowerment was important for Maori, and 'empowering children to learn and grow' became a foundation Principle. The four guiding Principles are as follows, with the English text elaborated:

Whakamana	<i>Empowerment: the early childhood curriculum empowers the child to learn and grow</i>
Kotahitanga	<i>Holistic development: the early childhood curriculum reflects the holistic way children learn and grow</i>
Whanau tangata	<i>Family and community: the wider world of family and community is an integral part of the early childhood curriculum</i>
Nga Hononga	<i>Relationships: children learn through responsive and reciprocal relationships with people places and things</i>

The curriculum is founded on the following aspirations for children in New Zealand:

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 the world (Ministry of Education, 1996, p. 9).

These aspirations are elaborated in five Aims for children (later to be re-named as Strands) and these five strands formed the national curriculum framework for local content and outcomes. Each Strand has been elaborated into three or four Goals for learning which detail a range of indicative, but not required,

learning outcomes (ie knowledge, skills and attitudes) appropriate for young children. The Principles and Strands are expressed in both Maori and English languages. They were negotiated between Maori and Pakeha early in the curriculum development process as equivalent domains.

Mana Atua	Well-being
Mana Whenua	Belonging
Mana Tangata	Contribution
Mana Reo	Communication
Mana Aoturoa	Exploration

The conceptualisation of early childhood curriculum therefore took a different approach to either the learning areas framework of the school curriculum, or the more traditional developmental curriculum map of: physical, intellectual, emotional and social skills. Instead, the strands defined an interpretation of the major interests of infants, toddlers and young children: emotional and physical **well-being**, a feeling that they **belong** here, opportunities to make a **contribution**, skills and understandings for **communicating** through language and symbols, and an interest in **exploring** and making sense of their environment.

The title Te Whāriki is a powerful metaphor in New Zealand. The Principles Strands and Goals defined in the document provide the framework that allows for different programme perspectives to be woven into the fabric of the weaving. There are many possible 'patterns' for this as children and adults collectively develop their own curriculum pattern through a process of talk, reflection, planning, evaluation and assessment. The 'whāriki' metaphor views the curriculum for each child as a 'spider web' or weaving and emphasises a model of learning for young children as being a tapestry of increasing complexity and richness rather than a staircase of accumulated skills and knowledge.

Implementing Te Whāriki

Transforming a national curriculum into practice is a challenge. By 2000, the visual presence of the language and images of Te Whāriki was apparent in most programmes but implementing the document was complex, partly because it resisted telling staff what to do, by 'forcing' and/or enabling each programme to 'weave' its own curriculum pattern.

Ministry of Education research trials highlighted the support for Te Whāriki but indicated that there would need to be on-going professional development in a sector that had large numbers of untrained or

poorly trained staff. The holistic Principles, Strands and Goals introduced a new language. Staff in early childhood in the different centres and services needed time and support to reflect upon what Te Whāriki might mean in their particular context. This was not a quick process. Many educators were unfamiliar with the theoretical underpinnings of the socio-cultural perspectives inherent in Te Whāriki (Bronfenbrenner, 1979; Vygotsky, 1987). Government policies moving towards a fully qualified teacher sector, albeit now halted have progressed these issues

There were other challenges.

- Firstly, the assumption that early childhood centres would have sufficient government funding to operate quality programmes. Under-funding still undermines the implementation of Te Whāriki. While there were significant funding increases during the 2000s, some parts have recently been cut back.

- Secondly, the need to smooth the transition for children between early childhood and school curricula approaches. A few schools are using Te Whāriki for five-year olds in their first year, alongside national curriculum subject-based documents, but discussions on transition are ongoing. Traditionally, reception and Year One classrooms have focussed on reading instruction and numeracy; current Ministry policy has encouraged this emphasis, particularly with the introduction, in 2010, of National Standards into primary schools.

- Thirdly, a political climate of accountability that has increased demands on early childhood staff in relation to assessment and evaluation, alongside a demand for research evidence that early childhood education makes a difference for children (Smith et al, 2000; Wylie and Thompson, 2003; Smith et al, 2008)

The assessment project: Learning Stories

In 1995 a Project for Assessing Children's Experiences co-ordinated by Margaret Carr was designed to answer two research questions (Carr, 1998a, 1998b):

- What are key observable outcomes for children that professionals working with children could link with Te Whāriki ?

- What assessment instruments could be applied across a range of early childhood settings and age groups?

Early childhood settings in New Zealand that receive government funding are required to document some assessment, and assessment procedures must be congruent with the Principles of Te Whāriki (Ministry of Education, 1996b). The approach to assessment that emerged from the assessment project is described as a Learning Story framework. The project focused on broad outcomes that combined motivation with skills, funds of knowledge and learning strategies: learning dispositions (Carr, 2001) Learning Stories document children acquiring dispositions to learn, as set out below:

<i>Strands of Te Whāriki</i>	<i>Learning dispositions</i>	<i>Actions and behaviours</i>
Belonging	<i>Courage and curiosity</i> to find an interest here	Taking an interest
Well-being	<i>Trust</i> that this is a safe place to be involved and <i>playfulness</i> that often follows from deep involvement	Being involved
Exploration	<i>Perseverance</i> to tackle and persist with difficulty or uncertainty	Persisting with difficulty, challenge and uncertainty
Communication	<i>Confidence</i> to express ideas or a point of view	Expressing a point of view or feeling
Contribution	<i>Responsibility</i> for justice and fairness and the disposition to take another point of view	Taking responsibility

The curriculum document adds:

Dispositions to learn develop when children are immersed in an environment that is characterised by well-being and trust, belonging and purposeful activity, contributing and collaborating, communicating and representing, and exploring and guided participation (New Zealand Ministry of Education, 1996a, p.45).

Assessment in narrative form, as story, keeps a connection between the individual learner and the environment. The assessment project took the view that children leave early childhood settings for further education with some well-established learning narratives or working theories: packages of inclination, knowledge, and skill to do with *being a learner*. ‘Being a learner’ includes a view of self as: interested and interesting, someone who gets involved, a learner who persists with difficulty and uncertainty, a communicator, and a citizen or member of a community with rights and responsibilities.

In 1998 three videos, with accompanying readings and workshops on assessment in early childhood were released as part of the assessment project (Carr, 1998c) and have provided a useful way for students and practitioners to reflect on ways to implement curriculum and assessment to weave their own, local, whāriki. The assessment project was the first project to directly follow the development of

the new curriculum. The second and third follow-on projects funded by the Ministry of Education were designed to develop a connected framework for practitioners to evaluate their implementation of Te Whāriki. This became known as a Teaching Story Framework. (Carr, May, Podmore et al, 2000; Podmore, Carr and May, 2001) in which a ‘Child’ s Questions’ linked to the strands of Te Whāriki , were intended as a catalyst start for reflective evaluation by teachers of their programmes.

Belonging	Do you appreciate and understand my interests and abilities and those of my family?	Do you know me?
Well-being	Do you meet my daily needs with care and sensitive consideration?	Can I trust you?
Exploration	Do you engage my mind, offer challenges, and extend my world?	Do you let me fly?
Communication	Do you invite me to communicate and respond to my own particular efforts?	Do you hear me?
Contribution	Do you encourage and facilitate my endeavours to be part of the wider group?	Is this place fair?

This has been less potent as a tool than the Learning Story Framework, in part because teachers prefer observing and documenting the learning of children rather than reflect and critique their own practice.

Making a difference for children

Some implications for assessment and self-evaluation practices in early childhood settings emerge:

- An integrated system of assessment, evaluation, and curriculum means that assessment is part of evaluation and they are both part of curriculum implementation. They are not add-ons.
- Time is important. One of the strong features of the process of curriculum implementation in New Zealand is that teachers have been given time to weave their own programmes from the framework of Te Whāriki. Time is also needed for centres to develop assessment and evaluation systems that reflect their programmes.
- Diversity must be accommodated. The framework of Learning and Teaching Stories enabled assessment and evaluation procedures to work within a diverse range of pace, style, level of understanding of pedagogy and curriculum, demands from the community, and commitment of the adults.

Transition to school

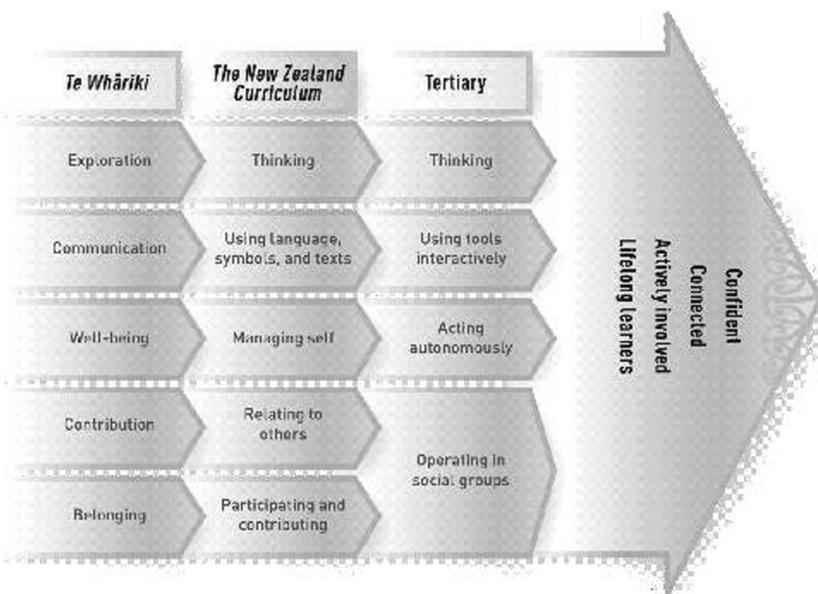
The respective national curricula for early childhood and school sectors have had different trajectories and appear very different. There is a consequent mismatch between preschool and school. Carr, however, suggested an approach to transition to school that focuses on the learning dispositions that are both concurrent and cumulative, as a progression for all ages of children. She concluded:

I suggest that one of the key things that children take to school is a set of learning dispositions. They learn them in early childhood settings before they are five These are dispositions for learning in school and adult life as well, and we need to look very carefully at any early childhood or school practices that might undermine them (Carr, 1998a, p.24.).

In 2007, the Ministry of Education released a revised version of *The New Zealand Curriculum* for schools. The overall structure and progression was mainly unchanged. However, there was a shift in emphasis towards the integration of primary school learning areas, by foregrounding five broad competencies deemed necessary for children ‘to live, learn, work, and contribute as active members of their communities.’ (Ministry of Education, 2007, p.12). Of relevance to this paper was the emphasis on a ‘natural connection’ across learning areas and competencies, as well as the positioning of the competencies as parallel domains alongside the strands of Te Whāriki.

The key competencies: Cross-sector alignment

This diagram suggests how the tertiary competencies align with those of *Te Whāriki* and the *New Zealand Curriculum*:



Eighteen years after the release of the draft of Te Whāriki and the Curriculum Framework, a formal connection across sectors had been realised. Both curricula were now prefaced with a parallel vision for both children growing up in New Zealand and for principals guiding the practices of their care and education. A more common language for learning was emerging, along with an expectation that, ‘The transition from early childhood education to school is supported when the school’ :

- fosters a child’ s relations with teachers and other children and affirms their identity;
- builds on the learning experiences that the children bring with them;
- considers the child’ s whole experience of school;
- is welcoming of family and whanau. (Ministry of Education, 2007, p.41).

The emphasis had shifted towards expecting the school ‘to make connections’ with the new entrant child’ s earlier experience, rather than the child arriving ‘ready for school’ . These were the words in the document, but they did not match the practice or the beliefs of all teachers. This has yet to be realised.=

Summing up

The central element to the implementation of a national curriculum is the support and involvement of the adults who work with children. While there was much consultation with practitioners during the development of Te Whāriki , and a high level of support for the document, these were themselves insufficient to ensure that practitioners might engage in any substantive changes in practice. Professional development programmes have been (and still are) important for increasing understanding of the Principles, Strands and Goals of Te Whāriki in terms of what they might mean in practice with children. The follow-on research projects on assessment and evaluation were intended to provide frameworks for engaging interest, providing focus and increasing reflection by practitioners regarding, (a) their own role as teachers in the programme, and (b) the experience of children and their families.

It is almost twenty years since the national curriculum development across schools and early childhood settings began in New Zealand. The process is on-going in both settings. To ensure that early childhood practitioners are skilled and confident with a new language of learning development and culture provided by Te Whāriki, it has been important to ensure that the curriculum be supported by research, professional development and teacher education leadership. The New Zealand approach to early childhood curriculum development suggests that firstly, documented assessment and evaluation can make a valuable contribution to curriculum implementation in creative and thoughtful ways. Secondly, teachers, services and programmes will implement curriculum in different ways, and the ‘whāriki’

model in which practitioners develop their own procedures for planning assessment and evaluation from guidelines and frameworks that make sense to them, can work well. And thirdly, decisions about what to assess and what to evaluate are fundamental; the Learning Story and the Child's Questions frameworks are useful for beginning and guiding the process.

There are challenges ahead and there are still questions concerning the possibilities for teachers to fully translate the aspirational principles of Te Whāriki into practice. While there is much evidence of the surface expression of Te Whāriki its deeper possibilities of power sharing have seemed too dangerous and difficult for teachers to consider. Deeply held beliefs by teachers, structural inadequacies within early childhood centres in relation to staff - child ratios, group size, management interests, and government requirements, can create a mismatch between the rhetoric of Te Whāriki, and the possibilities for its pedagogical practice.

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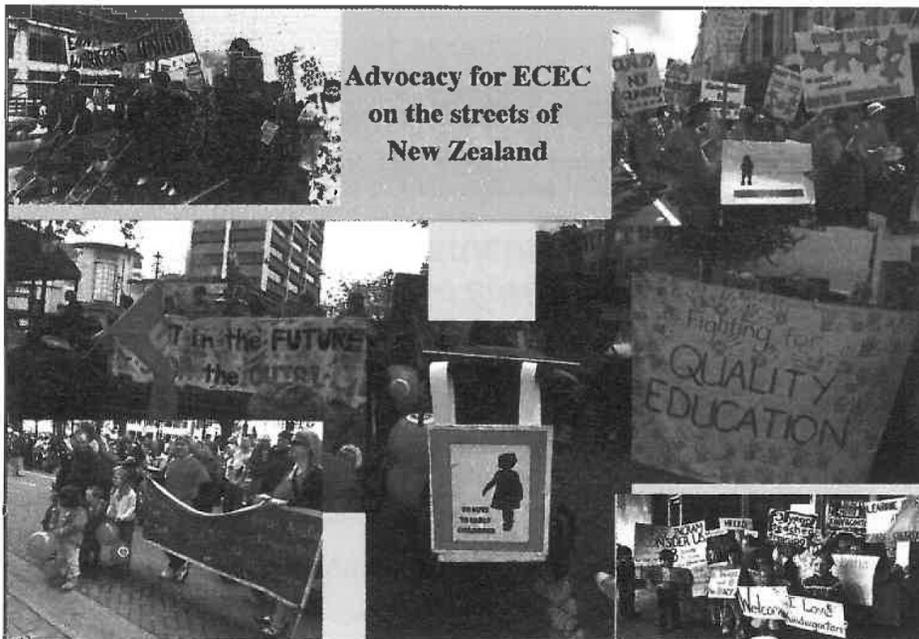
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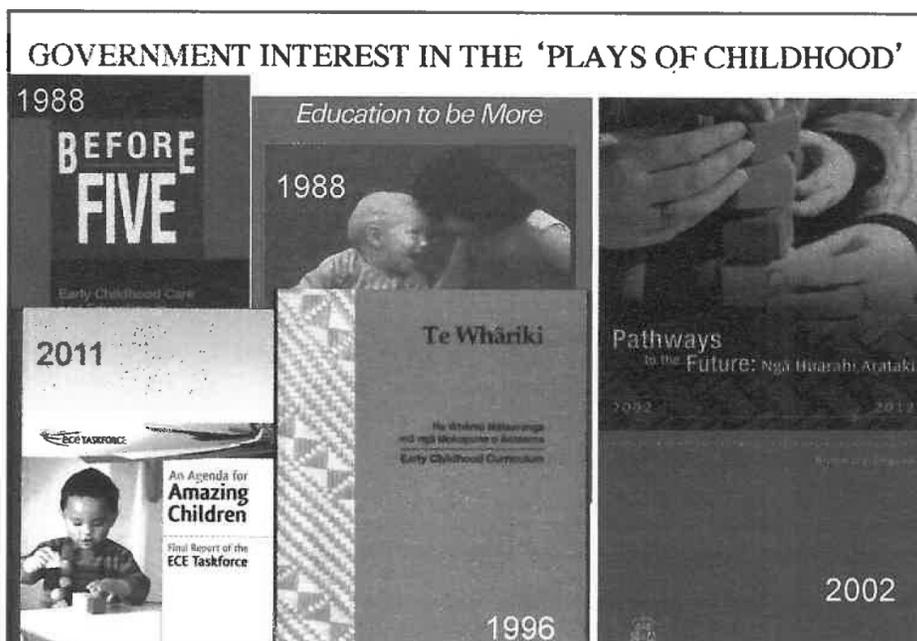
Some global contexts for implementing a national curriculum 1991-2011

The case study of Te Whariki The New Zealand curriculum for early childhood education and care (ECEC)

Helen May
University of Otago College of Education, New Zealand

OECD Policy Forum on Early Childhood Education and Care
(ECEC) in Korea, Seoul, 22-23rd September 2011





GLOBAL CONTEXTS OF ECEC INVESTMENT

- Broad social and economic goals
- Diverse views about investing in ECEC
- ECEC for the 'here and now' <-> future
- Expanding provision towards universal and free access
- Raising quality and status
- Trend toward policy integration of care and education
- Diverse approaches to curriculum

Starting Strong
EARLY CHILDHOOD EDUCATION AND CARE
EDUCATION AND SKILLS

OECD

Starting Strong I (2001) Starting Strong II (2006)

[http://www.oecd.org/dataoecd/
23/36/31672150.pdf](http://www.oecd.org/dataoecd/23/36/31672150.pdf)

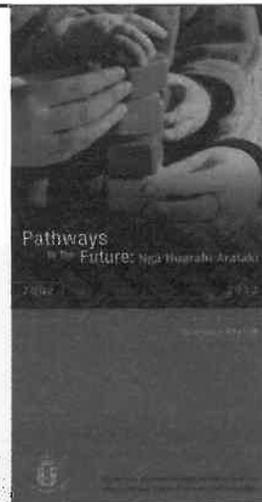
***Starting Strong
Curricula and Pedagogies
in
Early Childhood Education and Care
FIVE CURRICULUM OUTLINES***

Directorate for Education, OECD, March 2004

Te Whariki showcased as one of five innovative curricula

The Labour Government may be remembered most lastingly for early childhood education... Making early childhood systematic...takes us deep into a zone of policy debate: on citizens' access to participation in our economy and society. ... So early childhood education is **investing in infrastructure**, just like building roads. It is arguably the governments most important initiative, its biggest idea.

NZ political commentator, Colin James, 2008



NZ is 'Leading the wave' and has 'confronted the wicked issues'

New Zealand has also opened up diversity, most obviously in its innovative early childhood curriculum, *Te Whāriki*. New Zealand has developed a national framework, which brings some coherence to the system around issues of equity and access. One Ministry (education) is responsible for all ECEC services; there is a single funding system for services, (based on direct funding of services); a single curriculum; and a single workforce, which by 2012 will consist of teachers educated to graduate level. Underpinning these structures, and perhaps the most radical change of all, New Zealand has an integrative concept that encompasses all services - 'early childhood education', a broad and holistic concept that covers, children, families and communities, a concept of 'education-in-its-broadest-sense' in which learning and care really are inseparable and connected to many other purposes besides. *New Zealand has, in short, understood the need to rethink as well as restructure early childhood education and care.*

Historic policy divides

education

part day

teachers

parent led

community

state funding

care

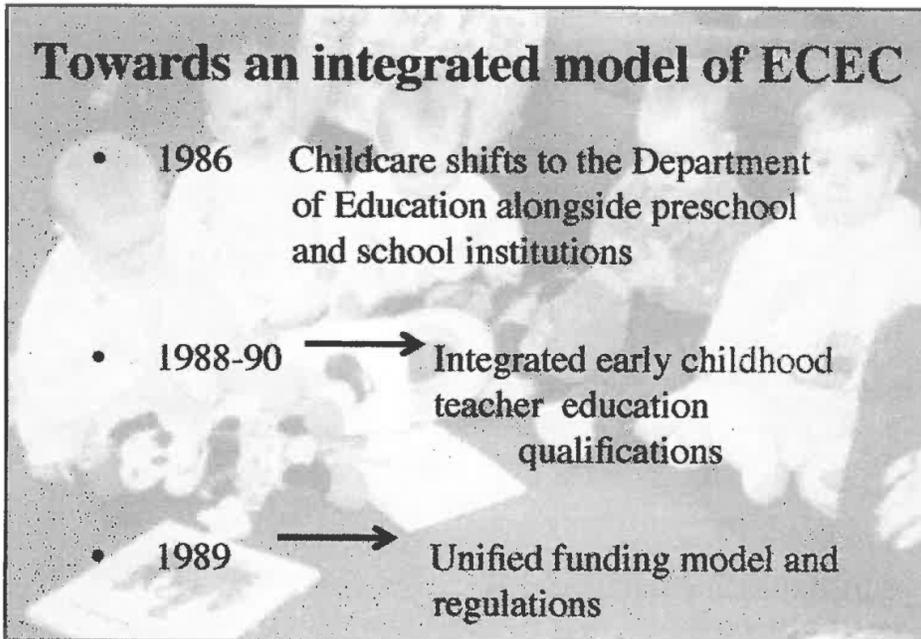
full day

childcare workers

teacher led

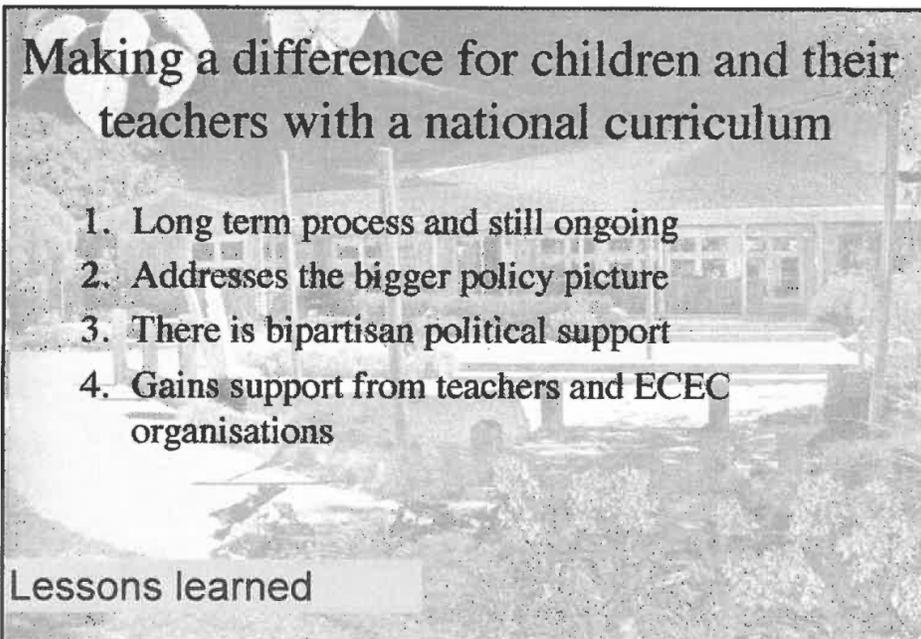
private

parent fees



Towards an integrated model of ECEC

- 1986 Childcare shifts to the Department of Education alongside preschool and school institutions
- 1988-90 → Integrated early childhood teacher education qualifications
- 1989 → Unified funding model and regulations



Making a difference for children and their teachers with a national curriculum

1. Long term process and still ongoing
2. Addresses the bigger policy picture
3. There is bipartisan political support
4. Gains support from teachers and ECEC organisations

Lessons learned

Development and ongoing implementation of Te Whariki

1990	Government announces intention
1991	Curriculum development begins
1993	Draft of 'Te Whariki' sent to centres and trialled
1994 ->	Professional development for teachers.
1994->	Incorporation in teacher education qualifications
1996	'Te Whariki' launched by the Prime Minister
1996 ->	Research on assessment and evaluation
2000 -3	Video series launched
2001->	Assessment Exemplars Project
2002 ->	Phasing in for 100% of staff to be qualified teachers
2002	Pay parity for kindergarten teachers with school teachers
2004 ->	'Kei Tua o te Pae -Assessment for Learning' launched
2005	New funding linked to the qualifications of staff
2006	Pay parity starts for some teachers in childcare centres
2005 ->	Regulation Review
2007	20 hours 'Free Early childhood' policy
2010	Budget cuts, qualification targets end

Educational and political context for national curriculum development by government from 1990s

- Global agendas - linking education and economic success
- Addressing educational failure of some children
- Education administration reform 1989->
- Curriculum reform 1990->
- Increasing government investment in early childhood education

Schools from aged 5 - 17 years

School Curriculum Framework 1991

Learning Areas	Essential Skills
<ul style="list-style-type: none">• Language• Mathematics• Science• Technology• Social Sciences• Arts• Health and Physical Wellbeing	<ul style="list-style-type: none">• Communication• Numeracy• Information• Problem-solving• Self management• Social• Physical• Work and study

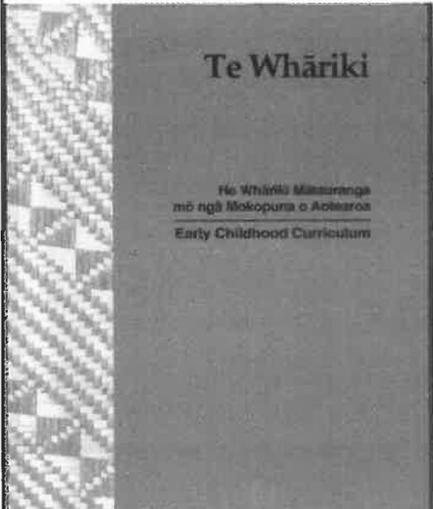
Curriculum Review 2002-6
Revised Curriculum Framework 2007



Beginning premises

<ul style="list-style-type: none">• Early childhood• Valuing diversity• Birth to five years• Including home-based programmes• Inclusive of children with special needs• Articulating differences and links to school curriculum• Parents and family an integral part of early childhood programmes	<ul style="list-style-type: none">• New Zealand society• Bicultural• Country of migrants• Connections to the Pacific• Valuing the natural environment
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Debated the question: What is our vision for the NZ child?



Te Whāriki
He Whāriki Mātauranga
mō ngā Mokopuna o Aotearoa
Early Childhood Curriculum

Prior to the idea of a national curriculum, NZ ECEC programmes shaped by:

- Diverse structural, age, cultural, philosophical and organisational interests
- Care and education divides
- Some shared values around play and development
- Influence from international pedagogical understandings

Our approaches to learning and development

Metaphor of a forest of different trees strewn with ideological disputes and conflicting beliefs
Find a tentative path through the forest

Use some tall trees as markers even although they may not necessarily be on the path:

Piaget, Erikson, Bronfenbrenner, Vygotsky Bruner

Two main principles of learning concerned with:

The whole child and a developmental framework

Learning in a social cultural context

Early childhood services have been selling children short. We could be doing more (Anne Meade)

Film clip

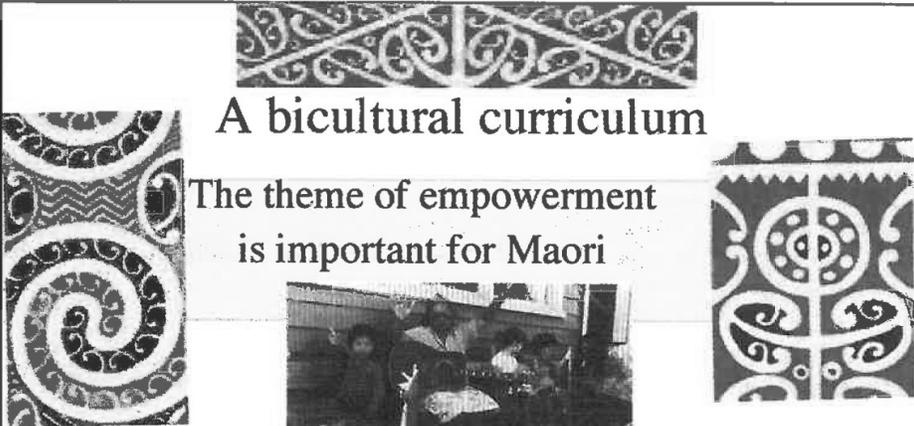
The Big Picture

Te Whariki: From policy to practice

Ministry of Education

The Principles

Empowerment <i>Whakamana</i>	Holistic development <i>Kotahitanga</i>	Family and community <i>Whānau-tangata</i>	Relationships <i>Nga Honotanga</i>
<i>The early childhood curriculum will empower the child to learn and grow.</i>	<i>The early childhood curriculum will reflect the holistic way children learn and grow.</i>	<i>The wider world of family and community is an integral part of the early childhood curriculum.</i>	<i>Children learn through responsive and reciprocal relationships with people, places, and things.</i>



A bicultural curriculum

The theme of empowerment is important for Maori

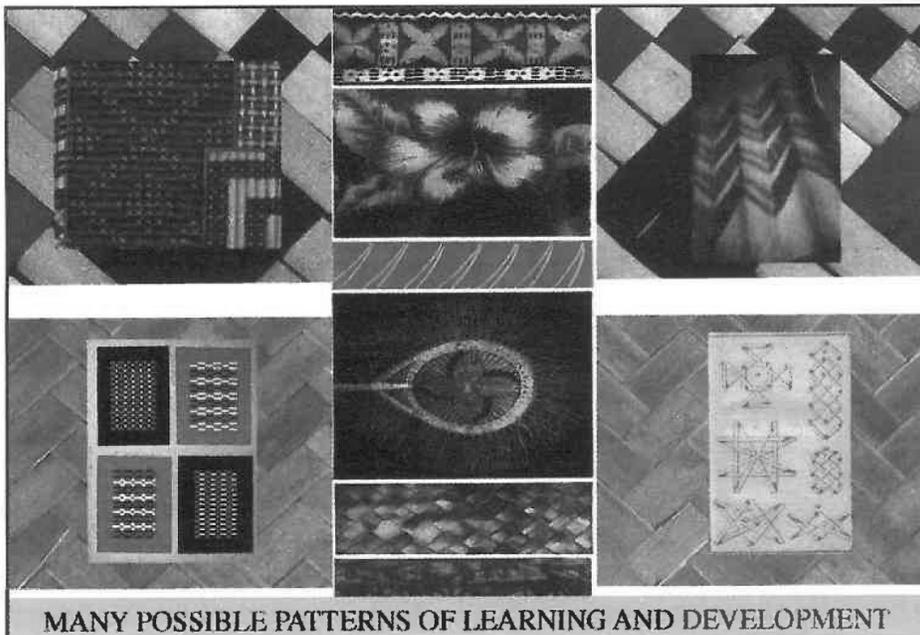
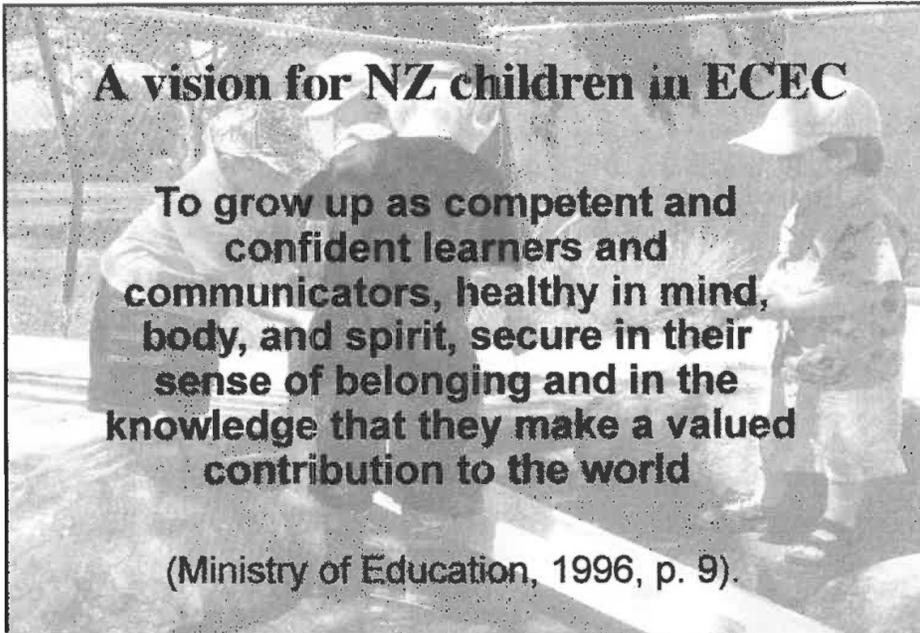


'knowledge and power set me free'

© Ministry of Education, New Zealand, 1999

Te Whariki
Bicultural aims for children

Mana Atua	Well-being
Mana Whenua	Belonging
Mana Tangata	Contribution
Mana Reo	Communication
Mana Aoturoa	Exploration

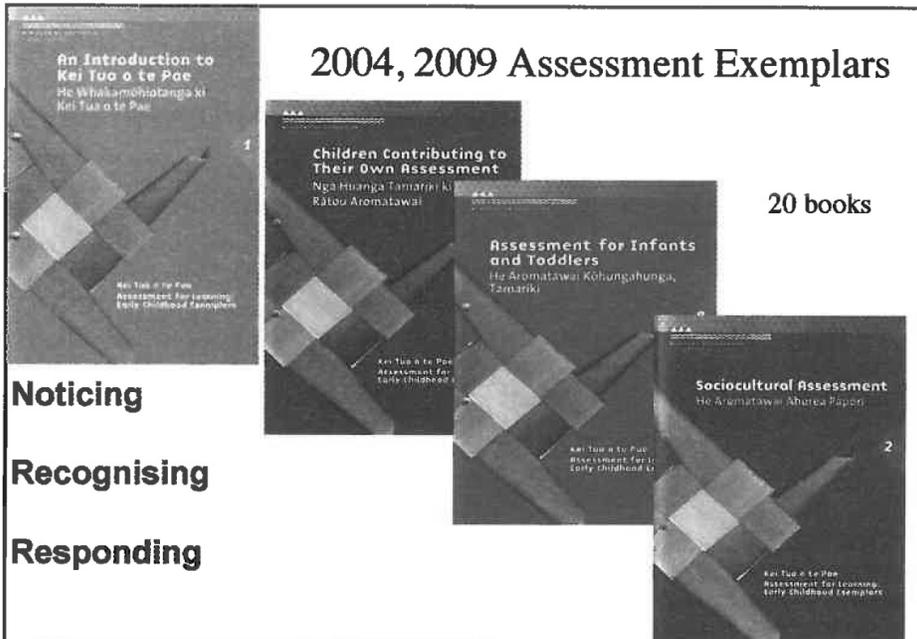


Te Whariki: the challenge to teachers

The document is complex:

- Resists telling teachers what to do by 'inviting' each programme to 'weave' its own curriculum pattern
- Invites debate and reflection
- Premised on theoretical frameworks that focus on children's learning and development rather than the activities or subject content
- Assumes teachers will possess sophisticated levels of cultural knowledge and theoretical understandings

Issues for teacher education and qualifications



2004, 2009 Assessment Exemplars

20 books

An Introduction to Kei Tua o te Pae
He Whakamohiotanga Ki Kei Tua o te Pae

Children Contributing to Their Own Assessment
Nga Huanga Tamariki Ki Rārou Aromatawai

Assessment for Infants and Toddlers
He Aromatawai Kōhungahunga, Tamariki

Sociocultural Assessment
He Aromatawai Ahurea Pāpori

Kei Tua o te Pae Assessment for Learning Early Childhood Exemplars

Kei Tua o te Pae Assessment for Early Childhood 1

Kei Tua o te Pae Assessment for Early Childhood 2

Noticing

Recognising

Responding

New approaches to assessment

- Assessment must be guided by the principle of 'empowerment'
- 'Make visible learning that is valued'
- Assessment is embedded within the curriculum and not added on
- 'Learning stories' as a framework for assessment (Carr, 1998) based on the child's disposition to learn

Te Whariki

Well-being

Belonging

Exploration

Communication

Contribution

Dispositions to learn

Taking an **interest**

Becoming **involved**

Persistence with difficulty

Expressing and **representing**

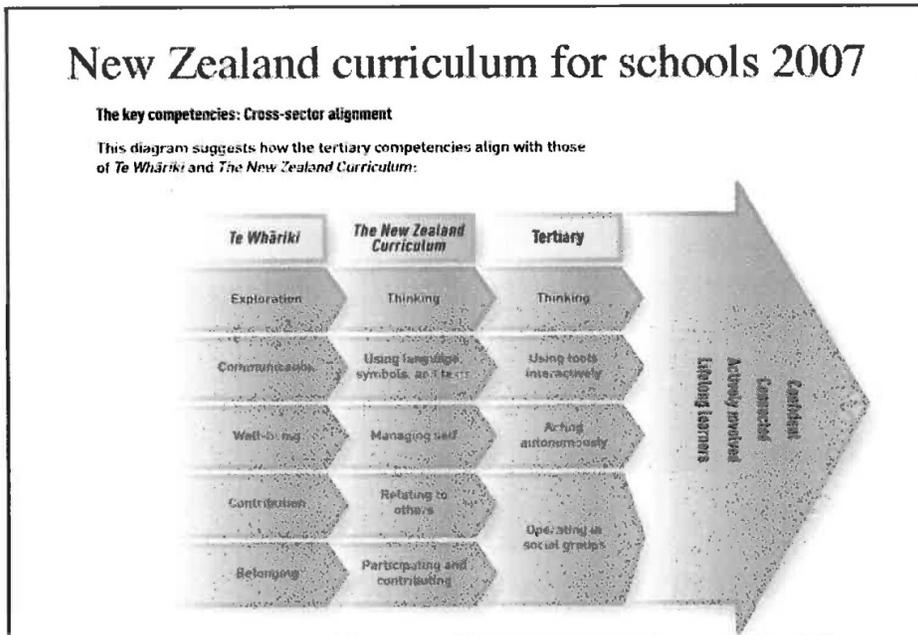
Taking **responsibility**

Transition to school

'The transition from the early childhood centre to school can be a difficult process...a different curriculum, a different pedagogy and a different staffing ratio also means that teachers may perceive children very differently...'

'There are continued calls in New Zealand for a smoother transition between the early childhood centres and the primary school... Any ability to do this is severely hampered by the different curriculum, assessment and pedagogical models.'

Judith Duncan, 2008.



Reconsidering *Te Whariki*

Early concerns

- Developmental - socio-cultural tensions
- Role of teacher not explicit
- Curriculum content not visible

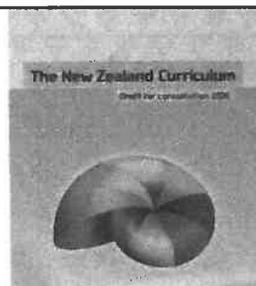
Joce Nuttall *Weaving Te Whariki* (NZCER, 2003)

- Tension between individual child and the collective
- Ethnographic research revealing the complexity and challenges of implementing *Te Whariki* - teaching practices are resistant to change
- No empirical evidence that *Te Whariki* is making a difference to childrens' learning

2011: Minister of Education's *ECE Taskforce* endorses *Te Whariki* but recommends a review of its implementation

Transition to school in the revised curriculum

For any child, the transition from early childhood education to school is likely to be successful if the school:



- Fosters the child's relationships with teachers and peers
- Builds on the experiences that the child brings with them and affirms their identity
- Considers the child's whole experience of

Lessons for curriculum development

- Debating and defining a vision and values for young children
- Considering the value and role of teachers and adults who work with children
- Integrating care and education
- Linking with, and separation from school curriculum
- Consensus on approaches to teaching and learning
- Embracing diversity
- Political investment
- Winning early childhood sector support

Presentation 3

ECEC curricula: Goals, governance and professional support strategies

Pamela Oberhuemer
(Germany, Independent Early Years Consultant)

Early childhood curricula: goals, governance and professional support strategies

Pamela Oberhuemer

Germany, Independent Early Years Consultant

pamela@oberhuemer.com

EC curricula as a policy reform tool: What was happening a decade ago?

Ten years ago, a research study was conducted on innovative theoretical and empirical work on the early childhood curriculum (Fthenakis & Oberhuemer, 2004; 2010). It was based at the State Institute of Early Childhood Research in Bavaria/Germany and funded by the German Federal Ministry of Education and Research. The study drew together EC curriculum statements, policy research and academic critique by 30 scholars in 12 countries worldwide. Curriculum models in 5 European countries (Denmark, France, Poland, Scotland, Sweden) and 5 non-European countries (Australia, Chile, China, New Zealand, Nigeria) were analysed with regard to their aims and theoretical orientation, key learning areas, approaches to evaluation, and transition to primary school (Oberhuemer, 2005a). Linked to the increasing public policy attention that the early years of childhood were finally receiving at that time ? significantly documented in the first OECD Starting Strong report (OECD, 2001), and reiterated in the cumulative 2006 report (OECD, 2006) - many countries decided for the first time to regulate this aspect of early childhood services. One of these countries was Germany.

Choices to be made - discourses and regulatory approaches

When designing early childhood curricula, policy makers are faced with a number of choices. Curriculum statements can be skeletal (e.g. Sweden 1998) or detailed (e.g. Bavaria 2005). However, the most important decisions to be made are about the general thrust of the curricula. What are underpinning views of children and childhood: the adult-to-be or the child-that-is? Will goals and areas of learning be prescribed, or described as possibilities to be left to the discretion of pedagogical professionals (Oberhuemer, 2005b)? Will the goals be defined as goals to achieve or goals to work towards? Will the view on pedagogy be one of instruction or co-construction? Will requirements be set for assessment and quality improvement - and if so, will they be child-related or centre-related? Will emphasis be placed on external inspection or self-evaluative assessment by the centre team? What are the emphases in the newer wave of EC curricula (Canada-British Columbia 2008; Australia 2009; Sweden 2011; UK/England proposed 2012)?

영유아 교육과정: 목표, 거버넌스, 전문성 지원 전략

정책개혁 수단으로서의 영유아교육과정: 10년전 양상

10년전 독일 바바리아 주의 Institute of Early Childhood Research (IFP)는 독일 연방 교육연구부의 지원으로 영유아 교육과정에 대한 혁신적인 이론적, 경험적 연구를 수행하였다(Fthenakis & Oberhuemer, 2004; 2010). 이 연구는 12개국 30명의 학자들의 교육과정 발표 및 정책 연구, 학문적 비평을 주요 내용으로 하였으며, 유럽 5개국(덴마크, 프랑스, 폴란드, 스코틀랜드, 스웨덴)과 비유럽 5개국(호주, 칠레, 중국, 뉴질랜드, 나이지리아)의 교육과정 모델을 교육목표와 이론적 경향, 핵심학습 영역, 평가에 대한 접근, 학교교육으로의 전이를 중심으로 분석하였다(Oberhuemer, 2005a). 공공정책분야에서 영유아기에 대한 관심이 점차 커지게 되자, OECD에서는 2개의 Starting Strong 보고서(OECD, 2001 & 2006)를 연이어 출간하였으며, 이에 발맞추어 여러 국가들도 영유아기 서비스의 특성들을 규정하고자 하였다. 이런 국가들 중 하나가 바로 독일이다.

선택의 문제 - 담론과 규정적 접근

정책입안가들은 영유아기 교육과정을 설계할 때 수많은 선택의 문제에 직면한다. 교육과정은 스웨덴 교육과정과 같이 지침의 큰 틀을 제공하거나(e.g. Sweden 1998), 혹은 바바리아 교육과정과 같이 자세한 지침을 제공할 수 있다(e.g. Bavaria 2005). 그러나 교육과정 설계에서 가장 중요한 의사결정은 교육과정의 전반적인 추진 방향이다. 즉, 아동과 유아기에 대한 기본적인 관점은 무엇인가?—성인이 되기 위한 준비과정인가, 아니면 아동 그 자체를 위한 과정인가, 학습 목표와 영역은 미리 규정된 것인가, 혹은 교육전문가의 재량에 맡겨진 가능성인가(Oberhuemer, 2005b)? 교육목표는 달성해야 할 목표인가, 아니면 나아가야 할 과정적 목표로 정의되는가? 교육학에 대한 관점은 교수 중심인가, 아동-교사간 구성주의 방식인가? 평가와 질 향상을 위해 수립된 필수요건들이 있다면 그것은 아동 중심의 요건인가 혹은 기관중심의 것인가? 외부 평가를 더 중시하는가, 아니면 센터 자체평가를 더 중시하는가? 영유아기 교육과정의 새로운 흐름에서 중점을 두는 사안은 무엇인가(Canada-British Columbia 2008; Australia 2009; Sweden 2011; UK/England proposed 2012)?

Challenges for early childhood educators

Early childhood educators are faced with a number of challenges when a new curriculum framework is introduced. There may be tensions between (1) traditional understandings of professional autonomy and the required interpretation and implementation of societal and education policy goals; (2) the principle of individuality, each child as a subject with rights, and the principle of social justice - following goals which are important for all children; (3) research guided knowledge, e.g. language and literacy learning as complex, dialogue-oriented and long-term construction processes and policy-motivated short-term or one-sided 'language acquisition' strategies. Both centre leaders and team need to: analyse current practices, openly discuss readiness to change, to set up a step-by-step introductory phase, and to formulate a memorandum of agreement on objectives for advancing and enhancing the centre-specific programme.

The case of Germany

Please see the attached paper for a detailed account of curriculum development and related policy issues in Germany since 2003. Additionally, the presentation will explain the principles, goals and structure of the early childhood curriculum in Bavaria.

Curriculum reforms and CPD strategies- the case of Bavaria

The diversity of provider structures in all 16 German federal states (*Länder*) presents a challenge for developing effective strategies of continuing professional development for practitioners: how to ensure similar professional learning opportunities relating to the new EC curricula across the diverse provider structures? Bavaria chose to follow a three-strand approach: (1) to fund state-wide CPD campaigns for different target groups: centre leaders; educators and primary school teachers; centre teams; (2) to give additional funding to the provider-specific CPD programmes for focusing on key areas identified by experts; (3) to organise strategic seminars at the State Institute of Early Childhood Research for leaders in the field in administration, initial and continuing professional development and pedagogical counselling. A strategic steering group initiated by the relevant Ministry but led by the main provider organisations, with expert/academic backing from the State Institute of Early Childhood Research, was key to the success of these initiatives. Evaluations show that they have been well-received by the field (see http://www.ifp.bayern.de/imperia/md/content/stmas/ifp/evaluationsbericht_db_2009-2010.pdf for most recent report in German).

영유아 교육자들이 직면한 도전

영유아교육자들은 새 교육과정이 도입될 때 수많은 어려움에 직면하게 된다. 영유아교육자들, 즉 현장의 교사들은 다음과 같은 사안에서 갈등을 겪을 수 있다. 첫째, 교사로서의 자율성에 대한 전통적 이해 vs. 사회적·교육적 정책 목표에 대한 이해와 실행, 둘째, 개별성의 원칙(권리주체로서 개별 아동을 위한 목표) vs. 사회정의의 원칙(모든 아동에게 중요한 사회적 목표)의 추구, 셋째, 연구에 근거한 지식(예: 복합적이고 대화중심적이며, 장기간의 구성과정으로서의 언어 및 문해 학습) vs. 정책에 의해 동기화된 단기간의 일방향적인 ‘언어습득’ 전략 등이다. 여기에서 현장의 센터장과 팀 모두에게 요구되는 사항은 최근의 교육과정 실체에 대해 알기, 변화를 맞이하기 위해 열린 자세로 논의하기, 새 교육과정을 단계적으로 도입하기, 센터의 특정 프로그램 향상을 위한 목표에 대해 합의된 정관 제정 등이다.

독일의 사례

2003년 이후 독일의 교육과정 개발과 관련 정책 이슈에 대한 세부 내용은 첨부된 자료를 참고하면 된다. 자료에는 바바리아의 영유아교육과정의 원칙과 목표, 구성에 대한 설명이 제시되어 있다.

교육과정 개혁과 CPD 전략 - 바바리아주 사례

독일 연방은 16개의 모든 주(Länder)의 서비스 구조가 다양하기 때문에 현장 적용을 위한 지속적인 교원 연수 전략을 효과적으로 개발하기가 어렵다. 즉 다양한 서비스 기관에 새 교육과정과 관련된 교사 전문성 학습 기회를 어떻게 유사하게 제공해 나갈 수 있을까? 바바리아는 3가지 방식의 접근법을 선택하였다. 첫째, 주 차원에서 서로 다른 목표 집단(센터장, 영유아교육자와 초등교사, 센터팀)을 대상으로 CPD 운동을 재정적으로 지원하기, 둘째, 전문가들이 인정한 핵심영역에 중점을 두는 특정 CPD프로그램에 추가 재원을 제공하기, 셋째, 행정, 교원연수, 교육상담 영역의 대표들을 위해 주립 영유아교육연구소에 전략적인 세미나를 제공하기이다. 교육과정 개혁에 있어서 성공의 열쇠는 바로 이러한 전략적 조정 집단의 역할에 있다. 전략적 조정 집단은 해당 부서에 의해 구성되지만, 영유아교육연구소의 지원을 받는 학술 전문가와 주요 서비스 기관의 전문가들이 함께 이끌어 간다. 그간의 평가들은 영유아교육분야에서 이러한 방식의 개혁이 현장에서 잘 수용되어 왔음을 말해 주고 있다

(http://www.ifp.bayern.de/imperia/md/content/stmas/ifp/evaluationsbericht_db_2009-2010.pdf 참고).

References and further reading

Please note: Many additional references referring to Germany are included in the attached paper: P. Oberhuemer (forthcoming), Balancing traditions and transitions: early childhood policy initiatives and issues in Germany.

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Balancing traditions and transitions: Early childhood policy initiatives and issues in Germany

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Overview

This chapter analyses current early childhood policy initiatives in the German context and their transformational implications for the field. Over the past decade, three issues in particular have received marked policy attention. The first was a decision by all 16 federal states (*Länder*) to introduce curricular frameworks for the early childhood sector. Additionally, a first-time common framework for early education was adopted in 2004 and, although not mandatory, this represents an unprecedented step in a context of traditionally low-key curriculum regulation. A second round of policy initiatives focused on enhancing language and literacy skills, and particularly on the support of children with German as a second language. Again, first-time measures were introduced such as screening tests and practitioner-oriented assessment instruments and, in the case of Bavaria, a comprehensive network of early childhood language coordinators. The third major area of policy attention has been directed towards provision for children from birth to three. Recent legislation (2009) has granted one and two year olds a legal entitlement to a place in early childhood provision as from 2013. There has been a rapid expansion of places both in centre-based settings and family day care, raising questions about the quality of that provision. Following a focus on these three issues, the chapter concludes by asking whether there have been detectable shifts in guiding philosophies and values in recent years and whether tensions are visible in the balancing of traditions and transitions from policy goals to practical interpretations.

Key words

Early childhood; policy initiatives; early education reforms; Germany.

Looking to the past to understand the present

As in most countries across Europe, the first centres for young children emerged during the onset of industrialisation as purely custodial establishments (Oberhuemer, Schreyer & Neuman, 2010). Friedrich Froebel's (1782-1852) concept of early childhood institutions challenged the predominantly utilitarian approaches of the time. In 1840 he founded the first "kindergarten" which combined a philosophy of social pedagogy, care and early education. In 1848, in the context of a democracy movement that culminated in a revolutionary parliament, Froebel proposed the integration of the kindergarten into the general education system. "As education for all, and from an early age, it was seen as the prerequisite for the democratisation of society" (Urban, 2010, p.3). However, this radical idea was not politically viable at the time - and this has been the case up to the present day. In post-war West Germany and in today's post-1990 Federal Republic of Germany, all institutional forms of child care and education prior to compulsory schooling have been positioned within the child and youth welfare system.

Following the post-war division of Germany, the two separate nations developed distinctly differing systems of early education and care. Whereas in the eastern socialist German Democratic Republic the labour force participation of women was a declared political goal underpinned by the provision of full-day and publicly funded kindergartens (within the education sector) and day nurseries (within the health sector), in the western Federal Republic of Germany, women were encouraged to care for their young children in the home and provision levels were very low. The 1952 Youth Welfare Act in West Germany re-endorsed the so-called *subsidiarity principle* anchored in the first Youth Welfare Act of 1922. According to this principle, public authorities are only obliged to provide social services if non-governmental agencies are not in a position to do so. This principle was again re-authorized in the 1990 *Social Code, Book VIII - Child and Youth Services* (Child and Youth Services Act) which came into force in October 1990 in the five eastern *Länder* (federal states) and in January 1991 in the eleven western *Länder* of the newly unified Federal Republic of Germany. Federalism and subsidiarity are therefore key political principles underpinning the organisation, funding and regulation of early childhood services in Germany.

Concept of early education and care in the Child and Youth Services Act 1990/1991

In the specific section on day care institutions and family day care in the 1990/1991 Child and Youth Services Act it is stated (para.22) that these services should support the child in developing independence and a sense of community; support and extend the upbringing and education in the family; and help parents to combine employment and childrearing. The overall approach is described as a combination of upbringing (*Erziehung*), education (*Bildung*) and care (*Betreuung*). Provision - both from a pedagogical and an organisational point of view - is to be adapted to the "needs of children and

their families”. Parents are to be included in decision-making processes about key aspects of the childcare service. Wherever possible, children with disabilities are to be included in mainstream group provision. Programmatic educational aims are formulated only at a very general level.

The 16 regional governments are responsible for developing childcare laws in alignment with the main features of federal legislation. These are prepared by the ministry with overall responsibility for youth affairs (*Oberste Landesjugendbehörde*). At the local level, the municipalities are obliged to guarantee service provision and secure funding for kindergartens (for 3 to 6 year olds), day nurseries (for 0 to 3 year olds) and school-age child care (for 6 to 14 year olds) and other age-combined forms of provision. However, public administration does not directly provide the majority of these services (*at least in the western Länder*) but co-operates with a variety of non-profit service agencies. Here church and voluntary organisations play a pivotal role. Around two thirds of centre-based early education/care provision across the country is run by these so-called “free providers” (*Freie Träger der Jugendhilfe*).

The traditional dominance of the non-governmental sector has not only been maintained but has been increasing. A recent independent survey (Schreyer, 2009) of the providers of centre-based services for children in 13 *Länder* registered an increase of almost 42 per cent over the last seven years. According to this study, the decrease in numbers of public, municipality-run centres is particularly marked in the eastern part of the country, whereas in the western *Länder* the absolute number of church-affiliated centres has decreased. However, the proportion of non-church free providers has increased significantly in both parts of the country.

In other words, responsibility is shared between the federal government, the 16 regional governments and local government bodies in partnership with a wide range of non-profit agencies.

The PISA challenge and school readiness issues

During the late 1990s, debates began to surface regarding the efficacy of traditional early childhood programmes. On a general level, these arguments related to international discourses around the concept of life-long learning, the publication of neuro-scientific research on brain development during the first years of life, and also a growing acknowledgment of a rights-based approach to early education as inscribed in the UN Convention on the Rights of the Child. On a more specific level, a number of national reports on education also emphasised the need for reform in the early childhood sector; moreover, empirical research in three of the 16 *Länder* had revealed considerable differences in quality between kindergartens across the country (Tietze, 1998). These varying strands of debate all contributed

towards a heightened public and policy interest in the education of young children.

However, it was the so-called 'PISA shock' which generated the necessary political pressure and led to a number of significant policy initiatives. The findings of the first round of the comparative OECD Programme for International Student Assessment (PISA) of 15 year olds and their school achievements across 32 countries (OECD, 2001) were given extensive media coverage. Not only was Germany's overall ranking level unexpectedly low, but the study also illustrated how the education system was failing to compensate for differences in social background and that migrant children in particular were disproportionately represented among the low achievers. These findings further fuelled controversial debates across the country on the goals, content, pedagogy and structural organisation of the public education system. The early childhood sector, although not part of the official education system, was included in this debate. In this sense, the policy initiatives that followed were part of a school readiness discourse and led in the first instance to the introduction of first-time curricular frameworks for work in early childhood centres.

A curriculum for the early childhood sector? Not one but many

Up to 2002, formal curriculum guidelines for the early childhood field were neither seriously debated nor high on the policy agenda in Germany. Apart from the very general educational aims set down both in the federal-level Child and Youth Welfare Act 1990/1991 and in the complementary *Länder*-legislation, any kind of specification regarding the pedagogical programme in post-unification Germany was low key. A major reason for this is that the voluntary and mainly church-affiliated agencies which provide the majority of services have had considerable independence in the field and traditionally have resisted regulatory initiatives.

However, as a consequence of the PISA findings, the overall political situation was such that between 2003 and 2008, all 16 regional governments decided to regulate the field more closely and to issue first-time curricular frameworks, a move which was generally supported by the major service provider organisations. Bavaria took the initiative in these developments (Fthenakis, 2003), followed closely by the city-state of Berlin.

Moreover, in 2004, another historically unique step was taken. The 16 Ministers for Youth Affairs and the 16 Ministers of Education agreed to adopt a *Common Framework for Early Education*. Although this Common Framework is not binding, it reflects many of the general features of the varying curricular documents. Basic principles include a holistic approach towards learning; involving children in decision-

making processes; intercultural pedagogy; gender-sensitive practices; specific support for at-risk children and children with (potential) disabilities; support for gifted children. “Through their informal learning environments, early childhood centres offer a supportive framework for developing experiential learning and for promoting a probing, enquiring, questioning and challenging disposition towards learning” (A Common Framework, 2004, p.18 f.).

The areas of learning highlighted in the Common Framework are similar to those in many other curricula across Europe: (1) language, literacy and communication; (2) personal and social development, ethics and religion; (3) mathematics, science and (information) technology; (4) arts education/media; (5) physical development, movement, health; (6) nature and culture. Improving the transition from early childhood education to school is particularly emphasised. As in many countries, kindergartens and schools have developed in very different ways in the past in terms of educational philosophy, organisational structures and staffing requirements. One of the significant challenges for the future is therefore to strengthen co-operative strategies at all levels: the steering level; the local and institutional level; and the curricular level (Oberhuemer, Schreyer & Neuman, 2010).

Most of the curricular documents are based on a view of children as agents of their own learning in a co-constructive process with adults and other children, and all are committed to the holistic approach of encompassing education, care and upbringing. The main differences are in the length, and whether or not the curriculum is mandatory. Whereas most are considered to be ‘guidelines’, in Bavaria, Berlin, Saxony and Thüringen early childhood centres are obliged by law to include the main principles, aims and areas of learning in their own centre-specific programmes (which are individually geared to local needs). The city-state of Berlin has taken the most far-reaching steps in terms of curriculum assessment. The implementation of the Berlin Early Childhood Curriculum (Prott & Preissing, 2006) is combined with prescribed evaluation procedures. An agreement with the service providers requires the implementation of specific self-assessment and (every five years) external assessment procedures. A specialist institute - the Berlin Institute for Quality Improvement in Early Childhood Provision (<http://beki.ina-fu.org/>) - is responsible for monitoring and evaluating the overall assessment procedures. The evaluation findings are to be included in steering recommendations for regional government administration, the provider organizations and the youth offices and thus contribute to the ongoing development and improvement of early childhood services.

I shall now move on to the second area of recent policy initiatives - language and literacy in the early years.

A sharper focus on language and literacy

Whereas language enrichment activities were traditionally part of regular early childhood programmes in Germany, it has been suggested that these were not carried out systematically enough or in an appropriately purposeful way (Fried, 2009). This was one of the reasons why language and literacy were foregrounded in the early childhood curricula - in fact, the English term 'literacy' was introduced into the Bavarian curriculum since there is no equivalent in German.

Besides the generally sharper focus on language and literacy in recent years, particular emphasis has been placed on the support of children from families with a background of migration (although this support tends to be directed at second-language learning and not at enhancing their first language competence). More than a quarter of children in centre-based settings in the western part of Germany come from families where at least one parent was born outside Germany, and over half of these children do not speak German in the home (Leu & Schelle, 2009, p.11). This situation in combination with the PISA findings which illustrated how disadvantaged many immigrant children are within the school system, has led to a flurry of policy initiatives in this area. In a number of Lander it is now a requirement for children to participate in a language screening assessment prior to school entry. However, there are considerable regional variations in the types of assessment used, and also in the kinds of focused language support measures implemented. Some start when the children are two years old, whereas others do not begin until the last year in kindergarten. In Bavaria, for example, no language screening test is required, but since the Autumn of 2005, the language competence of children whose parents were both born outside Germany is assessed by practitioners with the help of a prescribed observation instrument; and since 2008, the language competence of *all* children is assessed towards the end of the year preceding the final year in kindergarten, also through a prescribed assessment procedure (Ulich & Mayr, 2006). Beyond this, an extensive network of early childhood language co-ordinators across Bavaria was launched in 2008 with considerable government funding support. These language advisers, who undergo a targeted and evaluated course of training, work closely with early childhood centres on a regional basis. The impact of this network on the language and literacy related work of the centres is being assessed over time by a research team at the State Institute of Early Childhood Research (<http://www.ifp.bayern.de>).

Expanding provision for the under-threes

The Child and Youth Services Act has been modified several times since 1990/1991. The first significant amendment was in 1996, when children from the age of three up to school entry (at age six) were granted a legal entitlement to a place in a kindergarten (although the concept of 'place' was not defined, and in practice the right to access in terms of hours of attendance daily varies considerably).

Nearly 10 years later, the Day Care Expansion Act (*Tagesbetreuungsausbaugesetz - TAG*) which came into force in 2005, set the framework for expanding provision for the under-threes. The legislation pledged to provide 230,000 extra places in kindergartens, day nurseries and family day care by 2010 and access for 35 per cent of the age-group by 2013. The most recent amendment is the 2009 Children's Advancement Act (*Kinderförderungsgesetz - KiFöG*) which includes a legal entitlement to a place in a centre-based setting or family day care for all children aged 1 and 2 years by 2013.

At the time of the unification of the two German nations in 1990, differences in the level of provision for the under-threes were very marked. Even 12 years later, in 2002, there was little observable change, with places available for 37 per cent of under-threes in the east and only for 3 per cent in the west, with an overall provision level of around 9 per cent. However, as a result of the legislation mentioned above, this situation is changing. In 2009, 17.4 per cent of children under age 3 across Germany were enrolled in centre-based settings and 2.8 per cent in family day care (for children aged 3 to 6 years the respective figures were 91.2 per cent and 0.4 per cent) (Federal Statistical Office, 2010). A more detailed breakdown is available from the official statistics for 2007: Of the 15.5 per cent of children under 3 years enrolled in early childhood provision, 2.1 per cent were in family day care. However, regional differences remained significant. Whereas the enrolment rate for under-threes in the eastern part of Germany was 41 per cent (including family day care), in the western *Länder* it totalled just 10 per cent (Statistisches Bundesamt, 2008).

Thus, within a very short space of time, provision for the under-threes has been catapulted into the limelight, but not without problems. As a result of the government target of providing for 35 per cent of under-threes by 2013, experts have estimated that not only do 319,000 places need to be created in centre-based settings, but also 136,000 places in family day care. Beyond this, if an average staff/child ratio of 1:5 is the basis of calculation, a further 50,000 full-time jobs would be needed for the main occupational group (*Erzieherinnen*) in early childhood provision (Rauschenbach & Schilling, 2009). Besides the pressing issue of expansion, questions about the quality of provision are therefore increasingly being raised. A focus on work with the under-threes tends to be under-represented in initial and continuing professional development courses for early childhood educators.

Balancing traditions and transitions

The implications of the three early childhood policy initiatives described above - first-time curricular requirements, specific strategies for language enrichment and assessment, unprecedented expansion of provision for under-threes - mean that the early childhood field in Germany is in a process of

considerable transition and transformation. I will therefore conclude by reflecting on whether there have been detectable shifts in guiding philosophies and values in recent years and whether evaluations and analyses have revealed points of tension between policy goals and practical interpretations.

Shifts in guiding philosophies and values?

Although the closer regulation of the field through the introduction of framework curricula is undoubtedly a new step in the history of early childhood education in Germany, and one which is opening up possibilities of a steadier and more systematic collaboration with the school system, the commitment to an early childhood sector independent from the school sector, with its politically endorsed diversity of service agencies, has remained in place, as has the general acceptance of a holistic approach towards education, upbringing and care as codified in the Children's and Youth Services Act. In this sense transitions to new ways of regulating the early childhood field have been accommodated within existing frameworks.

The official curricula can be seen in some ways as an official endorsement of traditional philosophies, value orientations and practices such as a strong commitment to play-based learning and community networking; on the other hand they have also resulted in shifts such as

- a new public awareness of the importance of the early years,
- a broadening of the scope of early years learning activities,
- a sharper focus on previously neglected areas of learning such as science and technology, and
- a more reflective approach towards observation and planning in early childhood settings.

In the area of language and literacy, many initiatives are underway. However, figures from the Federal Statistical Office show that more than 50 per cent of the children in the western regions who do not speak German at home are concentrated in about 7 per cent of centres (Deutsches Jugendinstitut & Dortmunder Arbeitsstelle 2008, p.162). Additional figures from a recent monitoring report by the Bertelsmann Foundation (Bock-Famulla & Große-Wöhrmann, 2010) also show considerable differences in the enrolment rates of children from German-speaking and non-German-speaking families. In Schleswig-Holstein the difference is most marked, with 91 per cent of non-migrant children and only 60 per cent of migrant children enrolled. Similar discrepancies can be found in Bavaria (95/75 per cent), Bremen (96/75 per cent) and the city-state of Berlin (100/80 per cent). If the transition to more focused approaches towards language and literacy is to take effect, there is an obvious need for a redistribution of resources and targeted funding for work with these children and their families (Leu & Schelle, 2009).

In terms of the policy thrust and legislation to expand services for the under-threes, a very significant shift has taken place in the western *Länder*. As reported earlier, support for publicly subsidised services for this age-group in former West Germany was traditionally very low-key. Centre-based settings were mainly to be found only in the larger cities such as Berlin, Frankfurt and Munich. The rapid expansion currently taking place across the western *Länder* represents a significant paradigm shift in terms of the previously ingrained attitudes at the political decision-making level. However, for a successful transition to high quality practices, work with under-threes needs to be more strongly represented in initial and continuing professional development and to be well resourced in terms of space and personnel (Wertfein et al., 2009).

Tensions between policy goals and practical interpretations?

For practitioners with an understanding of professional autonomy located within the described cultural framework of politically endorsed diversity, and who at the same time have strong socio-pedagogical (and not school-oriented) roots, a specified framework of domain-oriented curricular activities could arguably precipitate feelings of ambivalence. On the one hand, practitioners may appreciate the improved status which this kind of codification of professional practice implies, including an implicit levelling up in terms of comparisons with primary schooling. On the other hand, a prescribed framework could be interpreted as a measure which potentially undermines professional autonomy.

The findings of a questionnaire survey carried out by the State Institute of Early Childhood Research of the views of the staff in the 104 early childhood centres involved in the pilot run of the Bavarian curriculum were therefore somewhat surprising. 63 per cent were convinced that the curriculum should be made compulsory, and a further 30 per cent were positively inclined in this direction. Critical comments focused not so much on the curriculum document itself, but on the conditions for implementing the wide range of pedagogical activities formulated, including lack of planning and development time, group size, and the lack of professional knowledge provided in initial education/training (Berwanger, Lorenz & Minsel, 2009). Two years after the introduction of the curriculum across Bavaria, 78 per cent of centre leaders (N=319) were convinced that the curriculum helped to improve the pedagogical work of the centre. However, 45 per cent were concerned that there could be a danger of 'schoolification', an 11 per cent increase compared with the previous year (Lorenz & Minsel, 2007). It seems that when trying to translate at least certain of the curricular requirements into practice, there could be a danger of narrowing and not only broadening pedagogical activities. As yet, however, there are few evaluative studies to draw on.

Conclusion

160 years ago, Friedrich Froebel's concept of "Kindergarten" and early childhood education undoubtedly had significant influence both across Europe and beyond in the decades that followed. In Germany today, the widely accepted broad socio-pedagogical approach codified in the Child and Youth Services Act which views upbringing, education and care as complementary in a holistic way, was identified by the OECD review team as a strength of the German system: "rich concepts, with deep historical roots" (OECD, 2004, p.41). There remains a steady undercurrent of resistance to policies perceived as narrowly defining what learning and well-being in early childhood are about. In an international context heavily influenced by school readiness discourses focussing on supposedly discrete skills and competences, this may be one of the main messages for cross-national dialogue from Germany today.

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OECD country policy profile for KOREA
(Preliminary draft)

OECD country policy profile for KOREA (Preliminary draft)

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UNDERSTANDING THE CURRENT STATE OF PLAY AND JUSTIFYING A DECISION: SPIDER WEB CHARTS

In recent years, the underpinning principles for a policy intervention are shifting from a current-income, social-welfare model to a life-cycle, human capital development model. In the life-cycle model, Early Childhood Education and Care (ECEC) is considered to play a critical role.

A growing body of research suggests that ECEC generates a higher rate of return on public intervention than later stages of education, and even more so for disadvantaged children. It argues that ECEC lays the foundation for subsequent stages in life, such as better student performance, less poverty, more equitable outcomes, less dropouts, and more employment opportunities.

From the labour market perspective, it is argued that access to affordable, quality ECEC permits mothers to take an equal place in the workforce, boosting household income and giving some families a vital hand-up out of poverty. It is also argued that this will also improve female workforce participation, increasing the tax base for the society in general.

The first Spider Web Chart aims to give a spotlight on the **policy outcomes** of your country with a life-cycle approach. This will be presented in comparison with the OECD average and the highest scored country (at the maximum value of 100) and the lowest scored country (at the minimum value of 0). *First*, the tool could help you to see where you stand against the international standards. *Second*, it can imply which outcomes might require more policy attention in the international comparison perspective, independent of the domestic policy discussions. *Third*, it can set the scene for you to reflect upon how your selected quality focus could help improve the target outcomes.

The second Spider Web Chart aims to give a spotlight on the **inputs** from ECEC policy. This tool can help you to compare how your positioning on the outcomes in the international landscape relates to or does not relate to that on the input side. It can also help you to understand that your selected quality focus is part of the policy package, which can - in combination with other policy interventions-have effects if planned well to avoid cancelling out the effects.

In the Annexes, Korea is compared with not only other OECD countries but in particular with the reference countries, selected by the country, wherever the comparative data are available. The selected countries include Finland, France, Japan, the United Kingdom and the United States.

Spider Web Chart on Child Outcomes for Learning and Well-being

On the selected outcome indicators on different policy goals, Korea performs above or close to the OECD average regarding infant survival, children under 18 who live above the poverty line, enrolment in formal care for under 3s, at ages 3 and 5, and in PISA reading, mathematics and science tests. Korea performs below average on fertility, female employment and gender equality in median earnings of full-time employees (Figure 1).

On child well-being and fertility rates

- Korea performs above the OECD average on infant survival and children above the poverty line.
- Fertility rates in Korea are among the lowest in OECD countries, and have dropped significantly since 1970.

On participation in early childhood education and care

- For children under the age of 3, Korea has higher enrolment rates in formal childcare services than many other OECD countries but lower than the Nordic countries. For children at age 3, Korea also has higher enrolment rates than the OECD average. For children aged 5, the enrolment rate is slightly below the average. These figures reflect the fact that the enrolment rates in childcare services at age 3 and 5 are excluded from the OECD statistics¹

On learning outcomes in school

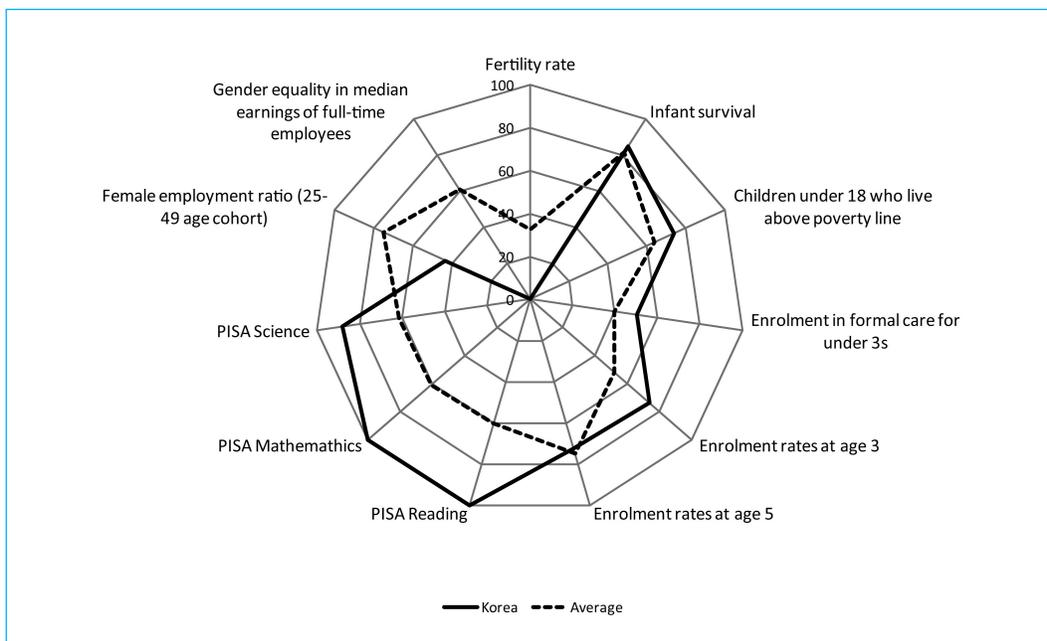
- Korea is among the top performers regarding children's academic achievements at age 15 across all PISA subjects: reading, mathematics and science.

On female employment and gender equality in median earnings of full-time employees

- Korea has a below average female employment ratio in the 25-29 age cohort. Additionally, Korea has the lowest value for gender equality in median earnings of full-time employees indicating that there is little gender equality in median earnings in Korea.

¹ The statistics are provided by the country.

Figure 1. An overview of child outcomes for learning and well-being



Note: For each indicator, the absolute performance is standardised (normalised) using a normative score ranging from 0 to 100, where 100 was set at the maximum value and 0 was set at the minimum value, taking into account all OECD countries with available data in each case. The average is calculated by taking into account all OECD countries with available data. See End Note for maximum and minimum value countries.

Source: See Annex for sources.

Spider Web Chart on Policy Inputs:

On the selected child policy indicators, Korea performs well below the OECD average on most indicators except for average staff-to-child ratio in formal day-care services for 0-3 year olds (Figure 2).

On public spending on young children

- Korea has different public expenditure portfolios for different age groups and for different services.
- The level of public expenditure on **childcare and education at age 3 and age 5**, as a percentage of median working-age household income, is close to the minimum value in Korea. This indicates significantly low public spending levels on ECEC for 3 and 5 year old children in comparison with other OECD countries.

- Regarding public expenditure on **family cash benefits and tax credits**, as a percentage of GDP in 2007, Korea has the lowest expenditure level among OECD countries (minimum value in spider web).

On parental leave

- Mothers in Korea have an entitlement to paid maternity leave almost equal to the OECD average. However, paid paternity leave is far below the OECD average.

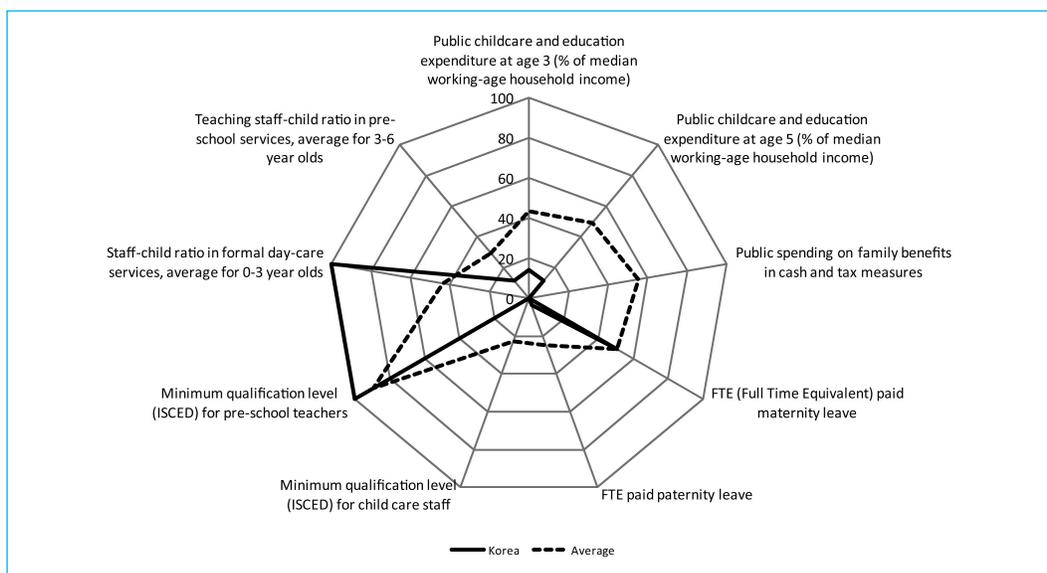
On minimum level of staff qualifications

- Korea has a lower required qualification level for staff in day-care services than the OECD average. On the contrary, Korea has the highest required qualification level for teaching staff in kindergarten/pre-school.

On staff-child ratio's in ECEC services

- Korea has the best staff-child ratio in formal day-care services. On the contrary, Korea has more children per staff than the OECD average in pre-school services.

Figure 2. An overview of policy inputs



Note: For each indicator, the absolute performance is standardised (normalised) using a normative score ranging from 0 to 100, where 100 was set at the maximum value and 0 was set at the minimum value, taking into account all OECD countries with available data in each case. The average is calculated by taking into account all OECD countries with available data. See End Note for maximum and minimum value countries.

Source: See Annex for sources.

Annex A : Key Figures

Child outcomes for learning and well-being

1. Fertility
2. Female employment ratio (25-49 age cohort)
3. Enrolment in formal care services for children under age 3
4. Enrolment in early childhood education and care at age 3
5. Enrolment in early childhood education and care at age 5

Policy inputs

1. Public childcare and education expenditure at age 3
2. Public childcare and education expenditure at age 5
3. Public spending on family benefits in cash and tax measures
4. Staff-to-child ratio in formal day-care services for 0-to-3-year-olds
5. Teaching staff-to-child ratio in pre-school services for 3-to-6-year-olds

★ Korea has selected international comparison, mainly focused on Finland, France, Japan, the United Kingdom and the United States, where data are available.

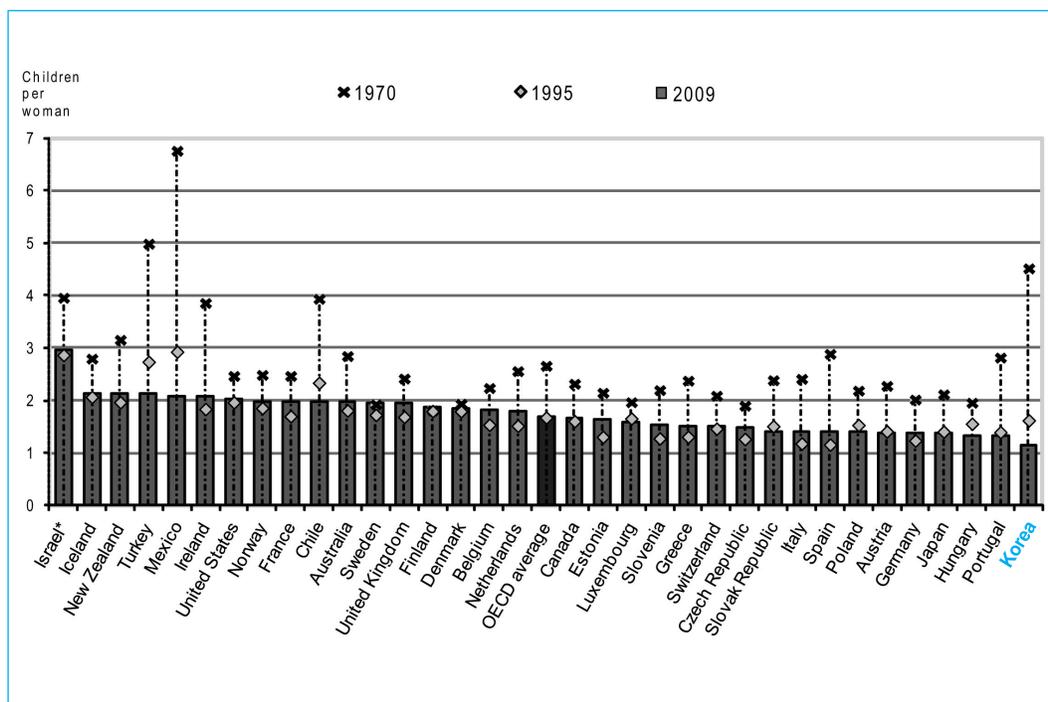
The data for Israel are supplied by and under the responsibility of the relevant Israeli authorities. The use of such data by the OECD is without prejudice to the status of the Golan Heights, East Jerusalem and Israeli settlements in the West Bank under the terms of international law.

Child Outcomes

1. Fertility

- Fertility rates dropped sharply and universally from 1970 to 2009 in OECD countries. Korea's fertility rate has declined since the 1970's to 1.15 births per woman in 2009, which is the lowest rate among the OECD countries.

Figure 3. Trends in total fertility rates



Note: 2007 for Belgium and Canada; 2008 for Australia, Germany, Greece, and Iceland.

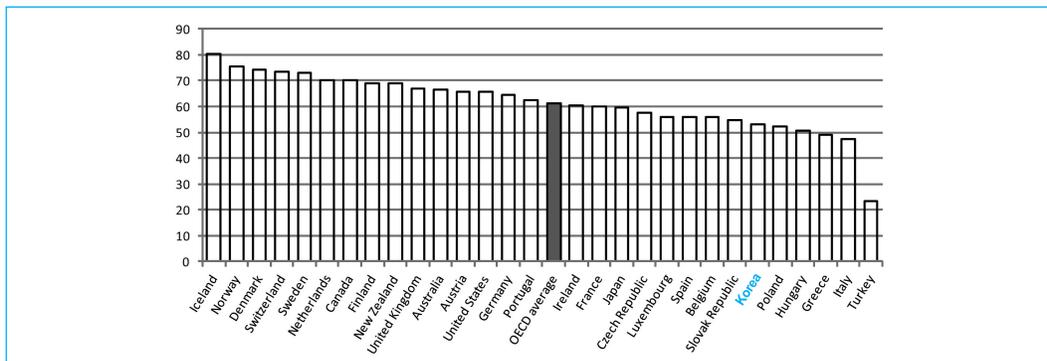
Source: National Statistical Offices, 2010, and Eurostat Demographic Statistics, 2010 from OECD Family database, January 2011.

2. Female employment ratio (25-49 age cohort)

- Korea's female employment rate is 53.2%, well below the OECD average. Korea also performs below its reference countries, Finland (69%) and the United Kingdom (66.9%).

Figure 4. Female employment rate (25-49 age cohort)

In 2008 or latest available year



Note: Part-time employment refers to persons who usually work less than 30 hours per week in their main job. Data include only persons declaring usual hours.

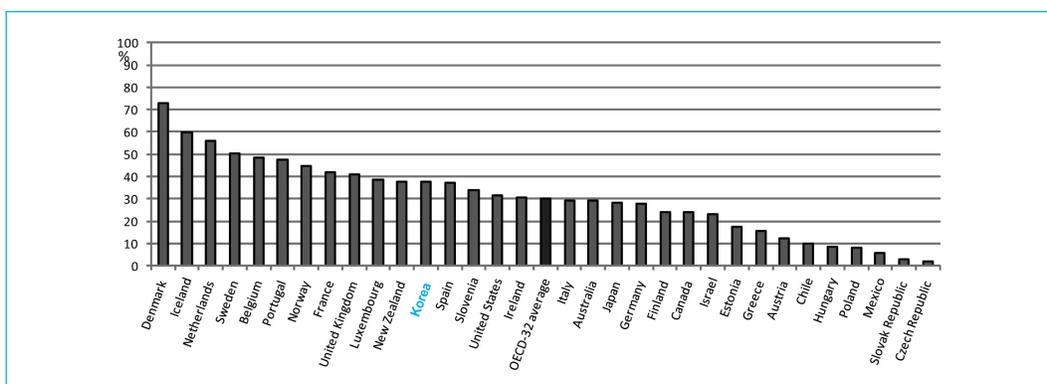
Source: See Annex for sources.

3. Enrolment rates of children under age 3

- On average, around 40% of children under the age of three are enrolled in childcare facilities in the OECD countries.
- However, the enrolment rates vary considerably across countries. Korea has a higher enrolment rate (37.7%) than Finland (24.2 %) and Japan (28.3%), but lower than France (42%) and the United Kingdom (40.8%)

Figure 5. Enrolment rates of children under age 3 in formal care

As a percentage, in 2008 or latest year available



Notes: For the United States: data for children ages 0-2 concern 2005; For Chile: data for children ages 0-2 concern 2006; For Mexico: data for children ages 0-2 concern 2009.

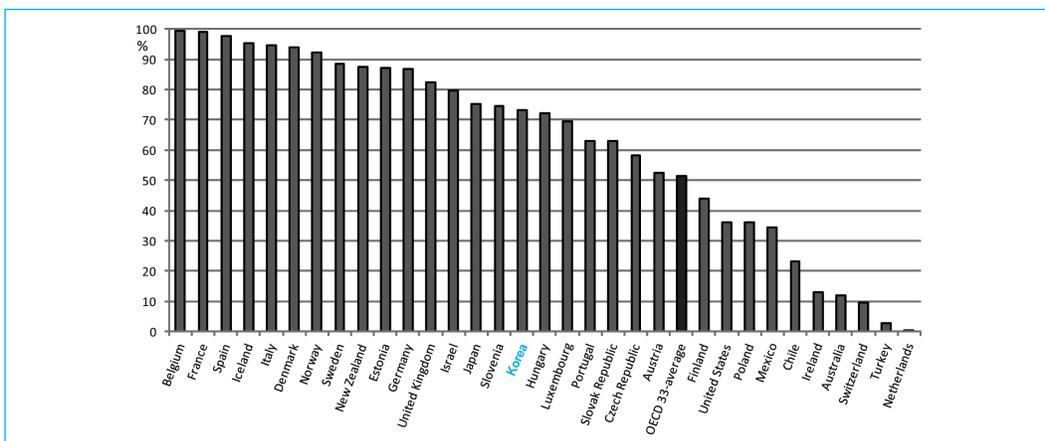
Source: OECD Family Database, May 2011.

4. Enrolment rates at age 3

- On average, around 50% of children at age 3 are enrolled in formal early childhood education and care services in the OECD countries.
- Like the enrolment rates for children under age 3, the rates for children at age 3 vary considerably across countries.
- It is close to 100% in Belgium and France, where free early education starts around the age of 3. On the contrary, it is less than 5% in the Netherlands and Turkey.
- The enrolment rate for 3-year-olds in Korea is far above the OECD average (73.3%), along with the United Kingdom (82.4%) and Japan (75.4%).

Figure 6. Enrolment rates in early childhood education and care at age 3

Full-time and part-time students in 2008



Notes: OECD average does not include Greece and Canada. Data for Korea come from National Sources.

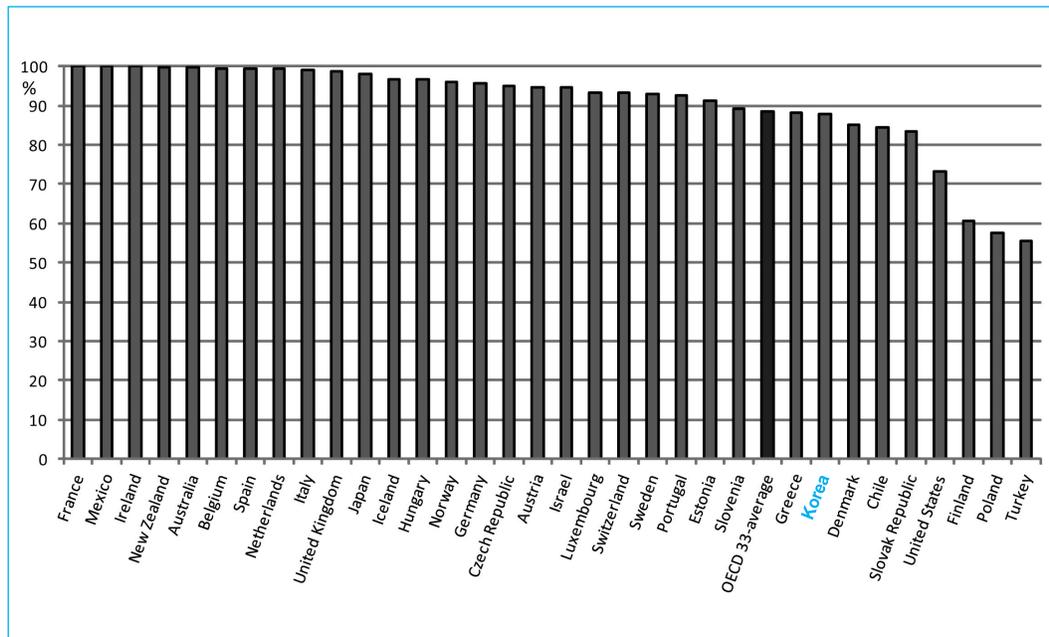
Source: OECD Education Database, January 2011.

5. Enrolment rates at age 5

- In the majority of the OECD countries, enrolment rates at age 5 in early childhood education and care exceed 90%.
- Korea has a similar enrolment rate (87.8%) with the OECD average.
- France, Japan and the United Kingdom show almost full enrolment, along with Belgium, Ireland, Mexico, the Netherlands, New Zealand and Spain. In Finland, only about 60% of children are enrolled in ECEC facilities.

Figure 7. Enrolment rates in early childhood education and care at age 5

Full-time and part-time students in 2008



Notes: At age 5, Canada is not included in the OECD average. Data for Korea come from National Sources.

Source: OECD Education Database, January 2011.

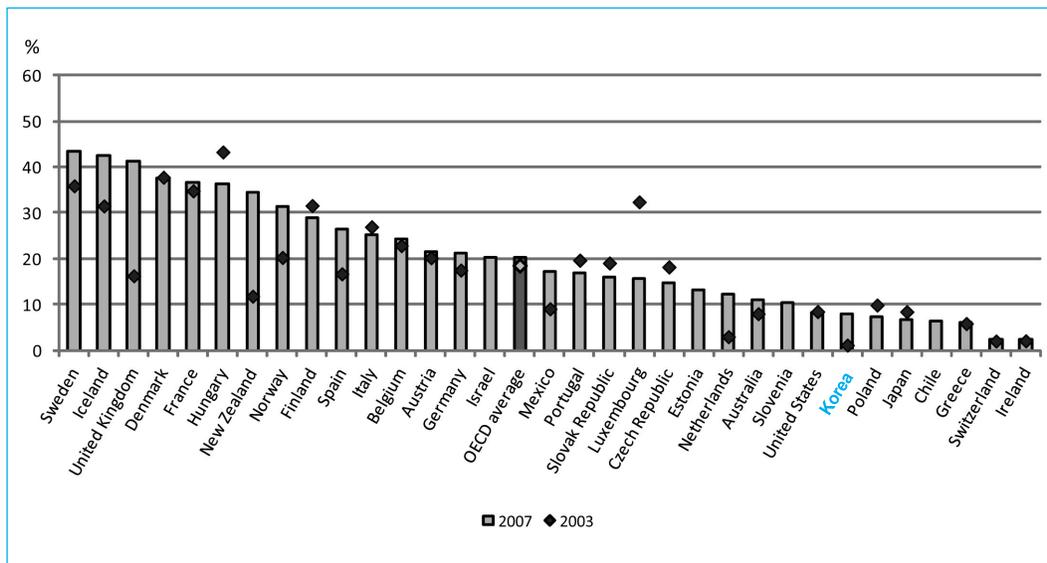
Policy Input

1. Public childcare and education expenditure at age 3

- Lower public spending on childcare and education at the early stage invites informal or private provision. In such countries, childcare fees often become a barrier to enrolling children in formal ECEC services.
- When we look at public spending per child at age 3, Korea spends significantly below the OECD average. However, from 2003 to 2007, there has been a significant increase in public spending on childcare services.
- In comparison with its reference countries, Korea spends much less than the United Kingdom and Finland for age 3 and 4, as well as age 2.

Figure 8. Public spending on early education and childcare per child, % of median working-age household income (2003 and 2007)

At age 3

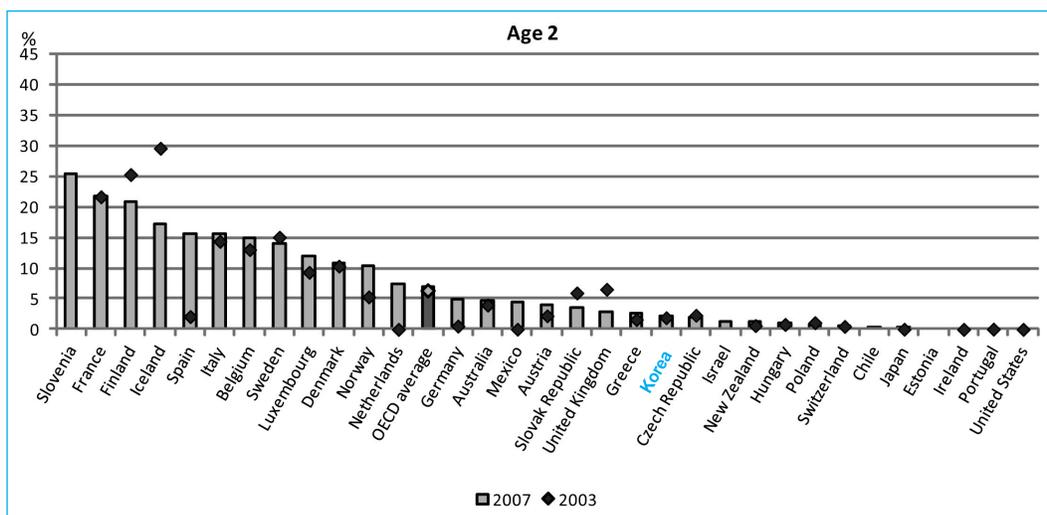


Source: OECD (2009), Doing Better for Children, OECD Publishing and OECD (2011), Doing Better for Families, OECD Publishing.

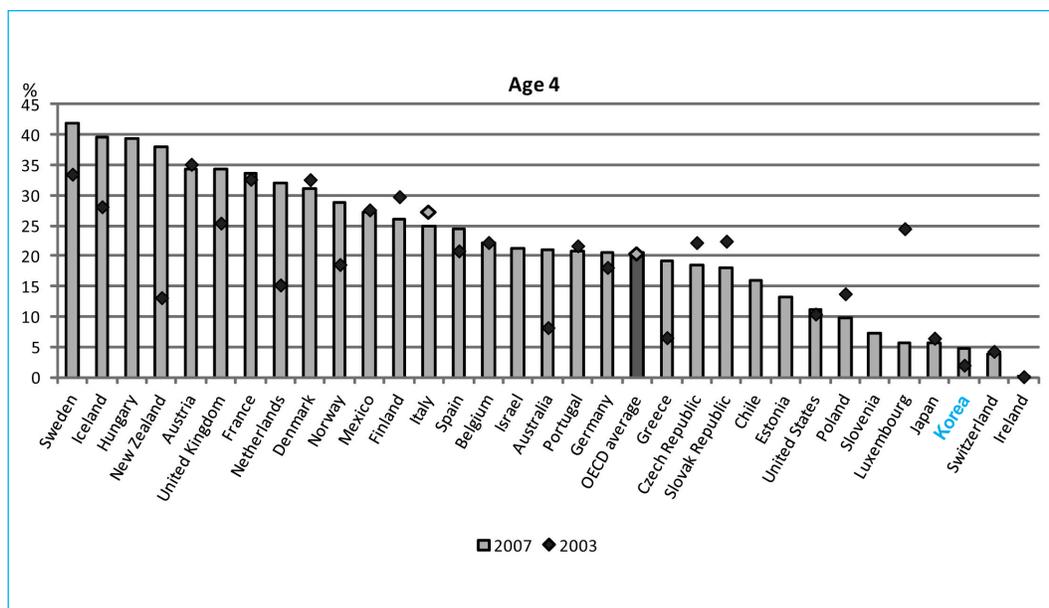
Figure 9. Public spending on childcare services per child

As a share of median working-age household income, 2003 and 2007

Panel A. At age 2



Panel B. At age 4



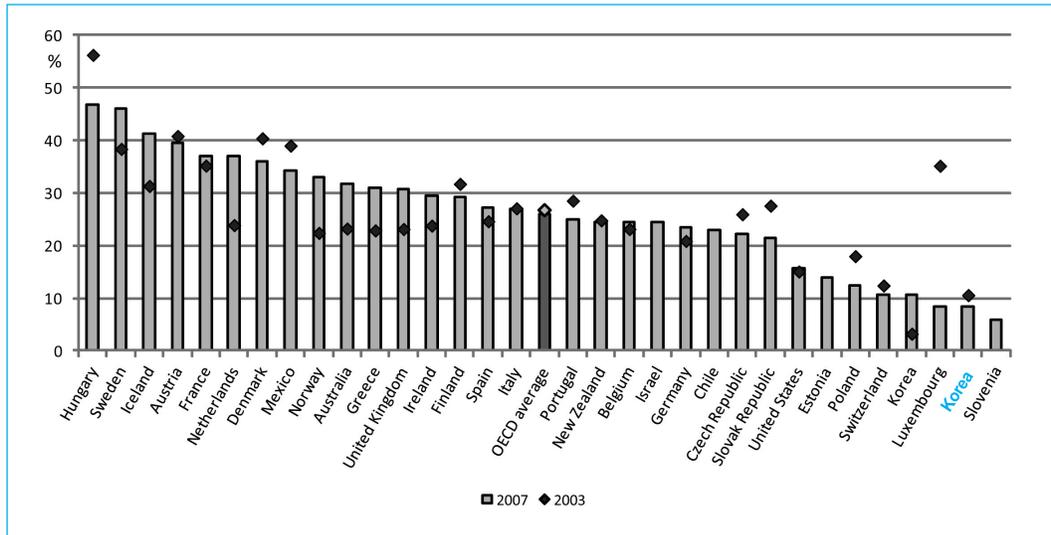
Source: OECD (2011), Doing Better for Families, OECD Publishing.

2. Public childcare and education expenditure at age 5

- When we look at public spending per child at age 5, Korea spends significantly below the OECD average. However, from 2003 to 2007, there has been a remarkable increase in public spending on early education services.
- In comparison with its reference countries, Korea spends much less than the United Kingdom and Finland, but spends slightly more than Japan.
- In Korea, households' share of expenditures on pre-primary education is relatively high compared to other OECD countries. In comparison with its reference countries, in France and the United Kingdom household spending on childcare and education for 5-year-olds is lower.

Figure 10. Public spending on early education and childcare per child, % of median working-age household income (2003 and 2007)

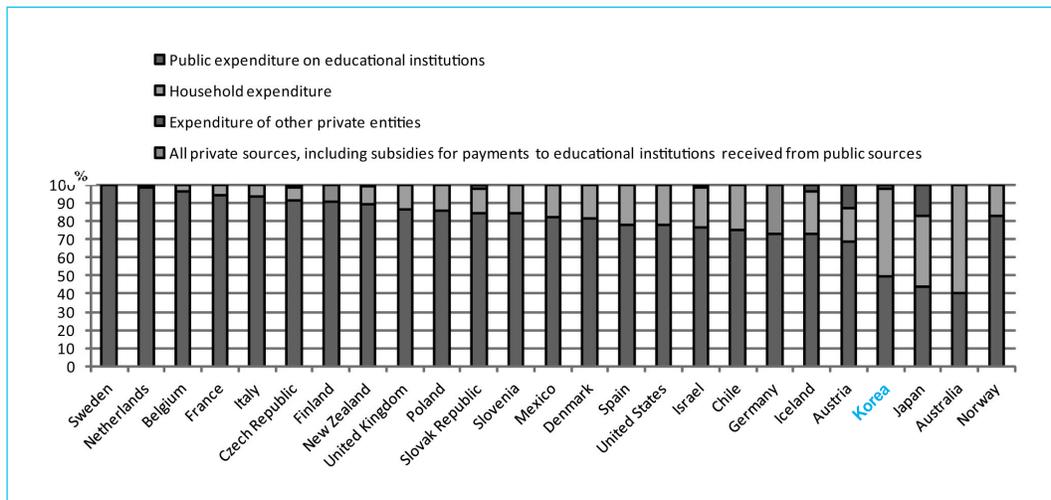
At age 5



Source: OECD (2009), Doing Better for Children, OECD Publishing and OECD (2011), Doing Better for Families, OECD Publishing.

Figure 11. Distribution of public and private spending on early educational institutions

2007 or nearest available year



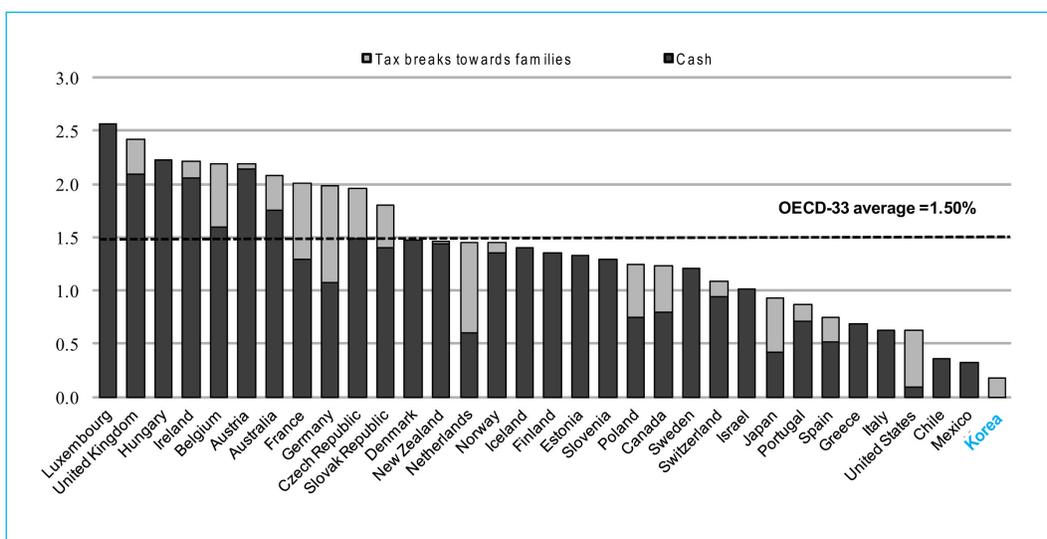
Source: OECD Education Database, 2010. For more details: please see Tables B3.2a and B3.2b; see also Annex 3 for additional notes (www.oecd.org/edu/eag2010).

3. Public spending on family benefits in cash and tax measures

- Besides providing in-kind ECEC services, OECD countries have other measures in place, such as cash benefits and tax credits for families.
- Public spending on such measures is, on average, 1.5 % of GDP in total. Korea has the lowest average among OECD countries with 0.2% of GDP in total.

Figure 12. Public spending on family benefits in cash and tax measures

As a percentage of GDP in 2007



Notes: Public support accounted here only concerns public support that is exclusively for families (e.g. child payments and allowances, parental leave benefits and childcare support). Spending recorded in other social policy areas as health and housing support) also assists families, but not exclusively, and is not included here. Data on tax breaks towards families is not available for Chile, Estonia, Greece, Hungary, Israel and Slovenia.

Source: OECD Social Expenditure Database (www.oecd.org/els/social/expenditure), 2010, and ESSPROS, 2010.

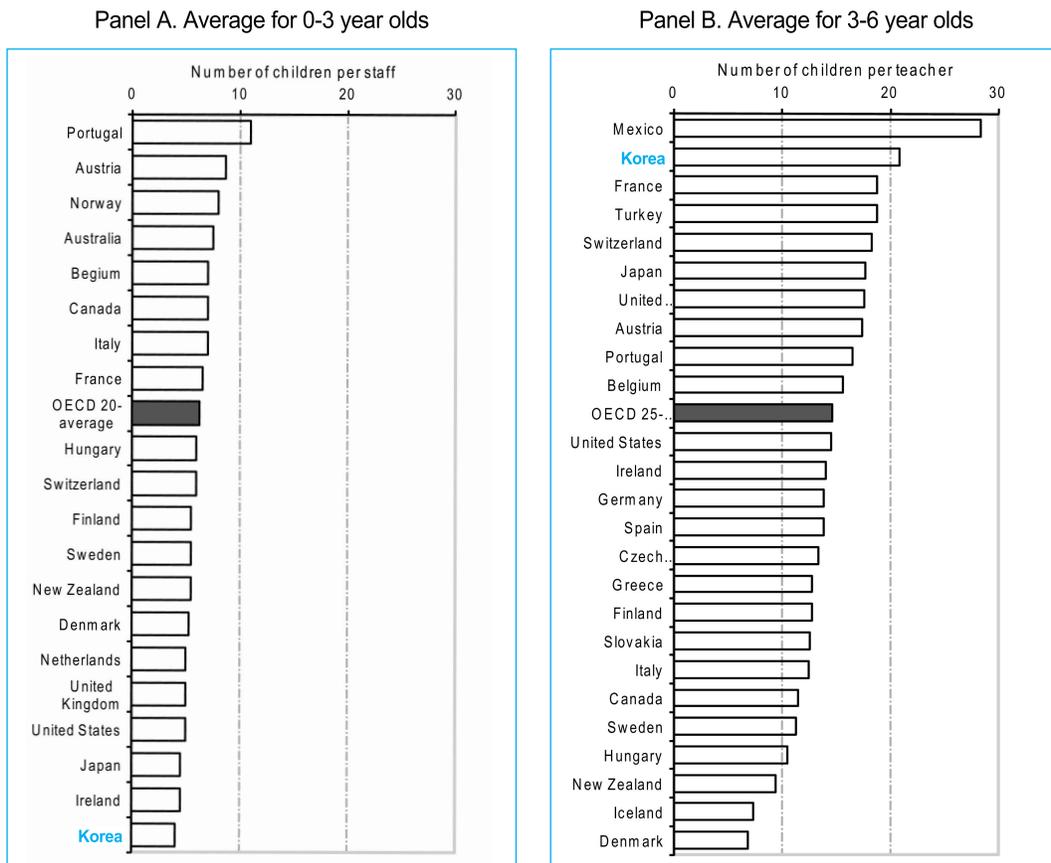
4. Staff-to-child ratio in formal day-care services, average for 0-to-3-year-olds

- Infants and toddlers need more intensive care than young children. Therefore countries set different minimum standards for facilities with children ages 0-3 than for facilities with older children.
- The average for the group as a whole is that one caregiver looks after 6.2 children in formal day-care services. Korea has the lowest average among OECD countries with one staff member taking care of 4 children. This allows more time for staff to interact with each young child.

5. Teaching staff-to-child ratio in pre-school services, average for 3-to-6-year-olds

- The same staff-to-child ratio is often implemented for children ages 3-6, although the actual ratio can be better than the regulated ratio.
- On average, one pre-school teacher is assigned to 14.7 children in pre-school services, with a significant variation across countries.
- Contrary to the staff-child ratio in childcare services, Korea has a larger staff-child ratio in preschool (20.8 per staff member) than the United Kingdom and Finland, as well as the OECD average.

Figure 13. Child-to-staff ratio in formal day-care services



Note: Data for pre-school drawn from the EDU database - MH, April 2009. Note: Staff-to-child ratio represents the inverse of the child-to-staff ratio.

Source: OECD Family database, July 2010.

Annex B : Data Sources

Child outcomes for learning and well-being	
Indicator	Source
Fertility	National Statistical Offices, 2010, and Eurostat Demographic Statistics, 2010. (OECD Family database, 2011).
Infant survival	OECD Health Data 2010, June 2010. (OECD Family database, 2011).
Children under 18 above poverty line	OECD (2011) Income Distribution Questionnaire, February 2011. (OECD Family database, 2011).
Enrolment in formal care for the under 3s	For children 0-2: Australia, ABS Childcare service (2008); Canada, National Longitudinal Survey of Children and Youth (2006); Chile, CASEN (2006); New Zealand, Education Counts' statistics (2008); European countries, EU-SILC (2008); Germany, administrative data; Nordic countries, NOSOSCO (2007-08); the US, Early Childhood Program Participation Survey (2005).
Enrolment rates at age 3 and age 5	OECD Education Database, January 2011. Data for Korea come from National Sources.
PISA Reading, Mathematics, Science	OECD, PISA 2009 Database.
Female employment ratio (25-49 age cohort)	European Labour Force Surveys (2007-08) for EU countries; Australia: Australian Bureau of Statistics (2005); Canada: Statistics Canada (2001); Denmark: Statistics Denmark (1999); Iceland: Statistics Iceland (2002 for women age 25-54); Japan: Japanese national census (2005); Mexico: Encuesta Nacional de la Dinamica Demografica 2006; Switzerland: Swiss LFS (2006); United States: US Current population survey (2005). (OECD Family Database, 2011).
Gender equality in median earnings of full-time employees	OECD(2010), Employment Outlook. (OECD Family Database, May 2011).

Policy input	
Indicator	Source
Public childcare and education expenditure at age 3 and age 5 (% of median working-age household income)	OECD (2011), Doing Better for Families, OECD Publishing.
Public spending on family benefits in cash and tax measures	Social Expenditure Database (www.oecd.org/els/social/expenditure), 2010, and ESSPROS, 2010. (OECD Family database, 2011).
FTE (Full Time Equivalent) paid maternity/paternity leave	Moss, P. and M. Korintus (2008), International Review of leave Policies and related research, DTI Employment Relations Research Series, No. 100; Missoc tables: Social Protection in EU Member States; OECD Babies and Bosses (various issues) or information provided by National authorities in non EU countries. (OECD Family database, 2011).
Minimum qualification level for ECEC staff in different provisions	OECD Network on Early Childhood Education and Care's "Survey for the Quality Toolbox and ECEC Portal", June 2011
ECECStaff-to-child ratios in different provisions	OECD Family database, July 2010.

INTERNATIONAL COMPARISON ON ECEC CURRICULUM FRAMEWORK

Definitions and methodologies

A curriculum framework (or guidelines or standards) is a tool which can guide the content of and approach to children's care and learning.

The findings presented here are based on data from the OECD Network on Early Childhood Education and Care's "Survey for the Quality Toolbox and ECEC Portal"(2011) and on the Secretaria's desk-based research. For each graph and table, the countries or regions for which data is used are listed.

For more detail, see Survey Response Table on "Framework for Standards/Curriculum"(in Excel File).

Key findings

- Among responding countries and regions, only the Netherlands reported not having a legal framework in place.
- On **age coverage**, respondents were, with few exceptions, split as to whether the curriculum covers from close to birth (0+ years) or closer to age three and up until compulsory schooling. The latter group of countries and regions tends to be those with a split system differentiating between education and care. Conversely, curriculum covering from a very early age is indicative of an integrated system.
- Curriculum frameworks among respondents overwhelmingly contain the values and principles guiding the document. Other frequent **curriculum content** is specific requirements as to what is expected from staff and, to a lesser extent, the institution. Interestingly there is more of a split between countries as to whether specific requirements to child outcomes are spelled out in the curriculum. Northern European countries tend not to include child outcomes, whereas the United States and the United Kingdom do.
- The majority of OECD countries (25 respondents) have created a learning and well-being framework (either in the form of a curriculum, guidelines or standards) from around age 2.5 or 3 to compulsory schooling. This is the case in **countries with a "split" system** where child care and early education are governed and managed by different ministries.
- Most respondents state that the curriculum is adapted to the specific age of children covered by it: that is the curriculum is **age appropriate**.
- Hesse (Germany) and Scotland (United Kingdom) further attempt to ensure longer-term continuous child development by setting out a framework from ages zero or pre-birth beyond the start of compulsory schooling (e.g. Hesse, Germany).

Table 1: Coverage of ECEC curriculum frameworks by age group

Light blue indicates standards/curriculum for Care
 Dark blue indicates standards for Education and/or Education and Care.
 Shaded areas show the start of compulsory schooling
 Blank indicates no standard curriculum is in place for the specified age group.

Country	Age								
	0	1	2	3	4	5	6	7	
Australia	Belonging, Being, Becoming: Early Years Learning Framework								
Canada (British Columbia)	Early Learning Framework				Full Day Kindergarten Programme Guide				
Canada (Ontario)				Full Day Early Learning Kindergarten Programme					
Canada (Québec)				Kindergarten Curriculum					
Denmark	Preschool curriculum: Læseplaner								
Finland	National curriculum guidelines on early childhood education								
France			2.5y		National curriculum for école maternelle				
Germany (Bavaria)	Plan for Education: Der Bayerische Bildungs- und Erziehungsplan für Kinder in Tageseinrichtungen bis zur Einschulung.								
Germany (Berlin)	Educational Programme: Berliner Bildungsprogramm - Vorschulische Bildung								
Germany (Hesse)									
Germany (North Rhine-Westphalia)	Bildungsvereinbarung								
Hungary				Kindergarten: National Core Programme of Kindergarten.					
Ireland	Aistear: the Early Childhood Curriculum Framework								
Italy	3 months		Guidelines for the curriculum						
Japan				Course of Study for Kindergarten					
	National curriculum of day care centers								
Korea				National curriculum for kindergarten		NURI curriculum			
	Standardized childcare curriculum								
Mexico	Childcare curriculum		Early Childhood Education Curriculum Compulsory Education						
Netherlands			2.5y		Development goals/competences				
New Zealand	Te Whāriki								
Norway	Framework Plan for the Content and Tasks of Kindergartens								
Portugal				The Curriculum Guidelines for Pre-School Education					
Slovenia	National Curriculum for Pre-school Institutions								
Spain	Early Childhood Curriculum								
Sweden	Curriculum for the Preschool						Learning plan for pre-school class		
United Kingdom (England)	Statutory Framework for the Early Years Foundation Stage								
United Kingdom (Scotland)	Pre-birth to three - staff guidelines		Curriculum for Excellence						
United States (Georgia)				Georgia's Pre-K Content Standards					
United States (Massachusetts)				Guidelines for Preschool Learning Experiences					
United States (North Carolina)				Early Learning Standards for North Carolina Preschoolers and Strategies to Guide Their Success					
United States (Oklahoma)				Priority Academic Student Skills					

INTERNATIONAL COMPARISON ON CURRICULUM CONTENTS

Definitions and methodologies

Curriculum refers to the contents that substantiate children’s learning and development.

Curriculum contents can be organized into subject areas. ECEC subject areas highlight priorities and clarify how teachings are organized.

The findings presented here are based on data from the OECD Network on Early Childhood Education and Care’s “Survey for the Quality Toolbox and ECEC Portal” (2011) and on the Secretariat’s desk-based research. For each graph and table, the countries or regions for which data is used are listed.

The OECD survey has identified nine common ECEC subject areas:

- 1. Literacy:** refers to all subjects related to reading and writing, including language learning and development, word recognition, etc.
- 2. Numeracy:** refers to all subjects related to numbering and counting, including calculations, number recognition, etc.
- 3. Science:** refers to all scientific subjects, such as geography, social science, natural science, etc.
- 4. Arts:** refers to all subjects related to some form of art, including drawing, colouring, painting, handicrafts, etc.
- 5. Music:** refers to all subjects involving music such as singing, playing musical instruments, dancing to music, etc.
- 6. Physical education:** refers to all instructed subjects that require physical effort or are related to physical well-being such as gymnastics, sports, classes about food or hygiene, etc.

7. Practical skills: refers to all practices related to practical skills not mentioned in one of the other subjects (e.g. shoe-lacing).

8. Playtime: refers to the time children can play freely, i.e. child-initiated play. The time that a child can decide for him- or herself what he/she wants to do and play with (inside or outside).

9. Activities outside ECEC institutions: refers to field trips such as outings to museums, public parks, libraries, concerts, art and science centres, etc.

There were an additional seven subject areas identified by countries/regions including religion, ethics and democratic citizenship; health, personal and/or social well-being; social sciences and/or intercultural education; ICT; languages and learning approaches.

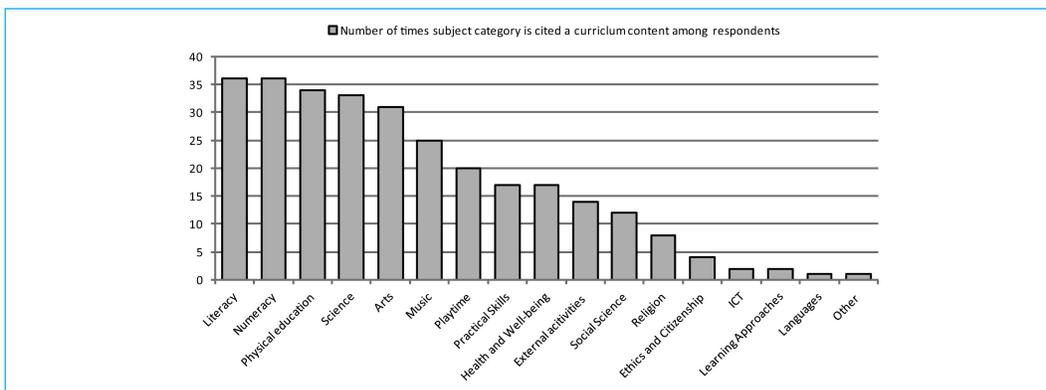
For more detail, see Survey Response Tables on “ Framework for Standards/Curriculum” and “Curriculum Contents”(in Excel Files).

Key findings

- All respondent countries and regions included “literacy” in the curriculum and almost all countries included “numeracy”.
- Other key contents include “motor skills”, “science”, “art” and “music’. Some countries highlighted “play” as a separate subject area, whereas some integrate “play’ in other content areas.
- Only Scotland and New Zealand include **ICT** among curriculum subjects.

Figure 14 shows the extent to which different content of ECEC standards/curriculum are prevalent or rare among respondents. There were five commonly practiced subject areas identified (literacy; numeracy; physical education and/or motoric development; science and arts), each with over 30 positive responses among 22 countries and 14 regions from 5 countries.

Figure 14. Subjects included in ECEC standards/curriculum



INTERNATIONAL COMPARISON ON STAFF QUALIFICATIONS AND LENGTH OF INITIAL PRE-SERVICE EDUCATION

Definitions and methodologies

Initial ECEC staff qualifications refer to the formal education and training received prior to the commencement of work. There is often a minimum education level required for ECEC staff depending on the level of responsibility and type of work.

The international ISCED classification system is often used to facilitate international comparisons, four of which are relevant to the OECD survey responses:

- ISCED 2: Lower secondary school; normally considered the end of basic education
- ISCED 3: Upper secondary school; normally the end of compulsory education
- ISCED 4: Post-secondary non-tertiary education (e.g. short vocational programs; pre-university courses)
- ISCED 5: First stage tertiary education (e.g. first university degree)

The qualification levels are compared among three different work positions in different institutions: 1) child care workers, 2) kindergarten or pre-school teachers and 3) auxiliary and assistant staff.

The findings presented here are based on data from the OECD Network on Early Childhood Education and Care's "Survey for the Quality Toolbox and ECEC Portal" (2011) and on the Secretariat's desk-based research.

Key findings

- Kindergarten and pre-school teaching staff generally have higher **initial education requirements** than care centre staff. There is a fairly strong agreement among respondents on required education levels for key (primary) staff, that is, ISCED 3 for centre-based childcare and ISCED 5 for kindergartens/pre-schools. For **auxiliary and assistant staff**, the required level of qualifications varies more but is generally lower than for key staff.

Figure 15 shows the required staff qualifications for kindergarten or pre-school teaching staff; care centre staff. Teaching staff is generally required to have higher education levels.

Figure 16 shows the minimum length of pre-service education for kindergarten or pre-school teaching staff; care centre staff. Teaching staff is generally required to take longer initial training periods.

Figure 15. Minimum ISCED levels for different types of ECEC staff in centre-based care, kindergartens/pre-schools

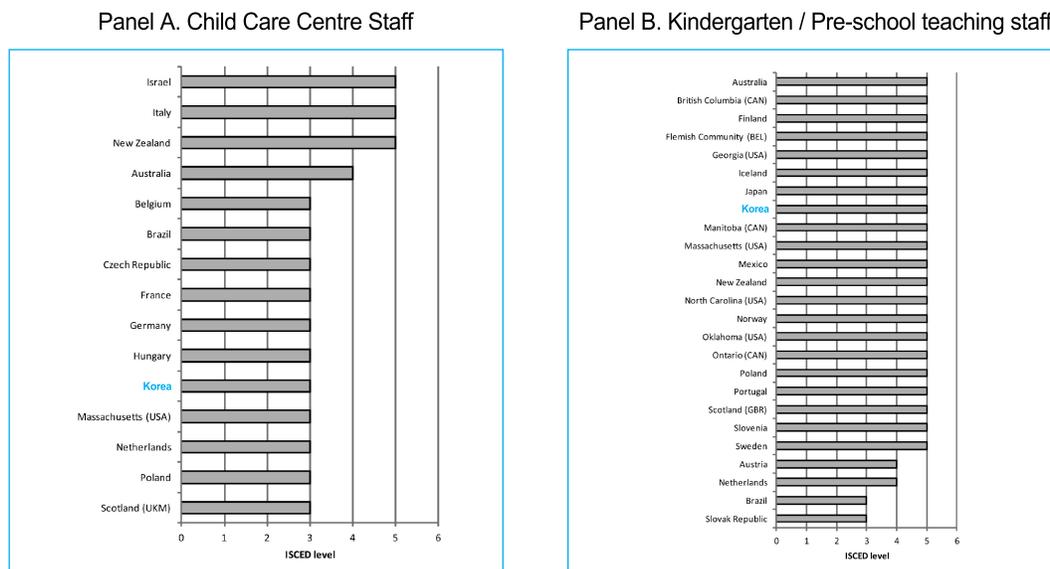
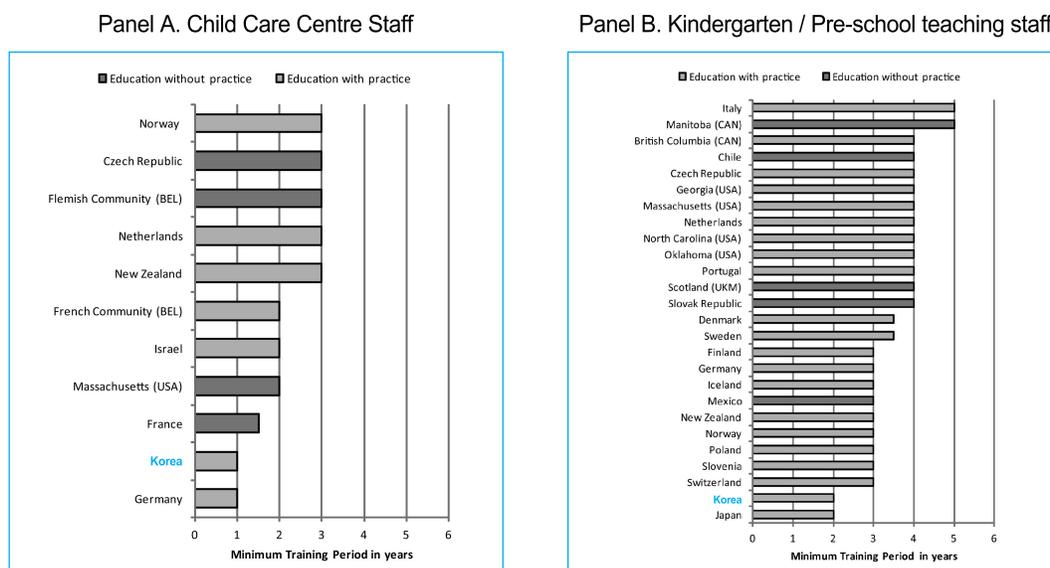


Figure 16. Length of pre-service education for ECEC staff (in Year)



Source: OECD Network on Early Childhood Education and Care's "Survey for the Quality Toolbox and ECEC Portal", June 2011.

QUESTIONS FOR “FOOD FOR THOUGHT” FOR REVISING CURRICULUM CONTENT

Question 1. Should the current curriculum contents be revised in response to the following factors that can affect child well-being and learning? If yes, how?

Children’s self-report on life satisfaction

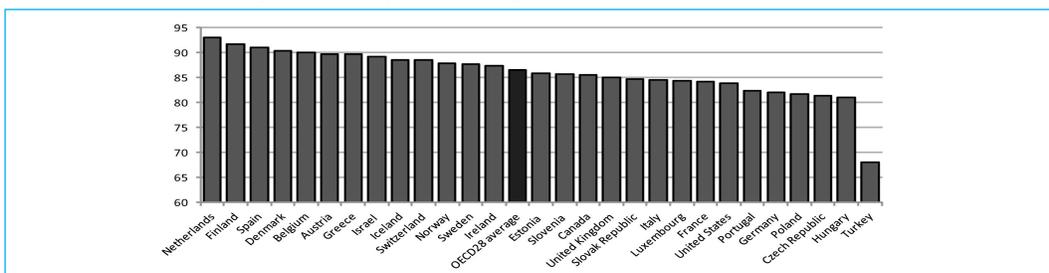
An expected outcome of education policy is holistic child development, which includes academic achievements, socio-emotional development, healthy physical growth, inter-personal communication capacity, etc. Life satisfaction is an important factor that can affect various aspects of child development.

In many OECD countries, the majority of children valued their life as “above average”, *i.e.* with a grade of six or above on a scale of zero to ten. Life satisfaction can be affected by various factors, and it is difficult to identify these factors. Nevertheless:

- Do you think there is a possible association between the child’s self-report on life satisfaction and their experiences in education institutions? This may include factors such as academic vs. holistic orientation of curriculum, student assessment practices, flexible learning pathways, personalised education, etc.
- If yes, do you see any possibilities to enhance quality in children’s early life experiences through ECEC curriculum?

Figure 17. Children reporting life satisfaction

Proportion of children, aged 11 to 15 years, ranking their life as 6 or above on a scale of 0 to 10, 2005-06



Statlink: <http://dx.doi.org/10.1787/888932392761>

Source: Currie et al. (2008), HBSC International Report from the 2005/2006 Survey; Information on data for Israel: <http://dx.doi.org/10.1787/888932315602> from OECD (2011), *Doing Better for Families*, OECD Publishing.

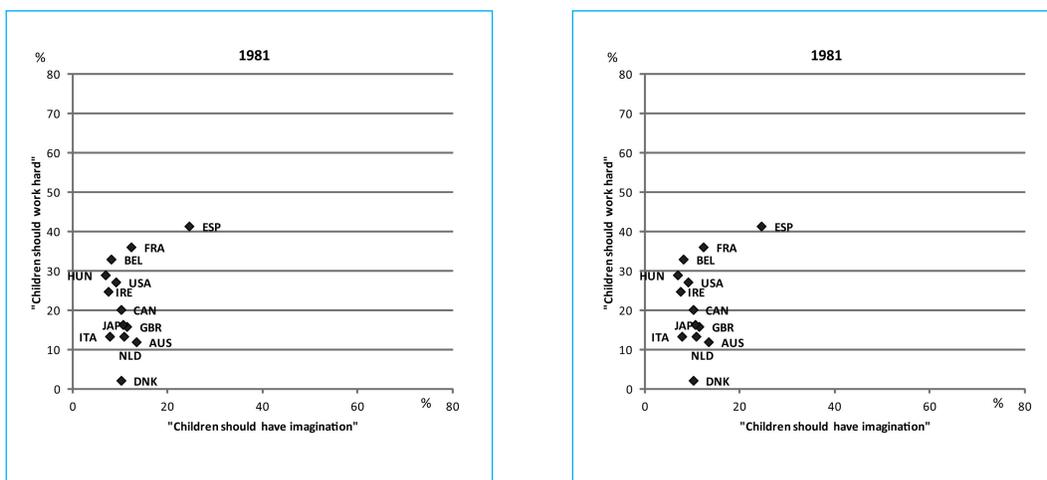
Changing expectations of parents

Parental expectations regarding children’s early education can influence what children experience in education institutions and care centres. What do parents expect of their children? “Working hard” and “having imaginations” are two typical features of parental expectations. The World Values Survey² indicates that parental expectations of children’s education have increased over time with growing demands regarding their children’s education and skills.

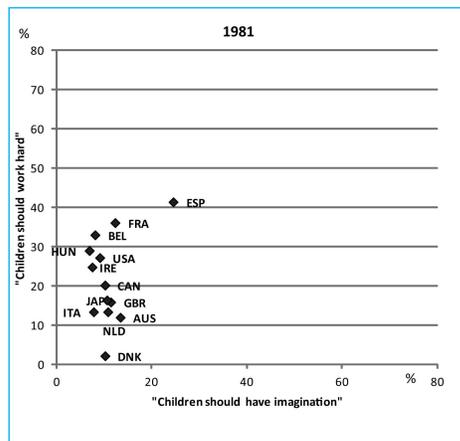
- Are there any national data that point to parental expectations of children? Do you collect in any other way expectations of parents towards their children’s early education and care provision, e.g. through surveys? If yes, are such parental demands reflected in the current ECEC curriculum?
- If yes, are such parental demands reflected in the current ECEC curriculum?

Figure 18. Expectations of parents regarding their children’s education and skills

“Children should have imagination” versus “Children should work hard” in 1981, 1990 and 2005
As a percentage of respondents



²The World Values Survey is a global research project that explores people’s values and beliefs, how they change over time and what social and political impact they have. It is carried out by a worldwide network of social scientists who, since 1981, have conducted representative national surveys in almost 100 countries: www.worldvaluessurvey.org.



Notes: Data from the World Values Survey is presented from 1981, 1990 and 2005 or the nearest available year for each country. For each country, the distribution of the respondents sample fits the distribution of the population. Statlink: <http://dx.doi.org/10.1787/888932321473> and <http://dx.doi.org/10.1787/888932321492>

Source: OECD (2010), Trends shaping education 2010.

Increasing immigrant population

In almost all OECD countries, the number of foreign-born residents has increased between 1990 and 2010. The size and composition of the immigrant population as well as the impetus of the increase vary across countries.³

- Australia, Canada, New Zealand and the United States are considered as “traditional settlement countries”. In these countries, about 10-20% of the whole population has an immigrant background.
- Austria, Denmark, Germany, Luxembourg, Norway, Sweden and Switzerland are considered as “European states with post-war labour recruitment”, of which some have a large proportion of immigrant population (e.g. more than 30% in Luxembourg) and a relative proportion of migrants (e.g. 10% in Norway).
- Belgium, France, the Netherlands and the United Kingdom are considered as “European states with colonial histories”. In these countries, the share of immigrants has gradually increased.

There are significant differences in reading performance at age 15 between native students, first-generation and second-generation immigrant students in many OECD countries. In theory, there should be no gaps between second-generation students and their native peers because they are born in the same country and have gone through the same education system. However, a

³ The categories were used in the PISA 2003 thematic report on immigrant students.

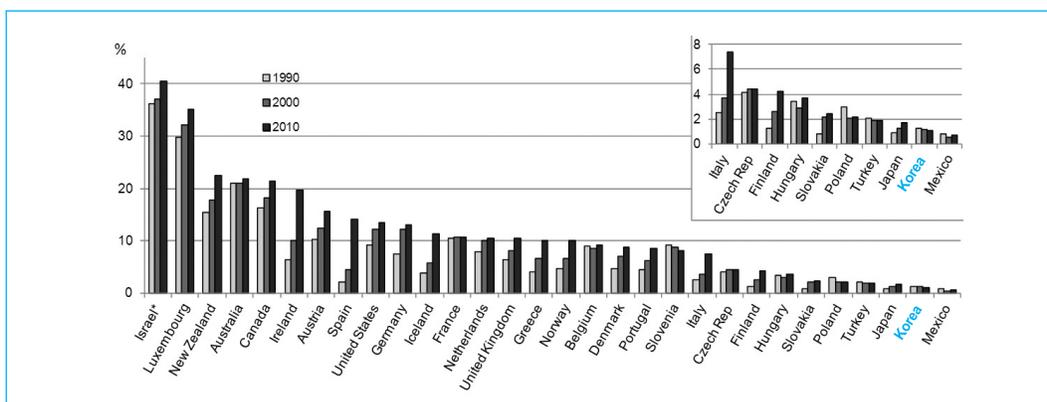
significant gap is observed between native students and second-generation students as well as first-generation students in many OECD countries

The experience of immigrants is influenced strongly by the socio-economic status of their parents and by whether the language spoken at home is different from the language of the host country.

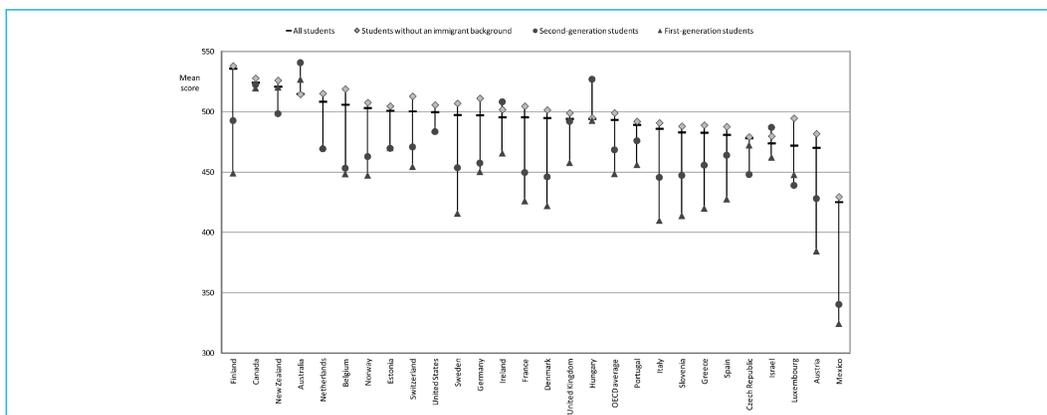
- How can ECEC curriculum support immigrant children in stimulating their early development and later academic success when language and family background *are* the main issues?
- How can ECEC curriculum support immigrant children in stimulating their early development and later academic success when language and family background *are not* the main issues?
- Does your curriculum include the topic of “early learning for immigrant children”?

Figure 19. Immigrant population

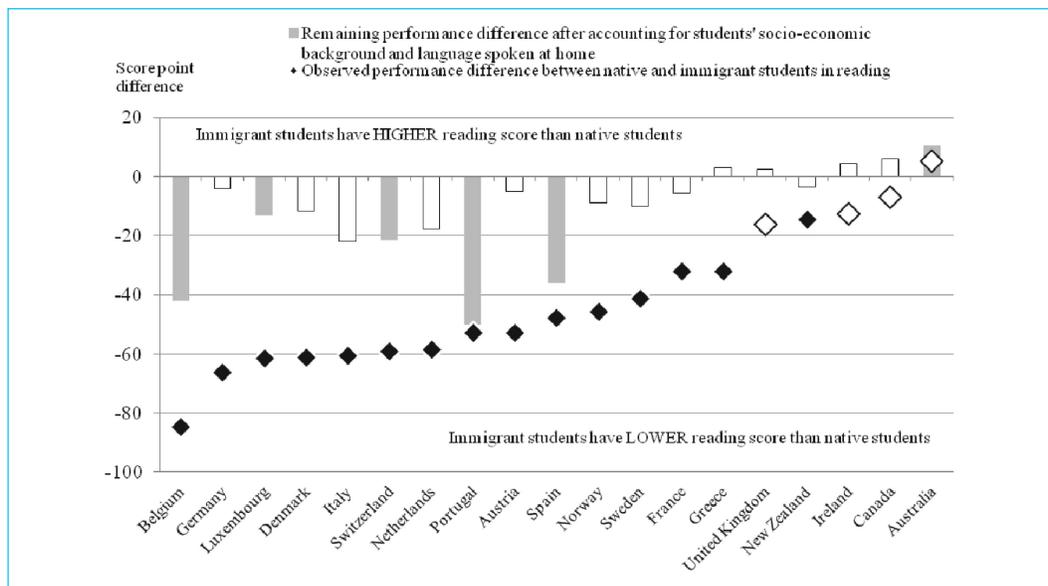
Panel A. Trends of international migrants, as a percentage of the total population



Panel B. Reading performance, by immigrant status



Panel C. Status, language spoken at home, socio-economic background and reading performance



Note: Panel A: International migrants are defined as individuals whose country of birth is not that in which they reside. Statlink: <http://dx.doi.org/10.1787/888932320732>. Panel B: Countries are ranked in descending order of the mean score of all students. Panel C: Countries are ranked in ascending order of score point differences between students without an immigrant background and students with an immigrant background who speak a language at home that is different from the language of an assessment, after accounting for the economic, social and cultural status of students. Score point differences that are statistically significant are marked in a darker tone. Statistically significant differences are marked in darker tones.

Source: Panel A: United Nations Population Division (2008), International Migrant Stock: The 2008 Revision, online version, <http://esa.un.org/migration/index.asp?panel=1>, accessed June 2010 from OECD (2010), *Trends shaping education 2010*. Panel B: OECD PISA 2009 Database, Table II.4.1. Panel C: OECD PISA 2006 database from OECD (2010), *Closing the gap for immigrant students: Policies, Practice and Performance*, OECD Publishing.

The role of education in developing workforce for knowledge-intensive economies: science literacy

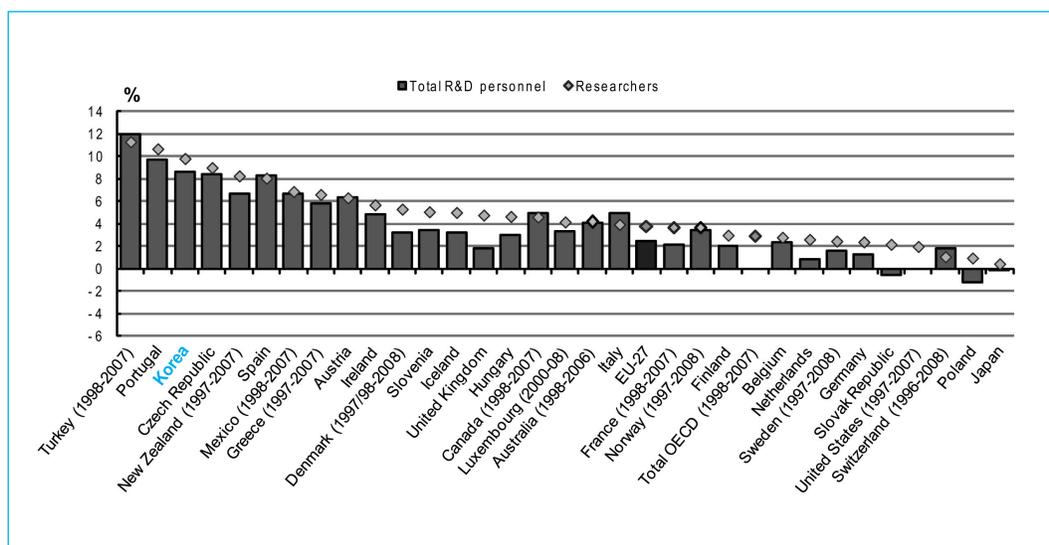
In many OECD countries, since the late 1990s, the focus of economic activities has shifted towards the service industry. Together with this move towards “knowledge economies”, there has been an increase in the number of people working in Research and Development (R&D) and an increase in the number of researchers in many OECD countries.

Science literacy is one of the important competencies for people to work in the R&D sector. What role can education play in developing such workforce? The OECD PISA found that future-oriented motivation to learn science and enjoyment of learning science reported by students are positively associated with student performance in science in all OECD countries. These children were also found to structure their learning better and were better in solving problems creatively.

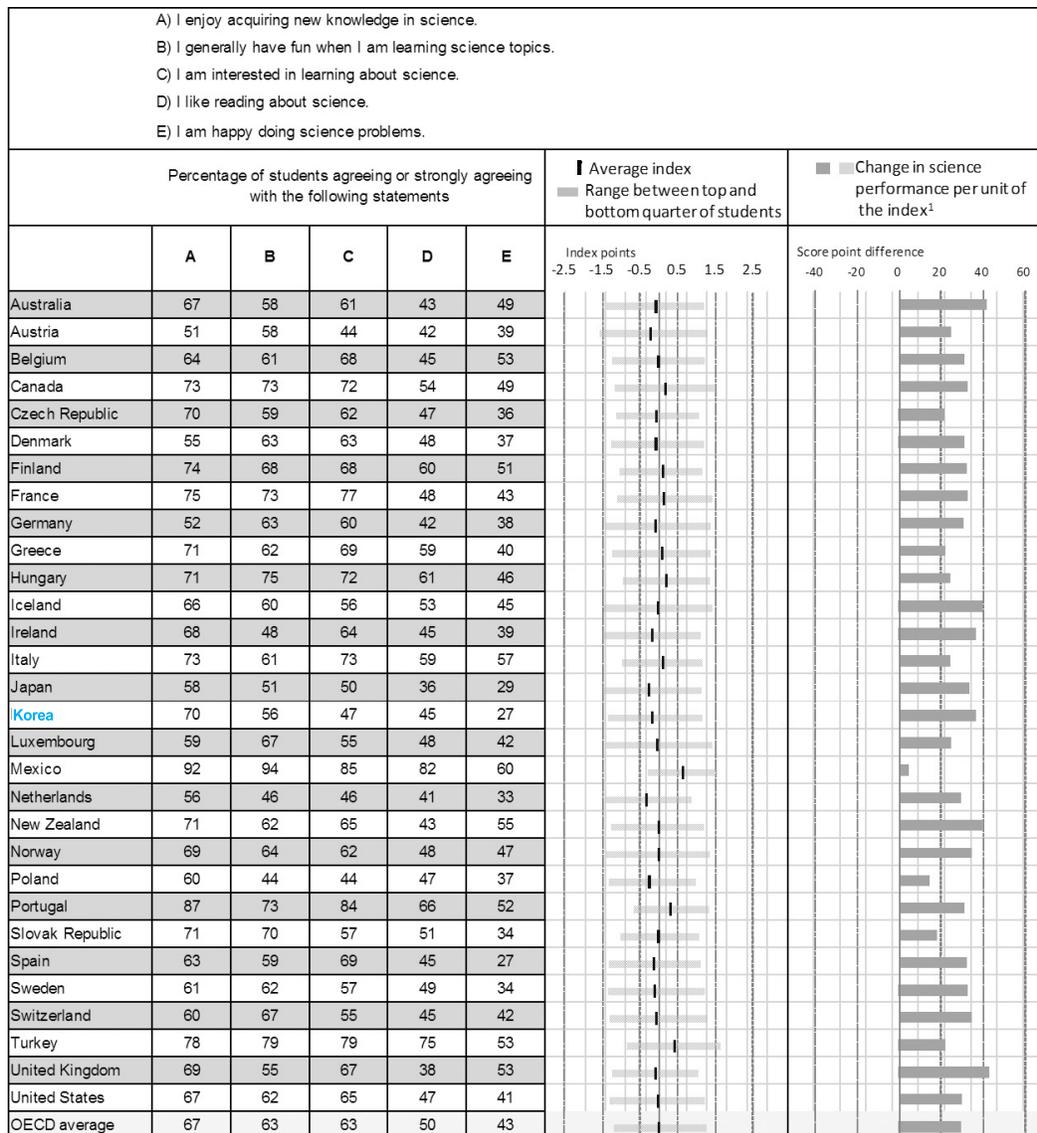
- How can ECEC curriculum and pedagogical activities contribute towards enhancing children's interest in science?
- Does your curriculum dedicate time and/or guidelines on activities on early science learning?
- Are there any private companies or foundations that support early science learning as part of social corporate responsibility? If yes, are the ECEC institutions aware of such initiatives and opportunities to use such community resources?

Figure 20. Human resource development in R&D sectors

Panel A. Growth of R&D personnel and researchers, 1998-2008



Panel B. Index of enjoyment of science



Notes: Panel A: In the indicator provided, data are given for individual member countries, European Union, and also for one major group of countries (zone): namely, OECD-Total. The country composition of the OECD-Total is the 34 OECD countries. See www.oecd.org/std/mei for additional detailed methodological information. Panels B and C: 1) Statistically significant differences are marked in darker tone; 2) Index refers to the average percentage of students agreeing with each statement; 3) Range refers to the range between top and bottom quarter of students reporting some form of future-oriented motivation to learn science; 4) Since cross-country comparisons of the percentages should be made with caution, countries have been ordered alphabetically.

Source: Panel A: OECD, *Main Science and Technology Indicators*, May 2010 from *OECD Science, Technology and Industry Outlook 2010*. Panel B: OECD PISA 2006: *Science Competencies for Tomorrow's World*, Vol. 1 and please refer to Table 3.11 from Volume 2. Panel C: OECD PISA 2006: *Science Competencies for Tomorrow's World*, Vol. 1 and please refer to Table 3.9 from Volume 2.

Increasing use of ICT in school

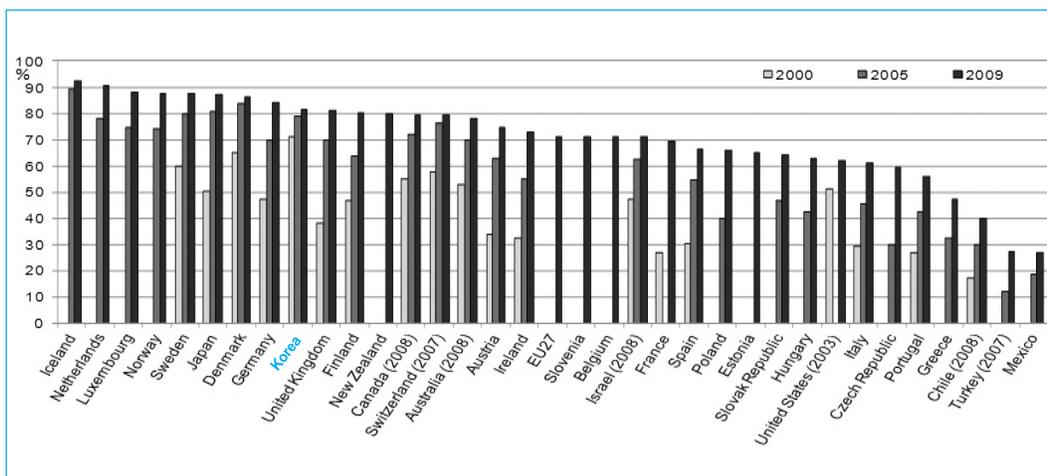
Information and communication technology (ICT) has developed rapidly over the past 40 years. ICT has now become part of our everyday lives and has profound potential to change ways of living and working. ICT can help foster better life if used well and wisely but can also entail risks when it is not being managed or implemented well.

Access to computers at home grew rapidly in OECD countries between 2000 and 2009 although discrepancies can be observed across different countries. Additionally, the number of computers per student at school increased between 2000 and 2009 in almost all OECD countries.

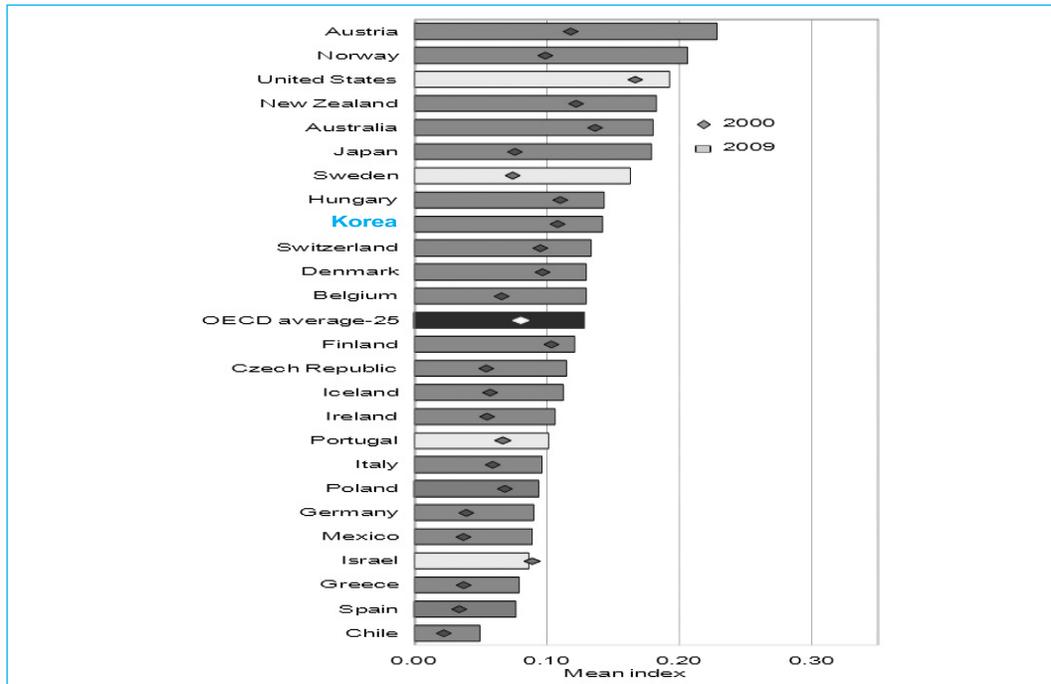
- Should children learn to use ICT at an early age? If yes, in what way can ICT be included in the ECEC curriculum? And what should young children learn about ICT?
- What are the benefits and potential risks of promoting the use of ICT in an ECEC curriculum?

Figure 21. The use of ICT (including PC, portable and handhelds)

Panel A. Households with access to computer at home as percentage of all households



Panel B. Computer-per-student ratio at school in PISA 2000 and 2009



Statlink: <http://dx.doi.org/10.1787/888932321530>. Panel B: OECD PISA 2009 Database, Tables VI.5.8a and b.

Source: Panel A: OECD, ICT database and Eurostat, Community Survey on ICT usage in households and by individuals, July 2010.

Question 2. Should you re-think the age coverage, approaches and alignment of your current curriculum? If yes, how?

Early brain development

Cognitive developmental science and neurological research indicate that children learn certain things at particular ages, in a certain sequence. The “peaks” of brain sensitivity may vary across different functions/skills but are most before the age of four.

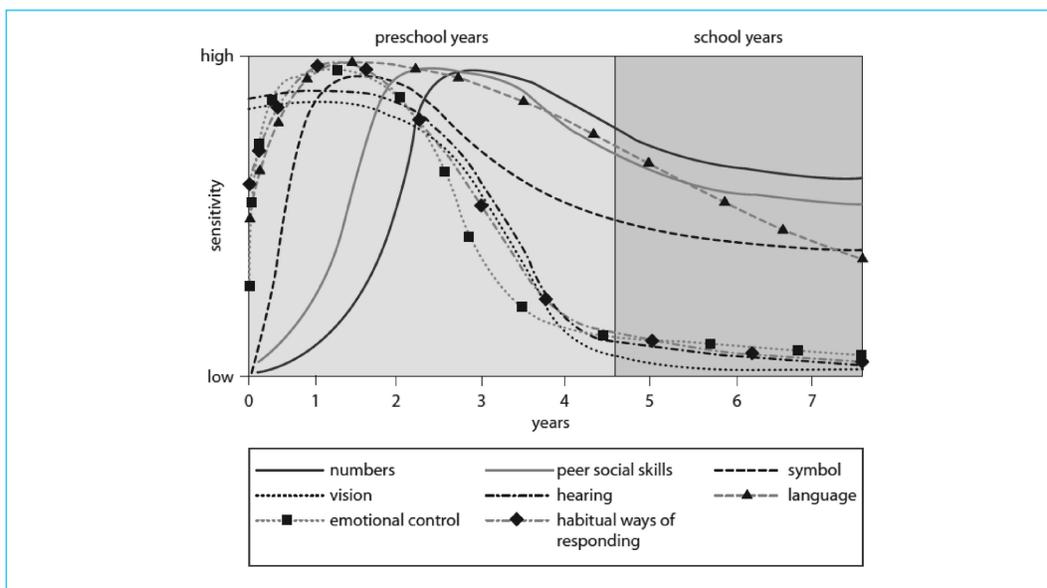
- **Vision and hearing:** It starts from the middle level, gradually increases from birth to age two and will be maintained at the low level from age four.
- **Habitual ways of responding, emotional control and social skills:** It starts from the middle level; increases to the high level from birth to around age one and will be maintained at the low level from age four. It starts with the low level, increases rapidly from age one to age two, gradually decreases but will be maintained at the high level from age four.

- **Symbol:** Symbols refer to visual features of a printed word, learning symbols and adding meaning to them. It rapidly increases from birth until the age of one or two then gradually decreases and remains at a stable level from the age of four.
- **Language and numbers:** Language development starts at the middle level, increases to the high level at around ages one to two, slightly decreases towards age four and will continue to decrease towards the middle and low levels from then on. Numeracy development starts at a low level, increases rapidly from age one to age three then gradually decreases but will be maintained at the high level from age four.

Depending on the nature of brain experiences in early years, children will have strong or weak foundations for their future development. Although the brain continues to develop throughout life, new learning does not occur at the same speed as it does during the early years.

- How can you apply the findings from cognitive and neurological research into ECEC curriculum?
- What pedagogical approaches can be promoted to maximise child development during these sensitive periods?

Figure 22. Sensitive periods in early brain development



Source: Council Early Child Development (2010) from the World Bank, *Investing in Young Children, an Early Childhood Development Guide for Policy Dialogue and Project Preparation*, 2011.

Age coverage by curriculum framework

The majority of OECD countries (25 respondents) have a learning and well-being framework in place, either in the form of a curriculum, guidelines or standards. Most countries have such a framework in place for children from age 2.5 or 3 to compulsory schooling. A few countries have separate frameworks in place for ECEC for 0-to-3-year olds and for the age of 3 until the age of compulsory schooling.

Countries with an integrated ECEC system at policy level (responsibility of ECEC within one lead ministry) often have one framework in place for the whole age range covered by ECEC. In total, 12 respondents have such an integrated framework in place, which ensures continuous child development.

Only two respondents attempt to ensure longer-term continuous child development by setting out a framework from age 0 or pre-birth until age 10 (Hesse, Germany) or age 18 (Scotland, United Kingdom).

- Do you already have a continuous curriculum for children from age 0 to compulsory schooling? If not, has there been a plan to incorporate “learning” into the curriculum for 0-to-3-year-olds aligned with the curriculum for 3-to-6-year-olds?
- Is there any opportunity for aligning ECEC curriculum with school-level curriculum or for aligning school-level curriculum with ECEC curriculum - to ensure continuous child development? If yes, what needs to be done and in what order as an action plan or a certain sequence of actions? What are the opportunities and constraints?

Various approaches to ECEC curriculum

Different curriculum programmes have been developed over the last decades, resulting in different learning approaches. Some of the most widely-known curricula are described in Table 2 and differ based on their learning methods, their focus on the teacher or child, room for flexibility, and pedagogical philosophy or perspective.

- What values should be considered when choosing an approach to ECEC curriculum, e.g. cultural values, expectations of young children? How can you reach consensus among stakeholders and practitioners on this?

Table 2. Summary of major ECEC curriculum programmes/approaches/traditions

Name of programme/approach	Background theory or theorist	Main features
Didactic Curriculum/ Direct Instruction Curriculum	B.F. Skinner	Classic method of learning with mainly teacher-initiated activities which includes frequent repetition.
Socialisation Curriculum	Johann H. Pestalozzi and Friedrich Froebel	Views learning as an input by the environment. The main goal is socialisation, and the approach relies on unstructured play since it is believed that children must direct their own learning and will learn if developmentally ready.
Constructivist Curriculum/ Interactive Curriculum	Jean Piaget and Lev Vygotsky	Views learning as an active exchange between child and environment that progresses in 'stages', with a crucial role for adults and peers as stimulus in learning.
Developmentally Appropriate Practices (DAP)	National Association for the Education of Young Children (NAEYC)	A balance of child-initiated learning and guidance from staff members. The approach provides a wide range of different activities which are carried out in groups, or independently. It focuses on socio-emotional, physical and cognitive development. All practices are based on i) theories of child development; ii) individual needs; and iii) the child's cultural background
Readiness for School Approach	Jean Piaget, etc.	Emphasis on monitoring and/or assessing children's development with the goal to prepare children (knowledge-wise and/or socio-emotionally) for formal education - ensuring that children will not start school with development arrears.
Outcomes-Based Education/ Performance-Based Education	William Spady, etc.	A child-centred learning philosophy that focuses on empirically measuring student performance (outcomes) and puts an emphasis on setting clear standards for observable, measurable outcomes.
Te Whāriki (New Zealand)	Helen May and Margaret Carr	Te Whāriki adopts a specific socio-cultural perspective on learning that acknowledges the different cultural and social contexts in New Zealand and a social and interactive way of learning is highly important. The curriculum is built around five 'pillars' of child development for which developmental, cultural, and learning goals are formulated.
Nordic Curriculum tradition	Social pedagogy	The core of the Swedish curriculum is the dialogue between adult and child and creative activities, discussions and reflections. The curriculum sets goals for early education, but is flexible so that it can be adapted to local and individual needs.
Experiential Education (EXE)	Ferre Laevers	The degree of emotional well-being and the level of involvement are crucial for EXE. It emphasizes on concentration, intrinsic motivation and working in groups and stimulating children in their practices and thinking, and to give them autonomy.

Name of programme/approach	Background theory or theorist	Main features
High Scope Curriculum	David Weikart, etc. drawing on child development theories (Piaget, Vygotsky), progressive educational philosophy (Dewey), cognitive-developmental psychology (Clements, Gelman, Brenneman) and brain research (Shore, Thompson, Nelson)	The core idea is that children learn better by active experiences that express their interests. When children make their own choices for practices and activities, they 'naturally' engage in different interest areas and experiences that are keys to development. Routine is important in this, and children's development is observed and reported on daily.
Reggio Emilia Programme	Loris Malaguzzi	The programme aims to develop learning competencies through creative communication and dialogue, so that children will develop thinking capacity and construct their own theories and understandings, while content knowledge is considered secondary to learning: there are no planned goals or standards indicating what should be learned.
Montessori Programme	Maria Montessori	Programme is organized into five basic categories: practical life, sensorial, math, language and culture - and is based on the child's own natural inner guidance and interest in learning. The educator's involvement is reduced to the least amount possible.
Waldorf Steiner Education	Rudolf Steiner	The approach emphasizes the role of the imagination in learning, developing thinking that includes a creative as well as an analytic component. The education emphasizes learning through practical activities and materials are kept simple to employ and strengthen their imagination and creativity.

Sources: OECD, 2001 and 2006; OECD/EDPC/ECEC/RD(2010)6; EDPC/ECEC(2010)3/REV1; public websites.

Question 3. How feasible is it to secure funding for revision and implementation of curriculum considering your current financial and political situation?

Governments of OECD countries point to standards, curriculum and pedagogy; the ECEC workforce; and parental and community involvement as their main focuses when it comes to improving quality in ECEC. However, any successful reform requires strong political leadership, committed government officials and support of key stakeholders and interest groups. Another key aspect includes securing sufficient financial resources to make reform happen.

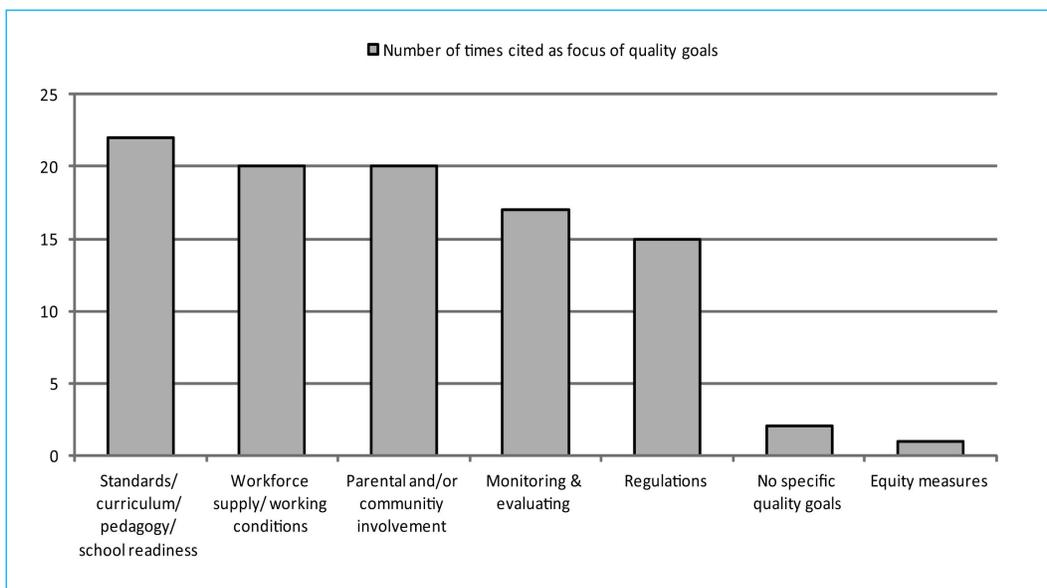
Regarding the Gross Domestic Product (GDP) per capita⁴, there are large differences between OECD countries. Besides this, government debts are reaching historical highs in many OECD countries.

Financial feasibility is closely related to political support. In other words, a realistic question is “how many voters will support the child-related policy?” Countries experience difficulty in gaining substantive support for child policy especially where ageing is a pressing social and demographic issue, requiring more financing than ever for pensions, healthcare for the elderly, etc. An aging society can be observed in Italy, Japan and Germany where one in five people are 65 years and older, while one in twenty citizens is a child under the age of 6. In Nordic countries, there are more elderly people (around 50% more) than young children. On the contrary, in Mexico and Turkey, about one in ten persons is a child under the age of 6 and one in twenty is 65 years and older. Despite aging societies and financially difficult times, several countries have managed to increase public spending on young children between 2003 and 2007.

- Under the current financial situation, is it feasible to secure funding for revising and implementing the ECEC curriculum?

- What arguments could you use to convince the Ministry of Finance to support funding for ECEC curriculum revisions and implementation?

Figure 23. Focus of quality policy goals in ECEC

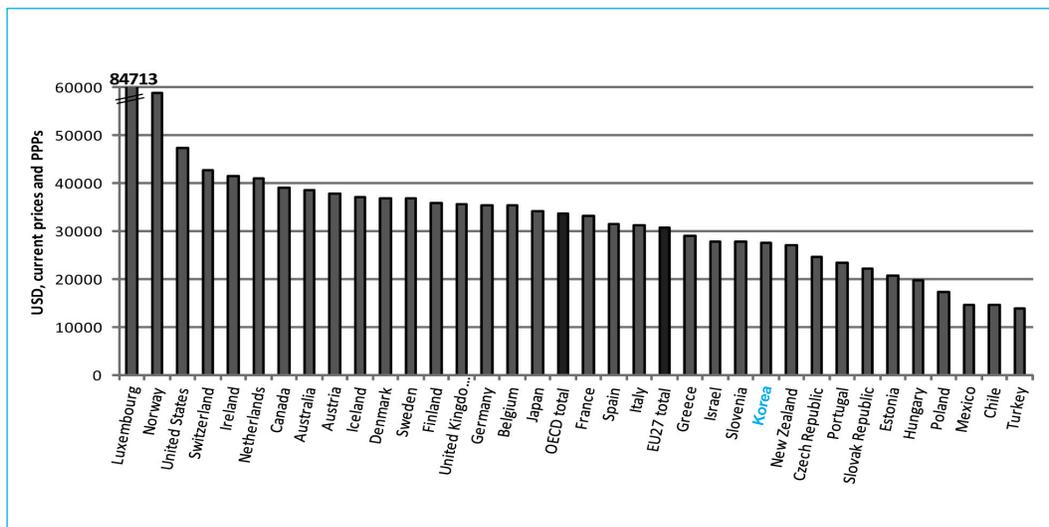


Note: Responses are from 23 OECD countries and 9 states/regions from 2 countries.
 Source: OECD Survey for the Quality Toolbox and the ECEC Portal- input, July 2011.

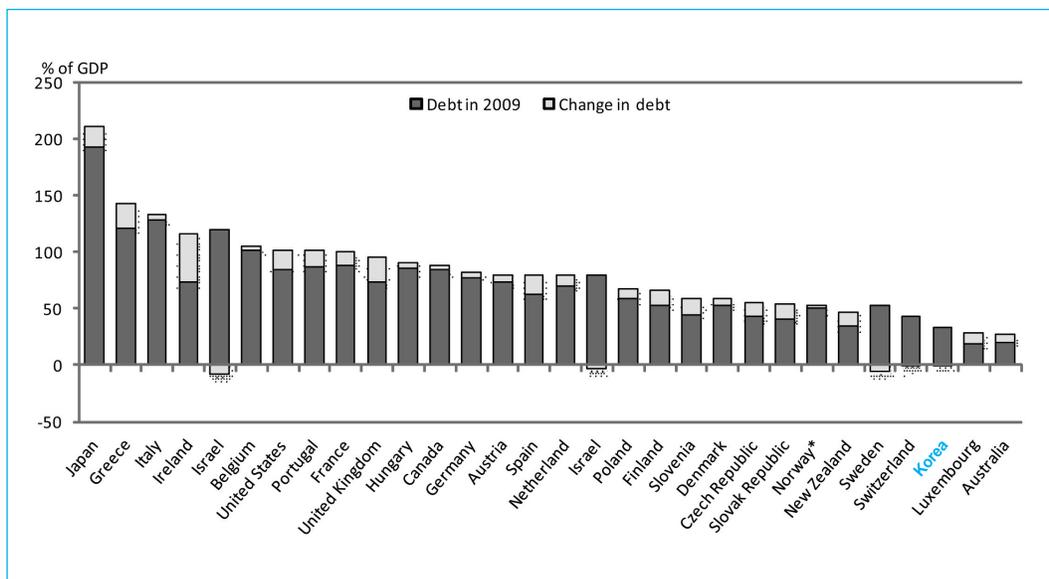
⁴ In US Dollars, current prices and PPPs.

Figure 24. Constraints on resources

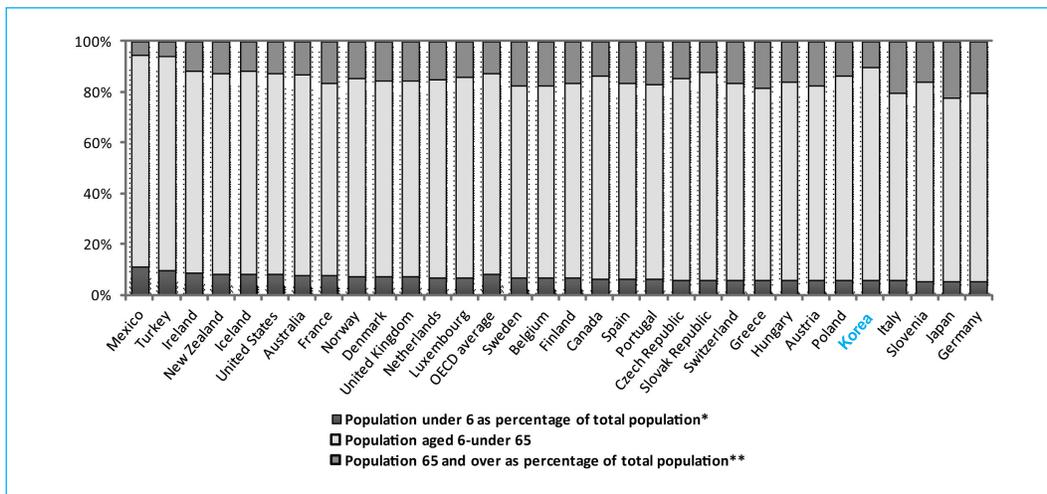
Panel A. GDP per capita, 2008



Panel B. Accumulated government debt and change in debt as a percentage of GDP, 2009



Panel C. People under age 6 and over age 65 as a percentage of total population, 2008

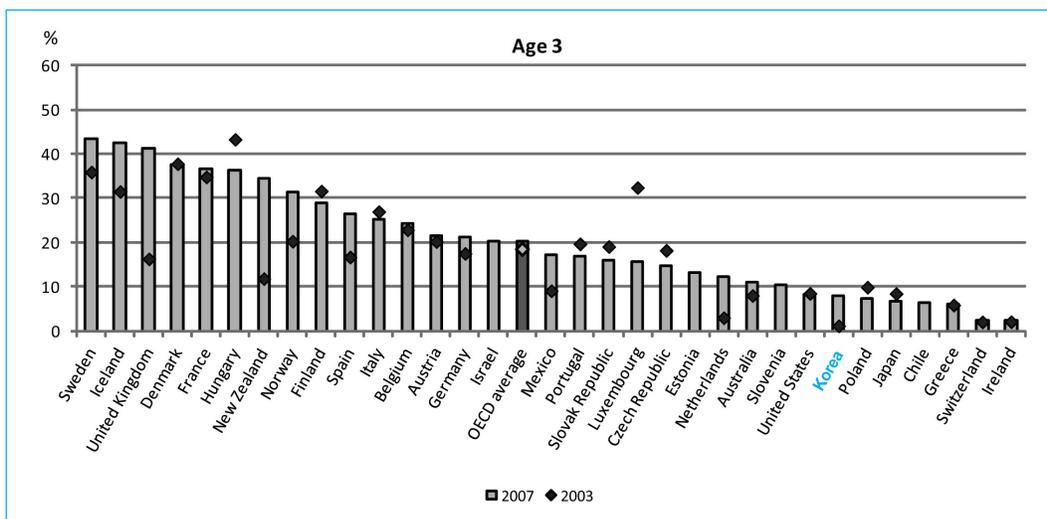


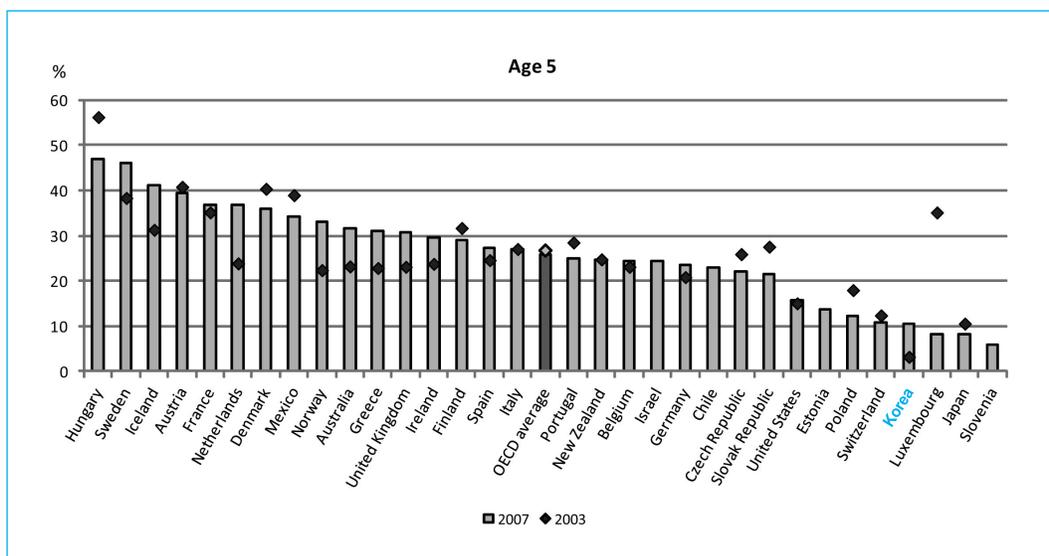
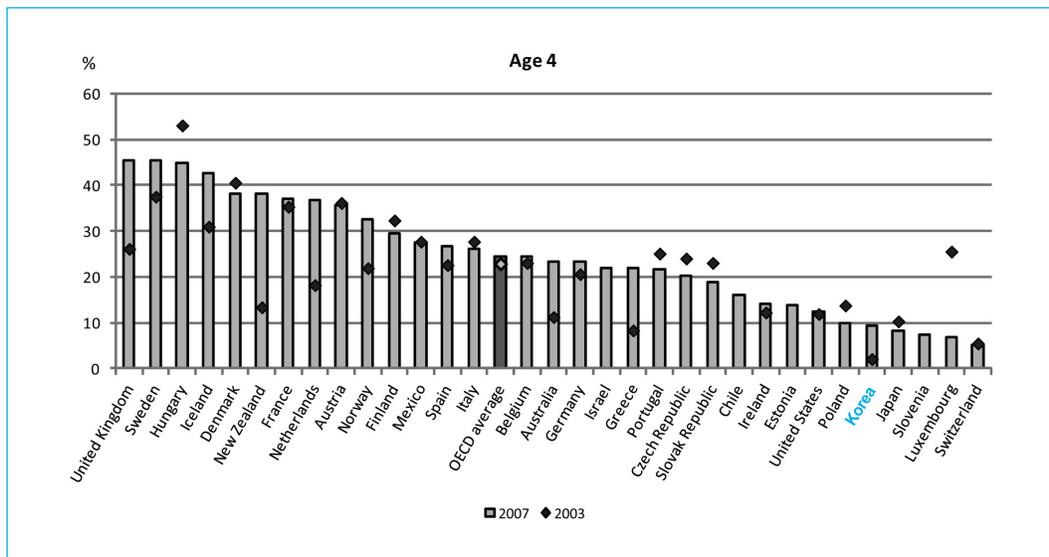
Notes: Panel A: In the indicator provided, data are given for individual member countries, European Union, and also for one major group of countries (zone): namely, OECD-Total. The country composition of the OECD-Total is the 34 OECD countries. See www.oecd.org/std/mei for additional detailed methodological information. Panel B: Increase in debt includes cumulated deficit for 2010-12, debt-increasing equity participations in companies and the impact of GDP growth; * indicates cumulated deficits correspond to mainland only.

Source: Panel A: OECD Factbook 2010: Economic, Environmental and Social Statistics, 2010. Panel B: OECD Economic Outlook 88 database, December 2010. Panel C: OECD Labour Force Statistics; OECD Education database, 2010.

Figure 25. Public spending on early education and childcare per child between 2003 and 2007

As a percentage of the median working-age household income





Source: OECD (2009), *Doing Better for Children*, OECD Publishing and OECD (2011), *Doing Better for Families*, OECD Publishing.

SUMMARY OF STRATEGY OPTIONS

Challenge 1: Defining goals and contents

- Setting out clear curriculum goals and guiding principles
- Developing standards or attainment targets
- Reviewing or analysing the curriculum to improve relevance
- Supporting local initiatives in setting up their own curriculum
- Involving stakeholders in the design process

Challenge 2: Curriculum alignment for continuous child development

- Aligning curriculum with broader quality goals and assessment practices
- Adopting a unified curriculum for 0 to compulsory school age
- Aligning ECEC curriculum with other levels of education

Challenge 3: Dissemination and communication about the framework

- Informing stakeholders about curriculum changes through seminars and meetings
- Communicating with staff through written forms of dissemination
- Communicating with parents

Challenge 4: Effective implementation

- Ensuring stakeholder buy-in by involving them in the design process
- Piloting before implementing nation-wide/state-wide
- Providing “practical” support materials
- Revising initial education and designing and providing demands-driven training
- Providing expert assistance to ECEC providers

Challenge 5: Systematic evaluation and assessment

- Integrating “curriculum” as part of monitoring process
- Evaluating/reviewing the curriculum framework linked to quality improvement

STRATEGIES TO ADDRESS CHALLENGES IN DESIGNING AND IMPLEMENTING CURRICULUM

1) Defining goals and contents

Defining goals and contents is a challenge in many OECD countries due to the different visions of stakeholders on what the curriculum should aim at and should include. Policy makers, researchers, ECEC professionals, and parents consider that different subjects are important, and each have their own cultural values and ideas about early development.

Determining the degree of detail poses another challenge. Some staff members prefer the curriculum to include specific pedagogical guidance and a more detailed curriculum, while others prefer a non-prescriptive curriculum with flexibility for interpretation and adaption to local and culturally specific needs.

Furthermore, aligning the curriculum goals and contents with the future needs of society at large can be challenging, especially with changes such as increasing migration, advances in information and knowledge economies, etc.

Setting out clear curriculum goals and guiding principles

- The *Course of Study for Kindergartens* (curriculum) in **Japan** consists of three parts. The first part explains and formulates the curriculum, while the second part addresses the aims and content. The Course of Study focuses on nurturing emotions, motivation, and attitudes as a foundation for development. The goals and curriculum content are centred around five areas: health (mental and physical well-being); human relationships; environment; language; and expression (feelings). These five areas are integrated into the curriculum and delivered in a comprehensive manner through specific activities. The third part of the curriculum describes points that kindergartens should take into consideration in the development of lesson plans. For day care centres, there is the National Curriculum of Day Care Centres, which is divided into seven chapters: general provisions; child development; nursery education content; planning and evaluating care; health and safety; supporting parents; and staff training. The curriculum is centred around the same five areas as the kindergarten Course of Study.

- In **Scotland**, the *Pre-Birth to Three: Positive Outcomes for Scotland's Children and Families*⁵ has been developed. The document reflects the principles and philosophy which underpin the *Curriculum for Excellence*⁶ for 3-to-18-year-olds. *Pre-Birth to Three* emphasises the importance of family and community engagement. Both curricula emphasise four key capacities: to become successful learners, confident individuals, responsible citizens, and effective contributors to society. *Curriculum for Excellence* includes experiences which are planned for children and young people through their education. These experiences are grouped into four categories: curriculum areas and subjects; interdisciplinary learning; ethos and life of the school; and opportunities for personal achievement.
- **England (United Kingdom)** specifies, in the *Practice Guide for the Early Years Foundation Stage*, expected goals for different age groups of children. The goals are made age-appropriate to fit the development stage of young children. Goals are established for birth to 11 months; 8 to 20 months; 16 to 26 months; 22 to 36 months; 30 to 50 months; 40 to 60+ months. They are grouped into six categories: dispositions and attitudes; self-confidence and self-esteem; making relationships; behaviour and self-control; self-care; and sense of community.

Developing standards or attainment targets

- **England** covers six areas within the early learning goals of their *Early Years Foundation Stage*: personal, social and emotional development; communication, language and literacy; problem solving, reasoning and numeracy; knowledge and understanding of the world; physical development; creative development. For each area, it is described what children should know and be able to do by the end of the Early Years Foundation Stage - before attending primary schooling.
- **New Zealand's** *Te Whāriki* curriculum developed dispositions, also named "learning outcomes", for each of its five strands: well-being, belonging, contributions of children, communication and exploration. These dispositions are encouraged rather than taught. For each strand, knowledge, skills and attitudes are described, and examples of experiences are given, which help to meet these outcomes. Since the curriculum emphasises social relationships and personal well-being, outcomes are formulated in terms of relationships and well-being. Examples of outcomes include: "confidence and ability to express emotional needs", "knowledge about how to keep themselves healthy", and "a sense of responsibility for their own well-being and that of others".

⁵ www.ltscotland.org.uk/earlyyears/prebirthtothree/nationalguidance/index.asp

⁶ www.ltscotland.org.uk/understandingthecurriculum/whatiscurriculumforexcellence/

Reviewing or analysing the curriculum to improve relevance

- ECEC staff in **Scotland** found their previous curricula for 3-to-5-year-olds and 5-to-14-year-olds too descriptive - leaving insufficient room for local adaptation. Therefore, the curricula were being revised. This resulted in a curriculum for children ages 3-18 with less descriptive outcomes and practices.
- ECEC workers in **England** found the *Early Years Framework Strategy* too prescriptive, leaving insufficient room for innovation. Therefore, a review of the Framework Strategy was conducted to consider and decide how the Framework could be simplified for its users and be less detailed and prescriptive.
- In **Japan**, councils, composed of external experts, are set up to review standards of kindergarten education and nursery care as a way to link research to curriculum reform. Based on the reviews, curriculum is adapted when needed. The *National Curriculum of Day Care Centres* was established in 1965 and was revised the last time in 2008. The revised version provided clarification on minimum standards as issued by the Ministry of Health, Labour and Welfare and a generalization of content (chapters 7 to 13).

Supporting local initiatives in setting up their own curriculum

- Staff in **Scotland (United Kingdom)** can set up their own curriculum to meet local or special development needs. The *Curriculum for Excellence* is less detailed and prescriptive than previous curriculum advice and can therefore be used as a basis for centres in setting up their own curriculum. The *Curriculum for Excellence* provides professional space for teachers and other staff to use in order to meet the varied needs of all children and young people.
- Since the standards in the *Course of Study for Kindergartens* in **Japan** provide only a general outline, individual kindergartens are able to take a creative approach to formulating and implementing a curriculum which meets the specific needs of a child's mental and physical development, the local area or the kindergarten itself.
- In the **United States**, *Early Learning Guidelines* (ELGs) are created by individual states. These state-level guidelines therefore reflect state laws, and the state's needs and wishes. Most ECEC providers are not required to use ELGs, but states stimulate awareness on the existence, and encourage the voluntary use, of ELGs across various settings by disseminating print and electronic copies of the guidelines.

Involving stakeholders in the design process

- The *Curriculum for Excellence* in **Scotland (United Kingdom)** has built upon existing good practice across different sectors of Scottish education and takes account of research and international comparisons. It recognises the professionalism of teachers and staff in the development process. From the National Debate on Education in 2002 through to the drafting and preparation of the experiences and outcomes for publication, teachers were asked to contribute their knowledge and expertise to the process. One of the main responsibilities of development teams was to ensure that they drew on the expertise and advice of a wide range of staff in early year's centres, schools, universities and colleges across all settings where learning takes place. They did this at meetings, events, seminars and focus groups, picking up ideas and case studies of good practice; and they maintained contact with subject networks and other specialist forums. Learning and Teaching Scotland⁷, a non-departmental public body, published the proposed experiences and outcomes in draft format to give practitioners and wider stakeholders the opportunity to comment. There was further engagement during the refinement process leading to publication.
- In the **United States**, *Early Learning Guidelines* are created by individual states. The process usually involves input from a variety of stakeholders in the ECEC community.

2) Curriculum alignment for continuous child development

Ensuring continuous child development from birth to primary education is a key challenge in countries with a “split system” where childcare and early education are administered by different ministries. In these countries, a lack of a curriculum framework for 0-to-3-year-old children is often non-existent or, even if it exists, is not aligned with the curriculum for 3-to-6-year-old children. The rationale of the split system is often attributed to differences between the two sectors such as historical roots, different goals, focus on contents, etc.

Ensuring smooth transition from ECEC to primary education is also a challenge. Teaching approaches and practices that children experience are often disconnected in ECEC settings and compulsory schooling.

Aligning curriculum with broader quality goals and assessment practices

- In **Norway, Sweden** and **Scotland (United Kingdom)**, the curricula are aligned with international conventions, such as the United Nations Convention on the Rights of the Child (1989). In Scotland, these rights are one of the four key principles of the National Pre-Birth to Three Guidance. The legislative framework of Norway (the Kindergarten Act and the

⁷ www.ltscotland.org.uk/aboutlts/whoweare/

Framework Plan for the content and tasks of kindergartens) states the expectations concerning the quality of kindergartens, including conditions for learning and wellbeing.

- **England (United Kingdom)** developed the *Early Years Foundation Stage* (EYFS) as a central part of the ten-year child care strategy *Choice for Parents, the Best Start for Children and the Childcare Act 2006*. The Act provides context for the delivery of the EYFS; and taken together with the other elements of the strategy, the EYFS will be central to the delivery of new duties on improving outcomes and reducing inequalities.

Adopting a unified curriculum for birth to compulsory school age

- **England (United Kingdom)** developed the *Early Years Foundations Stages* for ages zero to five, replacing three earlier frameworks for different age groups (*Curriculum Guidance for the Foundation Stage; Birth to Three Matters; and National Standards for Under 8 year-olds*).
- The curriculum, *Te Whāriki*, in **New Zealand** has been developed for children from birth to school entry. However, to ensure the framework is age-appropriate, the content is made for three different age groups within ECEC: infants (birth to eighteen months), toddlers (one to three years), and young children (two-and-a-half to school entry age).
- **Japan** is aligning the content and goals of its *National Curriculum of Day Care Centres to its Course of Study for Kindergartens*. Both frameworks will be made more consistent with one another to streamline transition from care to kindergarten.

Aligning ECEC curriculum with other levels of education

- *Curriculum for Excellence* is **Scotland's** curriculum for children and young people aged 3-18 years. It replaces the Curriculum Frameworks for Children 3-5, and the 5-14 curriculum to ensure continuous development. Additionally, *Curriculum for Excellence* builds on the foundations developed in the critical years of pre-birth to three which is supported by the new Pre-Birth to Three national guidance⁸.
- In the **United States**, there are no national standards or curriculum but both exist at the state level. All 50 states plus the District of Columbia have their own *Early Learning Guidelines* (ELGs) for preschool children (ages three to five), and 24 states have developed or are developing ELGs to support the development of infants and toddlers (ages zero to three). States can use ELGs to ensure there is continuity between the skills children are building in preschool and the expectations for their further development as they transition to kindergarten, first grade and beyond, by aligning it with K-12 Common Core Standards.

⁸ www.ltscotland.org.uk/earlyyears/prebirthtothree/index.asp

Vermont is the only state which has a curriculum framework for pre-school aligned with primary education: their framework is for ages three to ten.

3) Dissemination and communication about the curriculum

Many countries experience challenges in informing ECEC staff and parents when a new or revised curriculum is set out. There is insufficient awareness and knowledge - among ECEC professionals - about what curriculum can do to help them ensure and enhance children development. This is the case especially among professionals with a lower qualification or working in remote areas.

Similarly, there is insufficient interest among parents in knowing what children are doing at ECEC centres through learning about the curriculum goals and contents. This is the case especially among immigrant parents and families with a low social-economic or educational background.

A lack of established communication channels between the national government, local governments and ECEC staff, or between staff and parents is one of the key factors that can explain the dissemination challenges.

Informing stakeholders about the curriculum change through seminars and meetings

- In **Scotland (United Kingdom)**, ECEC staff members were informed about curriculum changes at meetings, events and seminars. Providers organized meetings for parents and explained the *Curriculum for Excellence* via PowerPoint presentations⁹, developed by Teaching and Learning Scotland. .

Communicating with staff through written forms of dissemination

- **Japan** created explanatory guidelines which explained the content of the “Course of Study for Kindergartens” and “National Curriculum of Day Care Centres” in simple wording for ECEC staff.
- The responsible ministries for ECEC in **England (United Kingdom)** developed online support websites for staff, providing information, guidance and support regarding curriculum changes.

⁹[www.ltscotland.org.uk/resources/c/genericresource_tcm4628047.asp?strReferringChannel=understandingthecurriculum & strReferringPageID=tcm:4-627954-64](http://www.ltscotland.org.uk/resources/c/genericresource_tcm4628047.asp?strReferringChannel=understandingthecurriculum&strReferringPageID=tcm:4-627954-64)

Communicating with parents

- In **Scotland**, templates¹⁰ng materials for communicating with parents are available online. Learning and Teaching Scotland¹¹, a non-departmental public body, also developed information sheets for parents on the importance of different curriculum subjects including literacy, mathematics, transitions between different education systems and outdoor learning. Besides this, a series of posters were distributed to providers, which can be used to raise awareness among parents of the *Curriculum for Excellence* in the early years.

4) Effective implementation

Gaining wide support for the curriculum and implementation is a challenge in many countries. Without “buy-in” from those who are to implement a change or a new idea, any reform may fail. And the “buy-in” or “consensus” cannot be built - without sufficient and strategic consultation - at the implementation stage.

It is also a challenge to implement the change or the new idea without any support. The kind of support required for effective implementation depends on various characteristics of the staff as well as contexts.

Furthermore, preparing conditions for staff to effectively implement the curriculum is another challenge. Insufficient guidelines and resources are likely to add more difficulties, especially for inexperienced, new staff or staff with a lower qualification. Certain working environments, such as too many children to look after, may hinder practising the pedagogy guided in the curriculum.

Monitoring or evaluation of effective implementation at the programme level is another key challenge for a national government.

Ensuring stakeholder buy-in by involving them in the design process

- In **Scotland (United Kingdom)**, anyone with an interest in education was invited to be part of the feedback and revision process of the *Curriculum for Excellence*. The draft experiences and outcomes were published online and were accompanied by an online questionnaire for individuals, groups, schools and organisations to use to feed back their thoughts and views. Additionally, 37 focus groups were held, covering each curriculum area and involving practitioners, senior education managers, representatives from professional bodies, industry, parents and learners to discuss the draft experiences and outcomes. The University of Glasgow was commissioned to analyse the feedback on the draft experiences and outcomes.

¹⁰ www.ltscotland.org.uk/understandingthecurriculum/whatiscurriculumforexcellence/toolkit/makeyourown.asp

¹¹ www.ltscotland.org.uk/aboutlts/whoweare/

Piloting before implementing nation-wide/state-wide

- More than 600 early years establishments and schools in **Scotland (United Kingdom)** took part in a formal trialling process to test specific experiences and outcomes from the *Curriculum for Excellence* in practice across all curriculum areas. Schools and centres chose experiences and outcomes to trial based on their planned programmes of work. They submitted reports containing detailed feedback, which was used to inform the revision process.

Providing “practical” support materials

- **Scotland’s (United Kingdom) Pre-Birth to Three**¹² includes practical case studies which staff can use for implementation. Additionally, a national implementation guide and accompanying staff support materials have been developed, including a DVD, a CD and a poster that are relevant for all adults working with and for babies and young children. This pack is issued to all early years establishments; and the interactive online version¹³ combines all materials contained in the pack. Scotland also developed a communication toolkit for staff with tools that address what *Curriculum for Excellence* means at different educational stages. The kit includes ready-made materials such as posters for use at ECEC centres and schools, a series of leaflets with the summary of a case study from the child’s and the parent’s points of view, a “pupil voice” video and a “practitioner voice” video as well as additional resources and links.
- The curriculum framework¹⁴ for ECEC in **New Zealand** provides professionals with examples of experiences which help to meet the outcomes of the curriculum. The support guidance is divided in experiences helpful for infants, toddlers and young children to ensure practices and activities are age-appropriate. It provides ideas for activities and what is important to keep in mind for staff working with children. It also sets out questions for reflection for staff members, which help professionals analyse what they could improve when implementing the curriculum.

Revising initial education and designing and providing demands-driven training

- In **England (United Kingdom)**, The Ministry of Education is co-operating with ECEC providers to develop appropriate training on curriculum for ECEC staff. The *National Strategies* were contracted to deliver targeted training, e.g. on early language development, to build consultancy support at the local level through local authorities. Early Years Consultant Teams were set up to support providers, including hands-on training to develop skills and qualifications in the workforce. Training videos were also distributed to staff.

¹² www.ltscotland.org.uk/earlyyears/prebirthtothree/nationalguidance/index.asp

¹³ www.ltscotland.org.uk/earlyyears/prebirthtothree/nationalguidance/index.asp

¹⁴ www.educate.ece.govt.nz/~media/Educate/Files/Reference%20Downloads/whariki.pdf

Providing expert assistance to ECEC providers

- In **Australia**, the Early Years Learning Framework Professional Learning Programme (EYLF PLP), developed for the government by Early Childhood Australia, provides ongoing professional support and assistance to services as they engage in the EYLF implementation process. The programme is a national initiative that started in 2010 and continues through 2011. As part of this programme, ECEC professionals have access to an online interactive EYLF PLP Forum¹⁵ where they can raise questions, share ideas and interact with other educators implementing the EYLF. High-calibre early childhood experts and practitioners from across Australia are available on the Forum to respond to questions and conduct topical discussion - about issues raised by experts and practitioners via the Forum and the national workshop programme - regarding implementation of the EYLF.
- Each educational network in **Flanders (Belgium)**, an umbrella organisation of nursery schools/kindergartens and schools has its own educational/pedagogical guidance service (PBD). This service provides professional internal support to kindergartens, and they are tasked with supporting education institutions in implementing their pedagogical project.

5) Systematic evaluation and assessment

Determining the curriculum's effectiveness and relevance is challenging for many countries due to a lack of capacity at policy-level on conducting evaluations, collecting valid, informative, credible information and data, and assessment procedures and instruments that combine efficiency and being informative.

Integrating "curriculum" as a part of monitoring process

- In **Scotland (United Kingdom)**, assessment is one of the strands of work in implementing *Curriculum for Excellence* and *Pre-Birth to Three*. As part of assessment, self-evaluations have been set up in centres as well as monitoring standards and outcomes over time. The framework of quality indicators set out in *How Good is Our School?* and *Child at the Centre* provides a focus for self-reflecting on professional practice and curriculum for improvement in schools and centres. Additionally, external inspections are organised to monitor curriculum and practices. The government is working with education authorities and other partners to develop processes for sharing assessment information so that education authorities can use the data to learn about the work of their schools and centres and, where appropriate, support changes in curriculum.

¹⁵ <http://forums.earlychildhoodaustralia.org.au/forum.php>

- **New Zealand** implemented Kei Tua o te Pae, Assessment for Learning, in which teachers are expected to develop effective assessment practices that meet the aspirations of the curriculum Te *Whāriki*. The national government offers training on this assessment practice to ECEC staff. The curriculum programme is also evaluated in terms of its capacity to provide activities and relationships that stimulate early development. Children and parents can help in deciding what should be included in the process of assessing the programme and the curriculum.

Evaluating/reviewing the curriculum framework linked to quality improvement

- Vestfold University College in **Norway** has conducted an evaluation of how the Curriculum Framework is implemented, used and experienced. The evaluation was commissioned by the Ministry of Education and Research. The evaluation consists of two quantitative and two qualitative investigations among groups involved in the work: children, parents, preschool teachers, assistants, head-teachers, municipalities as local kindergarten authorities and county governors. The report shows many positive results concerning the implementation of the framework, but it also points out some challenges, such as the understanding of documentation and the mapping of children's development and learning, the need for competence in the sector and limited resources for implementation.

LESSONS LEARNT FROM DESIGNING AND IMPLEMENTING CURRICULUM AND STANDARDS

This paper summarises country experiences as “lessons learnt”. It aims to help you manage risks associated with a policy change, which may often invite unintended consequences. You could learn about policy successes and failures from other experiences, if not through rigorous policy evaluations.

Lesson 1: Orient the curriculum reform to focus on “child” and “holistic development”

When revising a curriculum, **Italy** focused mostly on the child. The country believes it is important to keep in mind the individual personality of all children and the importance and influence of not only the parents but also the social environment. Italy notes that focussing on the child and his/her personal development is crucial for successful implementation and stakeholder buy-in. They call it “the core of the process of building a curriculum”.

Flanders (Belgium) learnt that it is important to offer children the opportunity to develop skills in situations that are realistic to them. Children learn from their own living environment and other people’s environments. Harmonious personal development asks for well-balanced attention to all development zones of the child. Flanders indicated that not only cognitive and motor components but also socio-emotional aspects should be addressed when aiming to provide a broad education.

Lesson 2: Engage key stakeholders and relevant experts in the curriculum revision process

When reviewing the Infant Curriculum, **Ireland** worked directly with practitioners in infant classes, their principals, parents and children. National and international research was also used for review, as well as consultation processes with the wider education sector. Ireland found this to be very useful in gaining wider awareness of the curriculum and stakeholder buy-in to support implementation.

In 2003, **Ontario (Canada)** established a seven-year curriculum review cycle to ensure that the curriculum remains current, relevant and age-appropriate from kindergarten to grade 12. The

review process includes research on new educational developments that informs curriculum development, comparisons of Ontario's curriculum policy documents with those in other jurisdictions, and extensive consultations with parents, teachers, students, the Minister's Advisory Council on Special Education, faculties of education, universities and colleges, and other education stakeholders. This creates large support for the reviews and revisions.

Lesson 3: Ensure coherency in learning and up-bringing for continuous child development

According to **Flanders (Belgium)**, it is important to have horizontal coherence between the different learning areas within ECEC. The aims of different subjects should be interrelated.

Japan took into account the recent changes in children's environmental context when revising the *Course of Study for Kindergartens* and the *National Curriculum of Day Care Centre Works* in 2008. This included changes in the way children are being brought up, different lifestyle habits and family compositions, social norms and new methods of communication. This led to greater continuity in up-bringing between the home and learning environment. It also resulted in a clearer concept of kindergartens and day care centres and a greater awareness among stakeholders of the significance of early childhood services.

Lesson 4: Plan sufficient time to raise awareness of the curriculum change and to implement it; plan a feasible review exercise

The *Full-Day Early Learning Kindergarten Program* of **Ontario (Canada)** was released as a draft document for the first year of implementation. The kindergarten sites using the document during the first year of implementation provide feedback, as well as other stakeholders, including parents. Revisions were made for the final version based on this feedback. Ontario learnt that it is highly important to plan sufficient time for implementation, but also for revision based on experiences with using the programme.

Lesson 5: Ensure that ECEC centre leaders can effectively manage financial and human resources as well as pedagogic practices and, in addition, train staff for effective implementation

Norway emphasises that good management of ECEC centres is highly relevant for successful implementation of a curriculum. Norway learnt that resources should be well-managed and that the management team, including owners and head teachers, should inspire the rest of the staff in effective implementation. The management is also responsible for ensuring that their own and other staff's competences are sufficient and suitable for working in ECEC provisions and that staff work is goal-orientated. Additionally, management is responsible for meeting the legislative standards and regulations. Strong management with capable people in the management team

was found to be key to successful implementation in Norway. Therefore, one of the national priorities on competence development in ECEC in Norway is pedagogical leadership.

In 2009, **Sweden** started the “Preschool Boost”, which included in-service training (university courses) for pre-school teachers (15 ECTS, 10 weeks) and child minders (5 weeks) in language/communication and mathematics. Pedagogical leaders for pre-school were also offered university courses (30 ECTS, 20 weeks) in language/communication, mathematics and evaluation. Additionally, implementation conferences were organised by the National Agency for Education for municipality management and heads of pre-schools. This initiative gave staff and management more competence to work with the new, clarified goals in the Swedish curriculum.

Lesson 6: Use simple and common language to draft the curriculum that can be easily understood by staff and parents

Australia, Belgium, Finland, New Zealand, Norway and **Sweden** have learnt that it is useful and important to explain the curriculum in simple language, avoiding technical terms. When the curriculum is explained in understandable language, it is found that both staff and parents with different backgrounds have better knowledge about the curriculum. This also results in better implementation of the curriculum by educators and other ECEC staff. New Zealand found that it stimulates expanding the use of the curriculum by parents in home learning activities.

Invited Speakers

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- 2008-9 Chair of Quality Public Early Childhood Education (QPECE) Project, for NZEI
- 2008 Appointed to Ministry of Education Early Childhood Research and Policy Advisory Forum
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- 2004 Director Institute for Early Childhood Studies
- 1999-2003 Minister of Education's Appointment to Board of Early Childhood Development
- 1998 Ministry of Education Consultative Group for the development of resources for Te Whaariki

Publications:

- Politics in the playground.. The World of early childhood in New Zealand*, Dunedin, University of Otago Press, 2009 (updated and revised edition) pp. 366.
- The discovery of early childhood, the development of services for the care and education of very young children*, Auckland University Press, NZCER , Auckland and Wellington, 1997, pp.244.
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Publications:

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