Starting Strong IV

MONITORING QUALITY IN EARLY CHILDHOOD EDUCATION AND CARE

OECD

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BETTER POLICIES FOR BETTER LIVES

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Foreword

A consolidated body of research and, in particular, from neuroscience in recent years shows that early childhood education and care (ECEC) provides a crucial foundation for future learning by fostering the development of cognitive and non-cognitive skills that matter for success later in life. OECD countries have undertaken measures to increase enrolments in ECEC for all children, for example by offering parents legal entitlements to a place for their children, increasing public spending in ECEC, and by lowering the starting age of compulsory education.

Moving beyond the simple insight that ECEC matters, research also suggests that much of its benefit for children's future learning and development depends on the quality of care. It is now recognised that many of its benefits may be lost unless the gains from quality ECEC are sustained by good primary schooling, especially in the early years.

Seeking to match the progress that has already been made on goals for enrolment, the OECD's report Starting Strong III *identified five quality targets that can be leveraged for better child development:*

1. *quality goals and minimum standards*
2. *curriculum and learning standards*
3. *workforce quality*
4. *family and community engagement*
5. *data, research and monitoring.*

Of the five policy levers, monitoring was found to have generated the least international comparative research. Existing research suggests that monitoring systems create incentives for improved quality and performance through evaluating inputs and outputs, potentially identifying underperforming settings for remediation (Booher-Jennings, 2007). While it has been argued that in most countries and jurisdictions, tools for monitoring quality in ECEC are often limited, a range of quality monitoring and evaluation tools for ECEC systems is increasingly being developed, with the aim of enhancing quality as well as early child development and outcomes. This was highlighted by government officials, researchers and stakeholders at the OECD-Norway High-level Roundtable "Starting Strong: Implementing Policies for High Quality Early Childhood Education and Care (ECEC)" on 23-24 January 2012 in Oslo, Norway. This report is the result of an effort to fill that knowledge gap, as part of the Programme of Work and Budget of the OECD's Education Policy Committee.

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Information on the OECD Network on Early Childhood Education and Care is available at: *www.oecd.org/edu/earlychildhood*.

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List of abbreviations

ADHD	Attention deficit hyperactivity disorder
AEDC	Australian Early Development Census
AEDI	Australian Early Development Instrument
ASQ-3	Ages and Stages Questionnaire (third edition) (assessment instrument)
BAS II	British Ability Scales, Second Edition (assessment instrument)
BDI-ST2	*Inventario de Desarrollo Battelle* (assessment instrument)
BeKi	*Berliner Kita-Institut für Qualitätsentwicklung* (Berlin Kita Institute for Quality Development in Kindergarten, Germany)
BMI	Body mass index
CCCH	Centre for Community Child Health (Australia)
CENDI	*Centros de Desarrollo Infantil* (Centres for Child Development, provide public child development centres for 0-5 year-olds, Mexico)
CIDE	*Centro de Investigación y Docencia Económicas* (Centre for Economic Research and Training, Mexico)
CIPO	Context, Input, Processes and Output (standardised tool for inspections in the Flemish Community of Belgium)
CLASS	Classroom Assessment Scoring System (assessment instrument)
CNAF	*Caisse Nationale d'Allocations Familiales* (National Family Benefits Fund, France)
CONAFE	*Consejo Nacional de Fomento Educativo* (National Council for Educational Development, provides federal home-based early education for 0-3 year-olds, Mexico)
DIN	*Deutsches Institut für Normierung* (German institute responsible for ISO standards)
DQP	*Desenvolvendo a Qualidade em Parcerias* (Portuguese version of EEL)
ECEAP	Early Childhood Education and Assistance Program (preschool program in Washington, United States)
ECEC	Early childhood education and care
ECERS	Early Childhood Environment Rating Scale (assessment instrument)
ECERS-R	Early Childhood Environment Rating Scale, revised (assessment instrument)
ED	US Department of Education
EDI	Early Development Instrument (assessment instrument)
EEL	Effective Early Learning Project (United Kingdom)

ERO	Education Review Office (New Zealand)
EYFS	Early Years Foundation Stage (England)
EYPS	Early Years Professional Status (England)
FEP PE	Framework Education Programme for Preschool Education (defines pedagogical aspects in national ECEC settings, Czech Republic)
GGD	*Gemeentelijke Gezondheidsdienst* (municipal health service, Netherlands)
GUS	Growing Up in Scotland (longitudinal research study in Scotland, UK)
HHS	US Department of Health and Human Services
IMSS	*Instituto Mexicano del Seguro Social* (Mexican Social Security Institute, provides federal social security centre-based care for 0-5-year-olds, Mexico)
ISCED	International Standard Classification of Education
ISO	International Organization for Standardization
ISSSTE	*Instituto de Seguridad y Servicios Sociales de los Trabajadores del Estado* (State Employees' Social Security and Social Services Institute, provides federal centre-based ECEC for 0-5-year-old children of state workers, Mexico)
ITERS	Infant Toddler Environment Rating Scale (assessment instrument)
ITERS-R	Infant Toddler Environment Rating Scale, revised (assessment instrument)
JUNJI	*Junta Nacional de Jardines Infantiles* (National Board of Kindergartens, Chile)
KES / KES-R	*Kindergarten-Einschätz-Scala* (Kindergarten Evaluation Scale, German adaptation of the ECERS)
KiFöG	*Kinderförderungsgesetz* (Child support law, Germany)
KRIPS-R	Krippen-Skala (German adaption of ITERS-R)
MeMoQ	Measuring and Monitoring Quality project (Flemish Community of Belgium)
NAEYC	National Association for the Education of Young Children (United States)
NCKO	*Nederlands Consortium Kinderopvang Onderzoek* (Dutch Consortium for Child Care)
NQA	National Quality Agenda (Australia)
NQS	National Quality Standard (sets out standards and key elements that should be addressed through services' self-assessments of their own practice, Australia)
Ofsted	Office for Standards in Education, Children's Services and Skills (national inspection agency for early years settings, UK)
PISA	Programme for International Student Assessment (OECD)
PMI	*Protection Maternelle et Infantile* (Child and Maternal Protection Agency, France)
POMS	Process-Oriented Monitoring System (assessment instrument, Flemish Community of Belgium)

Pre-COOL	Period preceding primary school – Cohort Research Education Careers (academic research project requested by the Netherlands Organisation for Scientific Research (NWO) and the Dutch Ministry of Education, Culture and Science, Netherlands)
QIRSs	Quality Rating and Improvement Systems (assessments in the United States)
QRIS	Quality Rating and Improvement System (assessment in the United States)
RTT-ELC	Race to the Top – Early Learning Challenge (programme administered by ED and HHS, US administration's early learning reform initiative)
SDQ	Strengths and Difficulties Questionnaire (assessment instrument)
SEDESOL	*Secretaría de Desarrollo Social* (Secretariat of Social Development, provides federal home-based care for 1-5 year-old children of working parents, Mexico)
SES	Socio-economic status
SES	State educational standard of preschool education and training (Kazakhstan)
SiCs/ZiKo	Self-evaluation instrument for care settings (Flemish Community of Belgium)
SNDIF	*Sistema Nacional para el Desarrollo Integral de la Familia* (National System for Integral Family Development, provides centre-based care for low SES 0-5-year-olds, Mexico)
SVANI	*Scala per la Valutazione dell'Asilo Nido* (Italian adaption of the ITERS)

Executive summary

Early childhood education and care (ECEC) remains high on the policy agenda in many OECD countries. In a majority of OECD countries, education now begins for most children well before they are 5 years old. Enrolment rates continue to increase for children of the age of 3 and above, as well as for children under the age of 3. This has been made possible, in part, by the extension of legal entitlements to a place and the efforts to ensure free access for the older age group (e.g. 3-5) and selected population groups such as the younger age group (e.g. 0-2) or the disadvantaged group. The largest share of funding for the sector comes from public sources, and governance responsibilities are often shared between national, regional and local authorities, often split between ministries of education, social affairs, and employment. Given the increase in enrolments, policy makers have turned their attention towards educational content and pedagogy for better quality, towards the integration of services for more effective service delivery, and towards child experiences and outcomes for higher return of investment.

ECEC settings are extremely varied across countries, including kindergartens, crèches, preschools and family day care, and monitoring quality is as diverse as the provision. While monitoring systems and practices vary widely across countries, **common trends** are emerging. *First*, monitoring is increasingly practised across all the countries surveyed. This is largely due to the need for accountability of public investment in ECEC, and to the interest in enhancing quality by identifying strengths and weaknesses in ECEC systems. It is also important to help parents evaluate the level of service quality, so they can make informed decisions about their choice of the services. *Second*, countries are making continuous efforts to improve monitoring methodologies and processes. Countries often monitor service quality for regulatory compliance, and interest is growing in monitoring process quality to ensure the quality of interaction between staff and children. This is thus more frequently monitored as part of staff quality. Child development and outcomes are also increasingly monitored, mostly through observations, to ensure quality of child development. *Third*, areas of monitoring are often integrated, i.e. monitoring service quality, staff quality and child outcomes are usually not monitored independently of each other. *Fourth*, early childhood monitoring is being aligned with the primary school monitoring system, given the need for a more continuous early childhood development experience. *Fifth*, results of monitoring quality, and service quality in particular, are becoming publicly available and being shared with the general public.

Monitoring service quality is the most common area of monitoring, with the primary goal of monitoring being to enhance the level of quality and for better policies as well as for system transparency to ensure informed parental choices. But, with the underperforming services and settings, appropriate measures are taken for accountability of public investment as well as for protecting the child. Most countries report that they take measures to address shortcomings (rather than to give credits) such as follow-up inspections, closure

of services, and obligation of management/staff to take training. This is mainly because the aspects being monitored for service quality are mainly structural quality and the minimum standards and, therefore, these are monitored though inspections, focusing on compliance with regulations. Several countries aim to capture "process quality" as part of service quality, such as learning and play material in use, staff work organisation and implementation of curriculum. These cannot be monitored through inspections and, thus, self-evaluations are used to complement inspections. A few countries associated service quality monitoring with funding consequences, either to cut funding or provide additional funding.

Monitoring staff quality is also widely practised to improve service quality, to inform policy making and to enhance child outcomes, that are also found in monitoring service quality. The difference is that the objectives become more specific to staff, such as identifying learning needs for staff and improving staff performance. Research suggests that monitoring staff performance can reveal strengths and weaknesses, and help improve staff pedagogical practices and encourage children's well-being and development. One of the typical consequences of monitoring is that it prompts settings and staff to address shortcomings, which is usually achieved through professional development training. It is not very common to increase remuneration for staff based on their evaluations. In addition, countries rarely implement funding consequences based solely on staff performance; a cut or increase in funding is usually linked to the overall results of monitoring service quality, which can include monitoring staff-related aspects. Unlike service quality, staff quality monitoring include various aspects on process quality, in particular, curriculum implementation, staff-child interaction, overall quality teaching and caring, practised pedagogy, collaboration among staff, responsiveness to child needs, and collaboration between staff and parents.

Monitoring child development and outcomes is increasingly widespread, and is conducted to identify children's learning needs, enhance their development, raise service quality and staff performance, and inform policy making. Most practices are locally defined rather than nationally regulated. Monitoring practices differ greatly within and between countries, depending on the age group and settings concerned. Many tools are used, covering a broad range of developmental domains. They range from locally designed approaches to standardised tools adapted for the country in question. Observations and narrative assessments are more widely used than direct assessments. In either case, the key actors of monitoring child development and outcomes are ECEC staff, sometimes complemented by ECEC managers and external agents and, in certain cases, parents. Further refinement is needed so that the monitoring tools currently in place can provide more accurate information needed to support children, staff and policy makers.

Monitoring quality is complex, and presents various challenges. Defining what quality is, and how it can be coherently monitored, given the variety of different settings under consideration, is not an easy task. Neither is obtaining information on the level of quality being provided, and ensuring that monitoring contributes to policy reform and quality improvements. The different target monitoring practices each pose difficulties: when monitoring service quality, the issues are defining what constitutes service quality, ensuring consistent practices and procedures, and ensuring that staff and settings are informed of the latest quality standards. In monitoring staff performance, the key challenges are the implementation of curriculum by staff and the alignment of monitoring with effective

quality improvements. Monitoring child development and children's outcomes requires creating an accurate and complete picture of a child's development, as well as allowing for children's individual development process in monitoring practices. A wide range of strategies have been employed to overcome such challenges.

Lessons learned from the country experiences suggest that the following points should be borne in mind: *i)* clarify the purposes for monitoring; *ii)* highlight good practice to promote understanding on quality; *iii)* develop a coherent monitoring framework for different settings; *iv)* consider both advantages and disadvantages when giving local authorities the responsibility of monitoring quality; *v)* design a monitoring system that can inform policy as well as the general public; *vi)* link monitoring of staff quality to professional development; *vii)* be sure not to underestimate the demands of monitoring on staff; *viii)* value the voices of staff, parents and children; and lastly, *ix)* use continuous monitoring for the teaching and learning strategies that support child development.

Chapter 1

Early childhood education and care (ECEC) systems in participating jurisdictions

Across countries and jurisdictions, enrolment rates in early childhood education and care, especially for children under 3, are rising, and more attention is being paid to the quality and educational content of care. Meanwhile, a trend has emerged towards integrating services and ECEC governance across different age groups. The largest share of funding for the sector comes from public sources, and governance responsibilities are often shared between national, regional and local authorities. Countries and jurisdictions provide a mix of centre-based and home-based care, with great variations in settings across countries, with family day care in the homes of carers, in addition to kindergartens, crèches and preschools.

Key messages

- Enrolment rates in early childhood education and care (ECEC) have continued to increase for children for the age of 3 and above, as well as for children under the age of 3. This development is partly supported by extended legal entitlements to a place in ECEC and efforts to ensure free access, at least for some ages and selected population groups.
- While centre-based care is on the rise, ECEC provision remains diverse. In most countries, ECEC is provided in a combination of centres and schools and family day care in private homes. ECEC settings and governance have become progressively integrated. As the divide between the 0-2 and 3-5 age groups has become less pronounced, so has the divide between education and care.
- Public funding for ECEC remains pivotal and often involves various levels of government, whether national, regional or local. Parents continue to contribute, although they often bear only a small share of the cost. In several countries, family day care relies more heavily on parental fees than ECEC centres.
- National governments set quality standards and define curricula in most countries and jurisdictions, but regional and especially local authorities also play an important role in this respect. A growing number of countries are formulating curricula for children younger than 3, in line with the gradual disappearance of settings that focus exclusively on care.

Background

Early childhood education and care (ECEC) is increasingly recognised as providing a crucial foundation for future learning, by fostering the development of cognitive and non-cognitive skills that influence success later in life. At the same time, research suggests that a large part of the benefits of ECEC are highly dependent on "quality". While there is no consensus on a definition of quality, the OECD's *Starting Strong III* report identified five areas of quality that can be leveraged by policies for better child development: *i)* quality goals and minimum standards, *ii)* curriculum and learning standards, *iii)* workforce quality, *iv)* family and community engagement, and *v)* data, research and monitoring (OECD, 2012). Especially for the fifth area, little international research and data on countries policies and practices is available (OECD, 2012). This point was stressed across the board by government officials, researchers and stakeholders. The OECD ECEC Network's efforts to remedy this knowledge gap resulted in the present report.

Given the priorities of different countries and jurisdictions, this report seeks to answer two major questions:

- What can research tell us about the effectiveness of monitoring practices?
- What practices and instruments are most widely applied by OECD countries to monitor the quality of the early learning and development sector, at the level of the child, staff, centre/institution and system – and for what purposes?

The information and analysis presented here will help policy makers and practitioners to better understand the rationale for monitoring quality and establishing monitoring systems in various areas across OECD member and non-member economies. It will also help to establish which monitoring practices are being implemented where, and how the resulting data and information is used. The report also identifies cross-country trends, the lessons that can be learned from challenges and successful practices and strategies to make the most of monitoring quality in ECEC.

Purpose of the review and methodology

Research suggests that monitoring systems create incentives for improved quality and performance by evaluating inputs and outputs, potentially helping to identify "underperforming" settings for remediation (Booher-Jennings, 2007). While it has been argued that in most countries and jurisdictions, the tools for monitoring quality in ECEC are not yet well developed, countries are increasingly formulating a range of quality monitoring and evaluation tools for ECEC systems, with the goal of enhancing quality and early child development. These developments lie at the heart of this report. It is structured as follows: this chapter gives an overview of the ECEC systems across countries and sets the scene for the comparison of monitoring quality in ECEC. Chapter 2 provides current ECEC monitoring systems and trends. Chapter 3 introduces countries' policies and practices in the area of monitoring service quality. Chapter 4 discusses the monitoring of staff quality, and Chapter 5 deals with the monitoring of child development and outcomes. The trends, challenges, strategies and lessons learned from the policies and practices under review are summarised in Chapter 6.

Scope of the report

In line with previous OECD work on ECEC, this report follows the definition of the Starting Strong series, according to which "[t]he term early childhood education and care (ECEC) includes all arrangements providing care and education for children under compulsory school age, regardless of setting, funding, opening hours or programme content" (OECD, 2001). The scope of this report includes public and private ECEC provision and settings that are regulated/are within the regulatory framework, i.e. that are mandated to comply with a certain set of rules, minimum standards and/or undergo accreditation procedures. It covers home-based as well as centre- or school-based settings.

Where not indicated otherwise, the findings presented in this report are based on information from the OECD Network on ECEC's "Online Survey on Monitoring Quality in Early Learning and Development", conducted in 2013 and validated in 2014/2015. For the purpose of comparability across all participating countries, the information collection underlying this report focused on the mainstream provision and therefore – in line with the work on ECEC by the European Commission (Eurydice, 2013) – excludes the information on settings providing services to children with special needs only, settings integrated into hospitals (and all other ECEC services targeting children with disabilities attributable to organic pathologies), orphanages or similar institutions.[1]

Responding countries and jurisdictions were asked to use the school year starting in 2012 as a reference year for reporting statistics and data. If the information for this reference year was not available, countries were requested to provide data/information for the latest available year. In that case, notes have been added under the tables and diagrams concerned. The glossary of terms used by respondents can be found at the beginning of this document.

ECEC policy context

Across OECD member economies and beyond, the share of children enrolled in ECEC services is on the rise, increasingly also under the age of 3 (OECD, 2014a; 2014b). Seeking to match progress towards access and enrolment targets with policies to ensure continuous and holistic child development, a growing number of OECD countries and regional jurisdictions have started to refine the framework for early learning (e.g. curriculum and learning standards, administration and financing, staff qualifications, starting age of schooling). As will be discussed in more detail, those learning frameworks and curricula increasingly include children from age 0 or 1 through to compulsory schooling.

Moving beyond the simple insight that "ECEC matters", there is a growing recognition that the magnitude of the benefits of ECEC for children's future learning, cognitive and non-cognitive development depends on "quality". Furthermore, it is being acknowledged that many of the benefits may be lost unless the gains from quality ECEC are being sustained by quality primary schooling, especially in the earliest years.

The expansion of places in ECEC has continued in recent years and has increasingly been reinforced by legal entitlements accorded to parents and children, as well as the lower starting age of compulsory education.

Legal entitlements and free provision to foster participation

Eighteen jurisdictions respond that they encourage access through a legal right to ECEC provision for all or certain groups of children. However, there are major differences in legal entitlements to a place in ECEC across jurisdictions, which reflects the diversity of ECEC systems. Some countries, such as Norway and Germany, cover ages 1 to 5, while others, such as the Czech Republic, only guarantee children a place for the year before entering primary school. The starting age of 1 rather than 0 years in some countries can be explained by the fact that in several cases, including Germany, Norway, Slovenia and Sweden, the duration of well-paid parental leave periods is around one year, in line with the legal entitlement (OECD, 2014b). The time per week covered by the entitlements differs greatly. For example, Norway grants universal access to 41 hours of ECEC, 24 hours is provided for in French pre-primary schools and 16 hours for 3-4 year-olds in Scotland (United Kingdom). In Chile, the legal entitlement to a place for young children is based on (low) income (see Table 1.1). Throughout this report, the upper boundary of the age bracket should be taken as included in the definition of the respective setting or regulation (i.e. 3-5 year-olds includes all children between their third and their sixth birthday).

Eighteen participating jurisdictions and some German *Länder* offer free ECEC provision for certain age groups, which is often limited to a certain amount of hours or conditioned on a needs assessment. Japan and Chile, for instance, provide free access on a needs basis. This is also true for 2-year-olds in England (United Kingdom). Italy offers 40 hours of free ECEC for all 3-6 year-olds. In Sweden, for instance, all 3-5 year-old children may use 15 hours of free ECEC per week. England (United Kingdom) offers 15 hours per week for all children aged 3 to 4, and Scotland (United Kingdom) 12.5 hours for the same age group, albeit with some variations within Scotland (see Table 1.1). Notably, legal entitlements to a place do not always imply that the place is free of charge under the same conditions and for the same group of children.

For the purposes of interpreting Table 1.1, it shall be noted that a universal legal entitlement refers to a statutory duty for ECEC providers to secure (publicly subsidised) ECEC provision for all children living in a catchment area whose parents, regardless of

Table 1.1. **Characteristics of legal access entitlement**

Jurisdiction	Starting age of compulsory school	Age of children	Entitlement to a place in ECEC		Entitlement to free access	
			Legal access entitlement	Hours/week of ECEC provision to which parents/children have a legal right	Free access entitlement	Hours/week the child has free access to ECEC
Australia*	5-6	m	m	m	m	m
Belgium-Flemish Community*	6	2.5-5	universal	23.33	unconditional	23.33
Belgium-French Community	6	0-2.5	none	m	conditional	m
		2.5-5	universal	28	unconditional	28
Chile	6	0-5	targeted	55/40	conditional	55/40
		0-2	targeted	55	conditional	55
		4-5	universal	22	unconditional	22
Czech Republic*	6	5	universal	50	unconditional	≥40
Finland*	7	0-6	universal	50	conditional	50
		6	universal	20	unconditional	20
France*	6	0-2	none	a	conditional	40
		3-5	universal	24	unconditional	24
Germany*	5-6	1-2	universal	m	differs across *Länder*	A
		3-5	universal	m	differs across *Länder*	A
Italy	6	3-5	universal	40	unconditional	40
Ireland	m	m	m	m	m	m
Japan*	6	0-2	none	a	conditional	55
		3-5	none	a	conditional	20/50
Kazakhstan*	6-7	1-6	universal	50-60	unconditional	50-60
Korea	6	0-5	none	a	unconditional	40
		3-5	none	a	unconditional	15-25
Luxembourg*	4	0-3	none	a	conditional	3
		3-5	universal	26	unconditional	≤26
Mexico*	3	0-2	none	a	targeted	m
		3-5	universal	15-20	unconditional	15-20
Netherlands*	5	0-4	none	a	targeted	10
New Zealand	6	3-5	none	a	unconditional	20
Norway	6	1-5	universal	41	none	a
Portugal	6	0-2	none	a	none	a
		3-4	none	a	unconditional	25
		5	universal	40	unconditional	25
Slovak Republic*	6	3-6	universal	m	unconditional	m
Slovenia*	6	11 months-5 years	universal	45	conditional	45
Sweden*	7	1-2	universal	15-50	None	a
		3-6	universal	15-50	unconditional	15
United Kingdom-England*	5	2	none	a	conditional	15
		3-4	none	a	unconditional	15
United Kingdom-Scotland*	5	3-4	universal	16	unconditional	12.5

Notes: A universal legal entitlement refers to a statutory duty for ECEC providers to secure (publicly subsidised) ECEC provision for all children living in a catchment area whose parents, regardless of their employment, socio-economic or family status, require an ECEC place. A targeted legal entitlement refers to statutory duty for ECEC providers to secure (publicly subsidised) ECEC provision for children living in a catchment area who fall under certain categories. These categories can be based on various aspects, including employment, socio-economic or family status of their parents. In this category, "none" means that for the respective age group children or parents do not possess a legal entitlement to a place, this does not necessarily imply that they do not have access to a place, but only that they cannot claim it as a right. Conditional free access refers to the provision of ECEC services to parents free of charge based on certain conditions, such as income, benefit entitlements, etc. Unconditional free access refers to provision free of charge for all children of the concerned age group. Here, "none" means that there is no regulation to ensure free access for some or all children of the concerned age group. This is independent of whether or not they have access to a place. The upper boundary of the age bracket should be taken as included in the definition of the respective setting or regulation (i.e. 3-5 year-olds includes all children between their third and their sixth birthday).

In Australia, the starting age of compulsory schooling is 5 or 6, depending on the state/territory.

In Belgium, Flemish community children enter the compulsory school on 1 September of the calendar year in which the child is 6.

In Belgium, French community some children have priority access from age 0 to 2.5 years.

Table 1.1. **Characteristics of legal access entitlement** *(cont.)*

In the Czech Republic, the average attendance time depends on the opening hours of the school facility. Free access is provided for 40 hours or more, depending on the opening hours of the facility.
In Finland, the number of hours is according to need and parents' choice, with a maximum of about 10 hours per day, but on a day with long shifts, it could be even more. The hours per week that 0-6 year-olds have free access to ECEC is capped at 10 hours per day in low-income families.
In France, pre-primary schools ensure free access already from age 2 in socially disadvantaged areas.
In Germany, the age for compulsory school entry varies between 5 and 6, depending on the *Länder*.
In Japan, low-income families have free access to 20 hours a week in kindergartens and 55 hours in nursery centres.
In Kazakhstan, as far as public preschool is concerned, preschool education is free, but parents must pay monthly for food. Sanatorium kindergartens and kindergartens for children with disabilities are totally free. Mini-centres are open 25-60 hours per week; all other ECEC settings, 50-60 hours a week.
In Luxembourg, a legal entitlement to 36 weeks per year for children at school is provided (from 3-5 years old).
In Mexico, social security laws guarantee morning and evening shifts for children in early childhood. Reference year: 2013/14.
In the Netherlands, children of working parents of age 0 to 6 have access to childcare, and children of 3 to 4 also have access to playgroups. Target group specific programmes for children from disadvantaged backgrounds (of age 3 to 4) are available in both childcare and playgroups. In some municipalities target group-specific programmes in playgroups are free. All children (of age 3 to 4) have access to playgroups or childcare, but not for free and not by legal entitlement. For childcare, parents can receive an income-related tax allowance.
In the Slovak Republic, legal entitlement according to need and parents' choice.
In Slovenia, in kindergarten (as an integrated ECEC setting for 1-5 year-olds), the hours of legal entitlement vary depending on the length of the programme in which the child is participating. This calculation is based on the full-day programme (9 hours a day). For childminding of preschool children, parents can enrol a child younger than 11 months (the minimum age for kindergarten), but this is uncommon, since parental leave lasts until a child is 11 months old.
In Sweden, the legal entitlement is unconditional from the autumn term in the year the child turns 3.
In the United Kingdom-England, local authorities have a legal duty to secure, so far as is reasonably practicable, sufficient childcare for working parents or parents who are studying or training for employment. This includes after-school/wrap-around care and holiday clubs. They must also assess that there is childcare adequate to meet the needs of parents with children aged 0-14 or up to 18 for disabled children in their area. Conditions of entitlement for targeted free access to ECEC were changed in 2013 and 2014.
In the United Kingdom-Scotland, 3-4 year-olds, and 2-year-olds from disadvantaged families, are entitled to 16 hours a week (600 hours/year), as of August 2014. Hours of free provision vary, but tend to be 12.5 hours per week.

Source: OECD (2014), *Education at a Glance 2014*; OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013; OECD Network on Early Childhood Education and Care, "Survey for the Quality Toolbox and ECEC Portal", June 2011.

StatLink *http://dx.doi.org/10.1787/888933242884*

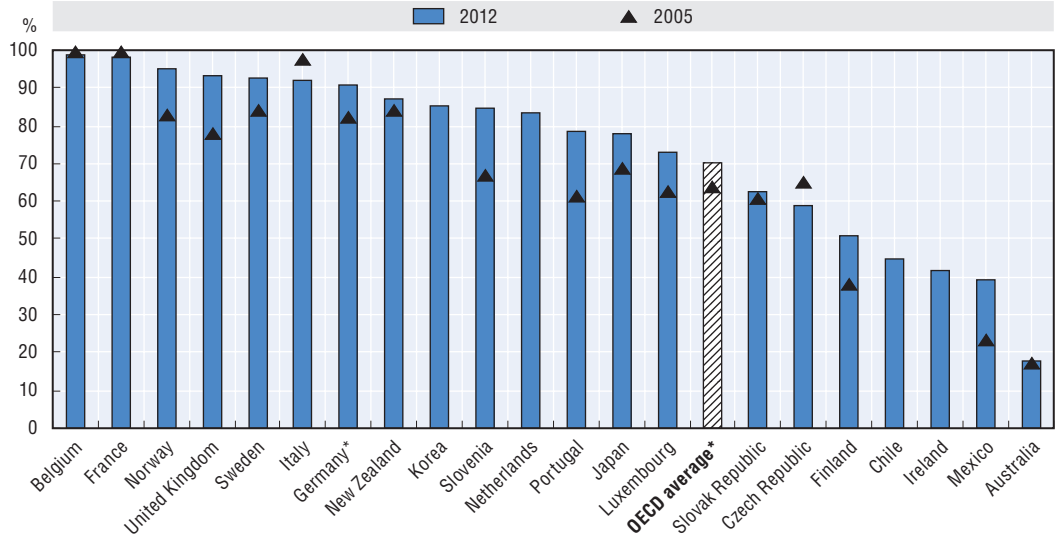
their employment, socio-economic or family status, require an ECEC place. A targeted legal entitlement refers to the statutory duty for ECEC providers to secure (publicly subsidised) ECEC provision for children living in a catchment area who fall under certain categories. These categories can be based on various attributes, including the employment, socio-economic or family status of their parents. In this category, "none" means that for the respective age group, children or parents do not possess a legal entitlement to a place. This does not necessarily imply that they do not have access to a place, but only that they cannot claim it as a right. Conditional free access refers to the provision of ECEC services to parents free of charge, based on certain conditions, such as income, benefit entitlements, etc. Unconditional free access refers to provision free of charge for all children of the concerned age group. Here, "none" means that there is no regulation to ensure free access for some or all children of the concerned age group. This is independent of whether or not they have access to a place.

More children enrolled at a younger age

As Figure 1.1 shows, enrolment of 3-year-olds in early education[2] increased by more than 6 percentage points on average in the OECD between 2005 and 2012. Many of the countries participating in the present study, including Mexico, Portugal, Slovenia and the United Kingdom, achieved gains of more than 15 percentage points during the same period. A similar trend can be observed for older age groups. By 2012, 82% of 4-year-olds were enrolled in early education (with 2% in primary education) and 81% of 5-year-olds (13% in primary) (OECD, 2014a). This implies a trend toward universal early education in many

countries, with 95% or more 5-year-olds enrolled in France, Germany, Japan, the Netherlands and Norway, among others. In other countries, such as Australia, Ireland, New Zealand and the United Kingdom, more than 85% of children in this age group already attend primary school. While the starting age of compulsory education is, on average, 6 years in the OECD, many countries use younger starting ages as a tool to ensure participation in education at an early age. For example, compulsory education starts at the age of 5 in countries like the Netherlands, at age 4 in Luxembourg and recently at age 3 in Mexico (see also OECD, 2014a). As is illustrated in Box 2.2, with a case study from Berlin, Germany, this heightened attention to the ECEC sector is not only motivated by concerns about parents' participation in the labour force, but is increasingly justified by the important contribution ECEC can make to children's development and educational progress.

Figure 1.1. **Enrolment rates in early childhood education at age 3 (2005 and 2012)**



Note: For Germany, the year of reference is 2006, rather than 2005. The graph only shows countries covered by the OECD Network on ECEC's "Online Survey on Monitoring Quality in Early Learning and Development". The OECD average refers to all OECD member countries.

Source: OECD (2014), *Education at a Glance 2014*, Table C2.1.

StatLink http://dx.doi.org/10.1787/888933242947

Overview of ECEC systems and provision

A wide variety of settings

The types of ECEC services available to children and parents in the participating countries and jurisdictions differ greatly. Variations exist in the targeted age groups, the ownership of the centres, the funding of services, the care- or education-orientation of provision as well as the locus of provision, either in centres or at home. Despite those differences, most settings in responding countries and jurisdictions typically fall into one of the five following categories:

- *Regular centre-based ECEC*: more formalised ECEC centres typically belong to one of these sub-categories:
  - *Centre-based ECEC for children under the age of 3*: often called "*crèches*", these settings may have an educational function, but are typically attached to the social or welfare sector and associated with an emphasis on care.

- *Centre-based ECEC for children from the age of 3*: often called kindergarten, nursery or preschool, these settings tend to be more formalised and are often linked to the education system.
- *Integrated centre-based ECEC for the entire ECEC age group*: these settings receive children from birth or at one year, up to the beginning of primary school. They may either offer regular services comparable to the above-mentioned settings, or operate on a drop-in basis, complementing home-based care or services of other centre-based settings.

- *Family day-care*: licensed home-based ECEC, which is most prevalent for children under the age of 3.
- *Drop-in ECEC centres*: often receiving children across the entire ECEC age bracket and even beyond, these centres allow parents to complement home-based care by family members or family day cares with more institutionalised services. They may also cater for children outside the opening hours of other centre-based ECEC settings, such as nursery schools.

In practice, the boundaries between these categories are blurred in many countries and jurisdictions. For example, family day care may operate for a larger age bracket, also in combination with centre-based care with more limited opening hours. Family day carers may equally establish networks in some countries and jurisdictions or co-operate with ECEC centres in their work.

Despite the expansion of formalised and licensed ECEC services, informal care services continue to play an important role in many participating countries and jurisdictions. 2013 data suggest that in countries such as the Netherlands, Slovenia, the United Kingdom and Italy, more than 40% of children under the age of compulsory schooling are involved in informal childcare arrangements (EU-SILC, 2013). While for children under the age of 3, this may be a full-time arrangement in several countries, it often becomes part-time for older children until the age of school entry (EU-SILC, 2013). This unregulated service provision is undertaken by relatives, friends, neighbours, babysitters or nannies (OECD, 2014b). Generally speaking, such services are used less if coverage with formal ECEC is higher. For example, in Finland, Sweden and Norway fewer than 10% of children under compulsory school age are receiving informal care (EU-SILC, 2013). Estimations based on 2008 data suggest that informal care is being used only for around three hours per week on average in the European Union (EU), with no more than 5 hours per week in any EU member state (OECD, 2014). Given that these services typically lie outside ECEC regulations, their quality is often unknown and thus an area of concern for policy makers.

While almost all countries indicate that they offer formal centre-based and home-based ECEC provision, the service landscape is diverse. It is notable that the role of (licensed) home-based ECEC provision differs greatly across jurisdictions. Chile, Ireland, Japan, Kazakhstan and Korea reported that only centre- or school-based care is provided in their mainstream ECEC settings. In some countries, like Italy, Norway, Slovenia and Sweden, home-based care plays only a marginal role, with enrolment rates of less than 3% of children under 3. Licensed or regulated home-based care remains more important in jurisdictions such as Germany, Luxembourg, the Flemish Community of Belgium and England (United Kingdom). France stands out with 30% of children under 3 cared for by family day carers. In general, the trend is towards more formalised and centre-based provision. For children above the age of 3, the role of family day care diminishes in many countries, including those mentioned above. A full overview of the settings available in the participating jurisdictions can be found in Table A1.1 in this chapter's Annex.

Type of access and participation vary

Participating jurisdictions offer a mix of part-time and full-time provision, understood as less than 30 hours per week versus 30 hours and more, with strong variations across jurisdictions and across different settings within jurisdictions (see also OECD, 2014b). Child development research on the benefits of full-time as compared to part-time programmes is less conclusive than evidence regarding the benefits of a longer period of participation. That is, early entry into ECEC services has been found to foster and sustain longer-term benefits for children (OECD, 2012). However, from a labour market perspective, the availability of full-day ECEC services is a crucial factor allowing parents of young children, especially mothers, to take up full-time employment and secure higher earnings (OECD, 2011).

Part-time attendance is widespread in countries and jurisdictions such as Australia, the Flemish Community of Belgium (if less so in day-care centres), Chile (except community kindergartens), France, Italy (in integrative services for early childhood), Luxembourg (in early childhood education and preschool education programmes), Mexico (in federal home-based early education for 0-3 year-olds and mandatory preschool), New Zealand (except in Māori language nests), England (United Kingdom) and local authority nurseries in Scotland (United Kingdom). However, in the rest of the settings, in the jurisdictions already noted and in other jurisdictions, such as the Czech Republic, Finland, Germany, Italy, Kazakhstan, Norway, the Slovak Republic, Slovenia and Sweden (preschool only), children participate in ECEC for 30 hours per week or more (see Table A1.1 in the Annex). In terms of the types of services available, a wide range of options is being offered to facilitate parents' participation in the labour force. Nevertheless, coverage still differs greatly across jurisdictions, as will be discussed below. It is important to note that the survey carried out for this report did not elicit information about the combination of various part-time services, or the combination of formal and informal care services used by parents in the absence of full-day provision. No information is thus available on how different types of services are used in combination.

Governance

The level of governance responsible for ECEC differs according to the area concerned, such as financing, standard setting, curriculum development and monitoring, and across countries. In 15 out of 24 responding jurisdictions, as in Chile, Kazakhstan, Luxembourg and Mexico, all of these responsibilities are located at the national level, if not always exclusively. In some jurisdictions, for example in Italy and the Slovak Republic, it is common that selected tasks are shared with the local level or with the regional or state level. In line with the larger national governance context, the French and Flemish Communities of Belgium, as well as the countries of England and Scotland in the United Kingdom, but also Australia and Germany, undertake almost all responsibilities at the regional or state level (see Table 1.2). As in Germany, this may still leave local authorities shouldering substantial responsibilities, for instance in the area of funding and monitoring.

Countries move towards more integrated systems

More and more countries have moved towards integrated ECEC systems or are discussing doing so, one of the most recent examples being Luxembourg, as noted in Box 1.1. This reflects an emerging trend of emphasising the educational benefits of ECEC for children, in addition to the childcare services needed to support parents' participation in the labour force. Nonetheless, the governance of the sector remains fragmented in many of the jurisdictions surveyed. About half of the participating jurisdictions operate a

split system, with different authorities in charge of different settings at the central level. Here, the central level is understood as the highest level of authority in a jurisdiction, such as the national government, or the governments of the Belgian Communities or of the countries of the United Kingdom. Traditionally, a split or two-tier system often implies a focus on either "education" or "care" of certain services, which may lead to incoherent objectives, operational procedures, regulation, staff training and requirements (OECD, 2006; 2012). An integrated system, in turn, can create a favourable institutional environment for facilitating the transition from one ECEC service to another, as well as to primary school. As will be discussed below, the care-education divide has become less pronounced, even in split systems.

Table 1.2. **Distribution of responsibilities in ECEC between national, regional and local levels, by topic**

Responsibility for financing system of ECEC (F), minimum standard setting (S), curriculum development (C), monitoring of ECEC (M)

Jurisdiction	System organisation at central level	National level	Regional/ state level	Local level
Australia	Integrated, but many responsibilities are decentralised	F	F, S, C, M	
Belgium-Flemish Community*	Split		F, S, C, M	
Belgium-French Community*	Split		F, S, C, M	F, M
Chile	Integrated	F, S, C, M		S
Czech Republic	Split	F, C, M		
Finland	Integrated	F, S, C	M	F, C, M
France	Split	F, S, C, M		F, S, C
Germany	Integrated, mainly decentralised		F, S, C, M	F, M
Ireland	Split	F, S, C, M		
Italy	Split	F, S, C, M	F, S, C, M	F, C, M
Japan	Split	F, S, C, M	F	F
Kazakhstan	Integrated	F, S, C, M	F,M	F, M
Korea	Split	F, S, C, M	F, M	M
Luxembourg	Integrated	F, S, C, M		F, C
Mexico	Split	F, S, C, M		
Netherlands	Split	F, S, M	F	
New Zealand	Integrated	F, S, C, M		
Norway	Integrated	F, S, C, M		F, M
Portugal	Split	F, S, C, M		F, M
Slovak Republic	Integrated	F, S, C, M	M	F
Slovenia	Integrated	F, S, C, M		F
Sweden	Integrated	F, S, C, M		F, M
United Kingdom-England	Integrated		F, S, C, M	F, M
United Kingdom-Scotland*	Integrated		F, S, C, M	

Notes: Authority in charge at central level refers to the highest level of authority for ECEC for a country or jurisdiction. For countries, this refers to the national level, and for jurisdictions to the highest level of authority in that jurisdiction, whether regional, state or provincial. For the Flemish and French Communities of Belgium, the central level refers to the Flemish government and the government of the French Community of Belgium, respectively.
In the United Kingdom-Scotland, for the school year 2013/14, the main practice guidance for those working with 0-3 year-olds was a document called "*Building the Ambition*".

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013; OECD Network on Early Childhood Education and Care, "Survey for the Quality Toolbox and ECEC Portal", June 2011.

StatLink http://dx.doi.org/10.1787/888933242895

Box 1.1. **Integration of ECEC governance: the case of Luxembourg**

In December 2013, a new government was formed by the Democratic Party, the Socialists and the Green Party. All the responsibility for the departments concerning children and youth was concentrated in a single ministry, now called the Ministry of National Education, Children and Youth. Previously, all services providing non-formal education* for early childhood and school-aged children, including day-care families and day-care centres, had been the responsibility of the Ministry of Family and Social Affairs.

The goal was to develop an integrated system to administer resources for children, to co-ordinate decision making, and enhance quality and efficiency in general. At the local level, schools and non-formal education services are encouraged to cooperate more closely to ensure better coordination of actions and services. The government wants both sectors to collaborate in the interests of the children.

It must be remembered that both sectors have complementary but different fields of action and different educational, pedagogical and methodological particularities. Since they were historically separated and developed apart from one another, it will be necessary to build bridges between the two sectors, both at a central level between the different ministerial departments, and on the operational level. The educational sector is highly centralised, teachers are state employees, and resources are allocated by the ministry to the communes. Non-formal education, such as family day care and day-care centres, is offered by private actors. Settings are mostly run by non-governmental organisations, subsidised by the government, or even by private for-profit organisations (this mainly concerns the ECEC sector for the children aged 0 to 3 or 4 years, until the start of compulsory education). The prevailing views of child development in the two sectors are very different, and efforts have to be made to enhance an exchange of views, and organise common continuous professional training to bring together the two groups of professionals, teachers, educators and social pedagogues.

The government has instituted incentives to local schools and less formalised settings to work together to establish a common plan, with weekly schedules and activities designed to bring more coherence into the children's daily routines and ensure that their needs are better met. Efforts have also been made to invite professionals to share the facilities at their disposal and use them in different and more effective ways. New buildings are planned and services organised with the children and their daily needs in mind, rather than the interests of the institution (e.g. school or out-of school setting). Educational settings for children will be planned around a variety of functions and daytime activities that correspond to the children's needs, such as learning, playing, relaxing, moving, building and experimenting.

* In Luxembourg, non-formal education is understood as follows: Non-formal education takes place within an institutional educational setting (such as day-care centres) for children aged 0 to 12, and is organised outside the established formal system (school). It has its own identifiable learning framework, learning areas and learning objectives, but does not lead to any formal qualification. Formal, non-formal and informal education complement each other and mutually reinforce the lifelong learning process.

Source: Case study submitted by the Luxembourg Ministry of Education, Children and Youth, edited by the OECD Secretariat.

In all countries and jurisdictions with an integrated system, except Germany, the ministry of education is in charge of the entire ECEC age group at the central level. Countries and jurisdictions operating a split system attribute the provision for children from the age of 3 (in Ireland and the Netherlands from the age of 4) to the ministry of education, while younger children are typically under the authority of welfare and health authorities.

Germany is the sole country concentrating responsibility for the entire ECEC age bracket in the welfare sector, under the auspices of the Federal Ministry of Family Affairs, Senior Citizens, Women and Youth (see Table A1.2 in this chapter's Annex).

Combining education and care is a widespread practice

Today, the vast majority of settings are framed as delivering both education and care. This separation is no longer observed in such countries and jurisdictions as Australia, the Flemish and the French Communities of Belgium, Chile, Finland, France, Germany, Ireland, Italy, Kazakhstan, Korea, New Zealand, Norway, Sweden and England (United Kingdom). However, the distinction of care- and education-only settings is being maintained in many jurisdictions. Care-only settings continue to exist, especially, but not only for the youngest age group, in the Czech Republic (day nursery), Japan (nursery centres), Mexico (centre-based care for low socio-economic status [SES] 0-5 year-olds, or SNDIF; federal home-based care for 0-3 year-olds of working parents, or CONAFE; and federal social security centre-based care for 0-5 year-olds, or IMSS), the Netherlands (childminding), Portugal (childminders and family crèches), the Slovak Republic (nurseries, mother centres and children centres) and Scotland (United Kingdom) (childminders). Education-only centres are less common, and found only in Japan (kindergarten), the Flemish Community of Belgium (pre-primary education), Luxembourg (in its early childhood education programme and compulsory preschool education), Mexico (mandatory preschool) and Scotland (United Kingdom) (local authority nurseries). The traditional separation between less formal, care-only provision for younger children and more formal, education-oriented services for older children is still seen, but such differences have become less and less pronounced (see Table A1.1 in this chapter's Annex).

Financing

Major differences across countries and jurisdictions are found in how responsibility for the financing of ECEC is organised at different government levels, which types of grants are used and to what extent parents need to contribute to the costs.

Among responding jurisdictions, no clear trend regarding the financing of ECEC emerges, with 18 out of 24 responding jurisdictions attributing it to the national level, 11 to the regional or state level and 14 to the local level. Those funding models are not mutually exclusive, with many jurisdictions complementing national with local funding. In all jurisdictions providing this sort of funding, at least one overlap is found between the levels of government that fund the sector and those that are in charge of monitoring (see Table 1.2). This is in line with the objective of jurisdictions to use monitoring for accountability purposes, which was mentioned by the vast majority of jurisdictions in this study as one of the reasons for monitoring quality, as will be discussed in detail later.

Funding decisions often divided across different levels of government

The level of governance in charge of decisions regarding public ECEC funding is rather uniform across settings within the same country, but there are major differences between countries and jurisdictions. In the Flemish Community of Belgium, such decisions are mostly taken at the regional level, i.e. not at the level of Belgium, but of the Flemish government. In Chile and Slovenia, they are shared between the central and local level, in Mexico and Kazakhstan between the central and the state or regional

levels. In Germany this role is delegated to the state and local levels. In other countries, such as France (for 0-2 year-olds), Italy and Japan, the decisions are taken at all three levels. It is notable that those decision-making patterns do not necessarily imply that the taxes used for ECEC are collected at the same levels of governance (see Table A1.3 in this chapter's Annex).

In the Slovak Republic, taxes used for kindergarten are only collected at the national level. This mode is also dominant for the funding of all settings in Chile, Kazakhstan and New Zealand, and childminding in Slovenia. For Slovenian kindergartens, this may be complemented by local taxes, depending on municipalities' financial capacity. In the Flemish Community of Belgium, central-level taxes are used for all settings, complemented by local taxes for pre-primary education. French community crèches and discovery gardens and Swedish settings also combine those tax sources. Korea combines national and state taxes for all settings, Mexico only for federal centre-based ECEC for 0-5 year olds of state workers (ISSSTE) and centre-based care for low SES 0-5 year olds (SNDIF), while the remaining settings rely on federal taxes. Lastly, Italy and Japan use taxes from all levels of governance, in line with their decision-making structure for ECEC financing (see Table A1.3 in this chapter's Annex).

Government grants

All of the 17 countries providing such additional information on funding, except Sweden, use grants earmarked for specific purposes to partly finance ECEC provision. While in Norway, this type of grant is only used to support minority language children, it is widely used for running costs in 13 jurisdictions, for instance, in the Flemish Community of Belgium, Chile, Germany, French community crèches and discovery gardens, Italian pre-primary schools, Japan, Mexico, Portugal, Slovak and public Slovenian kindergartens. Fourteen jurisdictions make use of this model for capital investments, including Germany and New Zealand. Grants earmarked for quality enhancements are also common, and found in the 13 jurisdictions for one or more settings, such as Portuguese kindergartens and all Japanese centres.

As many as 13 countries also use block grants. This refers to the transfer of funds to lower levels of government to assist them in addressing a broad range of issues, such as community development, social services, public health or law enforcement. The authority receiving the fund is free to decide how it wants to distribute the money among its projects and institutions. This means that sub-national policy makers have some discretion over the extent to which they spend the transfer from the national level on the ECEC sector (see also Dilger and Boyd, 2014). In seven participating jurisdictions, such grants take the form of a transfer from the national to the regional or state level, as in France, Germany, Italy, Japan, Korea, Mexico and the Slovak Republic. In Chile, France, Italy, Japan, Luxembourg, Mexico, the Netherlands, Norway, Portugal, Slovenia and Sweden, such transfers also flow directly to the local level for certain settings. While in some of these countries, like Sweden, block grants are the dominant funding source, others only use this source to finance narrow responsibilities, such as targeted programmes for children of disadvantaged families in the Netherlands. Block grants from the regional or state to the local level are less common, found only in Germany, Italy, Japan, Mexico and England (United Kingdom). Not surprisingly, and with the exception of Mexico, all countries and jurisdictions using block grants also involve the local level in ECEC funding decisions (see Table A1.3 in this chapter's Annex).

Parental fees and subsidies

None of the participating countries and jurisdictions reported exclusively private financing of licensed ECEC provision. While not all countries provide detailed statistics, information from the Flemish Community of Belgium, France, Germany, Italy, Korea, New Zealand, Norway, the Slovak Republic and Sweden suggest that, as a general rule, state funding from national, regional and local authorities accounts for the majority of costs. With the exception of playcentres in New Zealand, where other sources rank in second place, the second-largest contribution to costs comes from parents. However, the precise division between the state's and parents' contribution (and other sources) differs greatly across countries and settings. Slovenian home-based care for preschool children is the only setting where parents (80%) contribute more than the state (20%), and this public financial support is only available when the child is on the waiting list for a place in kindergarten. In the Flemish Community of Belgium, 45.1% of costs on average are borne by parents,[3] and in New Zealand (42%) home-based care provision also relies to a larger extent on parental contributions than centre-based ECEC – where parents contribute less than a quarter of the cost. In many settings, such as in Italian primary schools, New Zealand and Slovak kindergartens or Swedish preschools, the parents' share is below 10%. Only Italy and New Zealand report contributions from other sources than parents and the state (see Table A1.3 in this chapter's Annex). In Italy, this funding originates from the European Union and private entities.

Standard setting and curriculum development

Curriculum frameworks can play a pivotal role in ensuring the quality of ECEC services. They may ensure more consistent service provision within countries and jurisdictions and establish common learning priorities and goals for educators and centres. It is crucial that curricula are well planned and co-ordinated. They ensure that key learning areas are covered and can guide staff practices to facilitate continuous child development throughout the ECEC age bracket and beyond (OECD, 2006; 2012).

Minimum standards are mostly set nationally

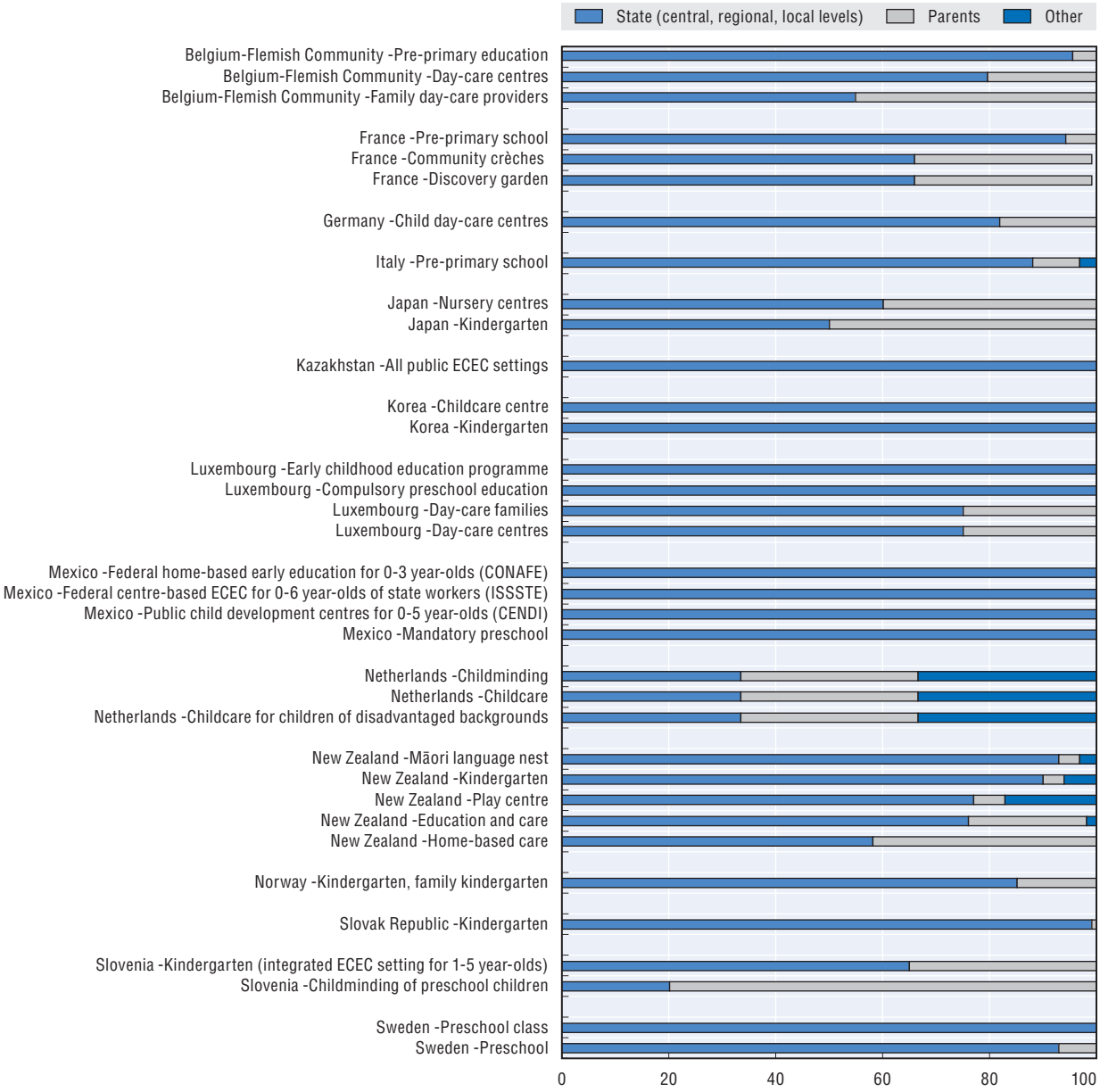
The majority of jurisdictions set minimum standards at the national level, with only seven jurisdictions doing so at the regional or state level, and Chile dividing the responsibility between the central and local level. Curriculum development, however, is first and foremost the task of the national level, with no more than six jurisdictions delegating this responsibility (partly) to the regional or state level, and only Finland and France dividing the responsibility for the entire age bracket between the central and local level (see Table A1.1 in this chapter's Annex). In 15 jurisdictions, such as New Zealand, Luxembourg and for certain settings in Chile and France (preschool education), national authorities are in charge of registering and accrediting settings, while most jurisdictions delegate this responsibility at least partly to the state or regional authority, as in Germany or Italian pre-primary schools (6 jurisdictions), or to the local level, as in Norway or Sweden (11 jurisdictions). Overlaps do occur between these groups (see Table A1.1 in this chapter's Annex).

Mandatory curriculum standards are common

Across participating jurisdictions, mandatory curriculum frameworks are in place for the vast majority of settings, even though differences may persist at sub-national level, since some German *Länder* and Scotland (United Kingdom) provide non-binding guidelines

and recommendations. The majority of participating jurisdictions implement curricula for the entire ECEC age group, either in an integrated fashion, such as in the German *Länder*, or with different curricula for different age groups as, for instance, in Korea or Scotland (United Kingdom). As illustrated in Table 1.3, 7 out of 39 countries and regional jurisdictions,[4] including the Czech Republic and Portugal, only provide curriculum standards for children aged 2.5 or 3 and older. Finland, Scotland (United Kingdom) and many German *Länder* have curriculum frameworks that cover both ECEC and primary school or even secondary school in a single document.

Figure 1.2. **Share of cost to parents and state of early childhood education and care**

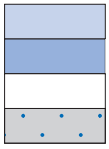


Note: In Germany, the distribution of cost in child day-care centres is given in averages, as this distribution varies across centres.

Source: Table A1.3, OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

StatLink http://dx.doi.org/10.1787/888933242951

Table 1.3. **Curriculum frameworks in place for early childhood education and care**



Jurisdiction	0 year olds	1 year olds	2 year olds	3 year olds	4 year olds	5 year olds	6 year olds	7 year olds
Australia	Belonging, Being, Becoming - Early Years Learning Framework for Australia							
Belgium-Flemish Community			Ontwikkelingsdoelen					
Belgium-French Community	Code de qualité (Oser/viser la qualité)							
			Le décret mission, le programme du réseau de l'école et le programme de l'école					
Chile	National curriculum for early childhood education							
Czech Republic				Framework Educational Programme for Preschool Education				
Finland	National curriculum guidelines on early childhood education						Core Curriculum for Pre-primary education	
France	Orientations code de la santé publique et projets d'établissements			L'école maternelle, un cycle unique, fondamental pour la réussite de tous				
Germany (Baden-Württemberg)	Orientierungsplan für Bildung und Erziehung für die baden-württembergischen Kindergärten und weiteren Kindertagesein-richtungen							up to 10
Germany (Bavaria)	Der Bayerische Bildungs- und Erziehungsplan für Kinder in Tageseinrichtungen bis zur Einschulung							
Germany (Berlin)	Berliner Bildungsprogramm für Kitas und Kindertagespflege							
Germany (Brandenburg)	Grundsätze elementarer Bildung in Einrichtungen der Kindertagesbetreuung im Land Brandenburg							up to 10
Germany (Bremen)	Rahmenplan für Bildung und Erziehung im Elementarbereich - Bremen							
Germany (Hamburg)	Hamburger Bildungsempfehlungen für die Bildung und Erziehung von Kindern in Tageseinrichtungen							up to 15
Germany (Hesse)	Bildung von Anfang an. Bildungs- und Erziehungsplan für Kinder von 0 bis 10 Jahren in Hessen							up to 10
Germany (Mecklenburg-Western Pomerania)	Bildungskonzeption für 0- bis 10-jährige Kinder in Mecklenburg-Vorpommern. Zur Arbeit in Kindertageseinrichtungen und Kindertagespflege							up to 10
Germany (Lower Saxony)	Orientierungsplan für Bildung und Erziehung im Elementarbereich niedersächsischer Tageseinrichtungen für Kinder							
Germany (North Rhine-Westphalia)	Mehr Chancen durch Bildung von Anfang an - Grundsätze zur Bildungsförderung für Kinder von 0 bis 10 Jahren in Kindertageseinrichtungen und Schulen im Primarbereich in Nordrhein-Westfalen							up to 10
Germany (Rhineland-Palatinate)	Bildungs- und Erziehungsempfehlungen für Kindertagesstätten in Rheinland-Pfalz							up to 15
Germany (Saarland)	Bildungsprogramm für saarländische Kindergärten							
Germany (Saxony)	Sächsischer Bildungsplan - ein Leitfaden für pädagogische Fachkräfte in Krippen, Kindergärten und Horten sowie für Kinderttagespflege							up to 10
Germany (Saxony-Anhalt)	Bildungsprogramm für Kindertageseinrichtungen in Sachsen-Anhalt. Bildung: elementar – Bildung von Anfang an							up to 15
Germany (Schleswig-Holstein)	Erfolgreich starten: Leitlinien zum Bildungsauftrag von Kindertageseinrichtungen in Schleswig-Holstein							up to 15
Germany (Thuringia)	Thüringer Bildingsplan für Kinder bis 10 Jahre							up to 10
Ireland	Early Childhood Curriculum Framework: Aistear							
Italy				National guidelines for the kindergarten curriculum: Indicazioni Nazionali per il curricolo (2012)				
Japan				Course of Study for Kindergarten				
	National curriculum of day care centres							
Kazakhstan				Zerek bala		Biz mektepke baramyz		
		Algashky Kadam				State programme of preschool preparation		

Table 1.3. **Curriculum frameworks in place for early childhood education and care** *(cont.)*

Country	0 year olds	1 year olds	2 year olds	3 year olds	4 year olds	5 year olds	6 year olds	7 year olds
Korea	Standardised childcare curriculum			Nuri Curriculum				
Luxembourg	Bildungsrahmenplan für non-foramle Bildung im Kidnes und Jugendalter (0-12)							
	Plan d'études de l'école fondamentale (3-12)							
Mexico	Several curriculum frameworks for Early Childhood Education			Preschool Education Programme				
Netherlands			2.5 yo	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							
Slovak Republic	The National Education Programme							
Slovenia	Kindergarten Curriculum							
Sweden	Curriculum for the Preschool (Lpfö 98)						Curriculum for the Compulsory school, the Preschool class and the Out-of-school centre (Lgr 11)	
United Kingdom-England	Early Years Foundation Stage Statutory Framework							
United Kingdom-Scotland	Pre-birth to three - staff guidelines			Curriculum for Excellence				up to 18

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013; OECD Network on Early Childhood Education and Care, "Survey for the Quality Toolbox and ECEC Portal", June 2011.

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Notes

1. Furthermore, among the mainstream provision, only the main types of ECEC settings are included. The information collection excludes the following types of settings: settings and provisions that are used in addition to regular ECEC settings, and which operate before or after the main ECEC provision ends. These include afternoon services focusing on leisure or sport activities only and after-school clubs or gym clubs for children, etc. Settings operating mainly during school/public holidays and other ECEC settings providing only occasional services (e.g. *haltes-garderies* in France). This refers to settings that only operate during specific periods in the year and do not provide care or early education on a continuous basis, such as summer camps. This also excludes pilot projects (even if centrally funded and nationwide).
2. As defined in *Education at a Glance 2014*, early childhood education, or pre-primary education (ISCED 0), is the initial stage of organised instruction, designed primarily to introduce very young children to a school-like environment (OECD, 2014a).
3. This only concerns the offer of family day carers associated with a service, not independent ones.
4. This number is greater than the 24 countries and jurisdictions participating in the study, as answers were provided separately for German *Länder*.

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ANNEX A1

Background information on early childhood education and care (ECEC) systems

Table A1.1. **Types and characteristics of ECEC settings**

Jurisdiction	Names of ECEC settings (in national language)	Names of ECEC settings	Age range (in years, unless specified otherwise)	Component	Type of setting	Average participation during a usual week (in hours)	Enrolment rates by age	Who conducts the registration or accreditation of settings?
Australia*	Family Day Care and in Home care	Family day care and in-home care	0-5	Education and care	Home-based	27	m	Government: state/ regional authority
	Long Day Care	Long day care	0-5	Education and care	Centre-/ school-based	27.2	m	Government: state/ regional authority
	Occasional Care	Occasional care	0-5	Education and care	Centre-/ school-based	10.9	m	Government: state/ regional authority
	Preschool	Preschool	4-5	Education and care	Centre-/ school-based	14.6	m	Government: state/ regional authority
	Outside School Hours Care	Outside school hours care	5-12	Education and care	Centre-/ school-based	10.7	m	Government: state/ regional authority
Belgium-Flemish Community*	Onthaalouders	Family day-care providers	In theory 0-11; in practice 0-2	Education and care	Home-based	27.6 hours/week, including weekend (based on a sample of 0- to 3-year-olds).	Under 1 year old: 50.6% (in civil year 2012); between 1 and 2 years: 58.8% (2012)	Government: state/ regional authority
	Kinderdagverblijven	Day-care centres	In theory 0-11; in practice 0-2	Education and care	Centre-/ school-based	30.6 hours/week, including weekends (based on a sample of 0-3 year-olds).	between 2 and 3: 38.8% (2012)	Government: state/ regional authority
	Kleuterschool	Pre-primary education	2.5-5	Education only	Centre-/ school-based	23.33	98.7% (2 years: 98.8%; 5 years: 98.8% years: 97.8%, 3 years: 98.5%; 4 years)	Government: state/ regional authority
Belgium-French Community*	Crèche	Nursery	0-2	Education and care	Centre-/ school-based	m	m	Government: state/ regional authority
	Accueillante d'enfants	Childminder	0-2	Education and care	Home-based	m	m	Government: state/ regional authority
	École maternelle	Preschool	2.5-5	Education and care	Centre-/ school-based	28	99% (3-6 year-olds)	Government: state/ regional authority
Chile	Jardines infantiles comunitarios	Community kindergartens	0-5	Education and care	Centre-/ school-based	32.5	0-5: 0.9%	Government: local/ municipal authority
	Jardines infantiles	Kindergartens	0-5	Education and care	Centre-/ school-based	m	0-5: 17% (0-2: 19.4%, 3: 31.8%, 4-5: 5%)	Government: local/ municipal authority
	Colegios	Pre-primary education for 3-5 year-olds	3-5	Education and care	Centre-/ school-based	22	3-5: 46% (3: 23.4%, 4-5: 57%)	Government: national authority
	Escuelas	Pre-primary education for 4-5 year-olds	4-5	Education and care	Centre-/ school-based	22	4-5: 25%	Government: national authority

Table A1.1. **Types and characteristics of ECEC settings** *(cont.)*

Jurisdiction	Names of ECEC settings (in national language)	Names of ECEC settings	Age range (in years, unless specified otherwise)	Component	Type of setting	Average participation during a usual week (in hours)	Enrolment rates by age	Who conducts the registration or accreditation of settings?
Czech Republic	Jesle	Day nursery	0-2	Care only	Centre-/ school-based	25-50	m	Founder (municipality or private body)
	Mateřské školy zapsané do rejstříku škol (financované ze státního rozpočtu)	Kindergartens in the School Register, funded by the state budget	3-5	Education and care	Centre-/ school-based	25-50	m	Government: local/ municipal authority
	Mateřské školy soukromé - zapsané do rejstříku škol	Private kindergartens registered in the School Register	2-5	Education and care	Centre-/ school-based	25-50	m	Government: local/ municipal authority
	Soukromá zařízení pečující o děti zřizované na základě živnostenského zákona	Private institutions caring for children established under the Trade Act	0-5	Education and care	Centre-/ school-based	25-50	m	Founder, private body
Finland	Perhepäivähoito	Family day care	0-6	Education and care	Home-based	40	63% (average for all age groups); Average for all ECEC: 1: 30%; 2: 52%; 3: 68%; 4: 75%, 5: 79%; 6: 71%	Government: local/ municipal authority
	Ryhmäperhepäivähoito	Group family day care	0-6	Education and care	Centre-/ school-based	40		Government: local/ municipal authority
	Päiväkoti	Day-care centre	0-6	Education and care	Centre-/ school-based	40		Government: local/ municipal authority
	Avoin varhaiskasvatus	Open ECEC services	0-6	Education and care	Centre-/ school-based	10	m	Government: local/ municipal authority
	Esiopetus	Pre-primary education	6	Education and care	Centre-/ school-based	20	98%; 71% of pre-primary children also receive day care services before or after pre-primary hours	Government: local/ municipal authority
France	Crèches collectives (Etablissement d'accueil du jeune enfant - EAJE)	Community crèches	0-2	Education and care	Centre-based	30	0-3: 15.8%	Government: local/municipal authority
	Assistant(e)s maternel(le)s	Family day care	0-2	Education and care	Home-based	m	0-3: 30.5%	Government: local/municipal authority
	Jardins d'éveil	Discovery garden	2-3	Education and care	Centre-/ school-based	15	m	Government: local/municipal authority
	Classes passerelles	Bridging classes	2-3	Education and care	Centre-/ school-based	15	m	Government: local/municipal authority
	Ecole maternelle	Pre-primary school	2-5	Education and care	Centre-/ school-based	24	2-3: 11.9%; 3-5:100%	Government: national authority

Table A1.1. **Types and characteristics of ECEC settings** *(cont.)*

Jurisdiction	Names of ECEC settings (in national language)	Names of ECEC settings	Age range (in years, unless specified otherwise)	Component	Type of setting	Average participation during a usual week (in hours)	Enrolment rates by age	Who conducts the registration or accreditation of settings?
Germany*	Kindertagespflege	Family day care	0-5 school entry	Education and care	Home-based	0-2: 42.7% up to 25 hours, 24.4% 25 to 35 hours, 13.3% 35 to 45 hours, 19.6% more than 45 hours. 3-5: 70.8% up to 25 hours, 13.9% 25 to 35 hours, 6.2% 35 to 45 hours, 9.1% more than 45 hours	0: 0.9%, 1: 6.7%, 2: 6%, 3: 1.1%, 4: 0.3%, 5: 0.2%	Government: local/ municipal authority
	Kindertageseinrichtungen	Child day-care centres	0-5/ school entry	Education and care	Centre-/ school-based	0-2: 17.2% up to 25 hours, 27.6% 25 to 35 hours, 17% 35 to 45 hours, 38.2% more than 45 hours. 3-5: 15.8% up to 25 hours, 40.5% 25 to 35 hours, 13.5% 35 to 45 hours, 30.2% more than 45 hours	0: 1.8%, 1: 24.1%, 2: 47.8%, 3: 87.5%, 4: 94.8%, 5: 96.5%	Government: Accreditation of settings in most Länder through state/regional authority in some Länder through local/municipal authority
Ireland	Full-day-care service	Full-day-care service	0-5	Education and care	Centre-/ school-based	m	up to 1: 2.1%	m
Italy	Servizi integrativi per la prima infanzia	Integrative services for early childhood, such as centres for parents and babies or playcentres	0-2	Education and care	Centre-/ home-based	25 maximum (information available only for play centres)	2.20%	Government: local/ municipal authority
	Nido d'infanzia	Nursery school	0-2	Education and care	Centre-/ school-based	30	17.70%	Government: local/ municipal authority
	Scuola dell'infanzia	Pre-primary school	3-5	Education only	Centre-/ school-based	40	3: 95%; 4: 95.2%; 5: 91.4%	Government: state/ regional authority
Japan*	幼稚園 (youchi-en)	Kindergarten	3-5	Education only	Centre-/ school-based	20 (4 hours of standard education hours/day; 39 weeks/year)	Total 50.2% (3: 41.3%; 4: 53.2%;5: 56.1%)	Government: local/ municipal authority
	保育所 (hoiku-sho)	Nursery centres	0-5	Care only	Centre-/ school-based	55 (about 300 days / year)	Total 33.4% (0: 9.8%; 1: 28.2%; 2: 35.7%; 3: 42.0%; 4: 42.5%; 5: 41.8%)	Government: local/ municipal authority
Kazakhstan	Балабақша	Kindergarten	1-6	Education and care	Centre-based	50-60	1-3: 15.8% 3-6: 73.4%	Local executive body for public ECEC settings
	Мектепке дейінгі шағын орталық (толық күн немесе қысқа мерзімді болу)	Mini-centre (full day and partial day)	1-6	Education and care	Centre-/ school-based	25-60	1-6: 49%	Public service centre for private ECEC settings

Table A1.1. **Types and characteristics of ECEC settings** *(cont.)*

Jurisdiction	Names of ECEC settings (in national language)	Names of ECEC settings	Age range (in years, unless specified otherwise)	Component	Type of setting	Average participation during a usual week (in hours)	Enrolment rates by age	Who conducts the registration or accreditation of settings?
Korea	어린이집	Childcare centre	0-5	Education and care	Centre-/ school-based	m	0: 39%, 1: 67%, 2: 84%, 3: 57.5%, 4: 40.6%, 5: 37.3%	Government: national authority
	유치원	Kindergarten	3-5	Education and care	Centre-/ school-based	m	3: 28.1%, 4: 46.5%, 5: 56.3%	Government: national authority
Luxembourg	Assistants parentaux	Day-care families	0-5	Education and care	Home-based	15-40	6%	Government: national authority
	Services d'éducation et d'accueil - Crèches/ garderies	Day-care centres	0-5	Education and care	Centre-/ school-based	20-60	44%	Government: national authority
	Cycle 1 Education précoce	Early childhood education programme	3	Education only	Centre-/ school-based	20	72%	Government: national authority
	Cycle 1 Education préscolaire	Compulsory preschool education	4-5	Education only	Centre-/ school-based	26	100%	Government: national authority
Mexico*	CONAFE	Federal home-based early education for 0-3 year-olds (CONAFE)	0-3	Education only	Home-based	4	m	Government: national authority
	ISSSTE	Federal centre-based ECEC for 0-5 year olds of state workers (ISSSTE)	0-5	Education and care	Centre-/ school-based	60	m	Government: national authority
	SNDIF	Centre-based care for low SES 0-5 year-olds (SNDIF)	0-5	Care only	Centre-/ school-based	30-45	m	Government: national, regional and local authority
	CENDI	Public child development centres for 0-5 year-olds (CENDI)	0-5	Education and care	Centre-/ school-based	60	m	Government: national authority
	SEDESOL	Federal home-based care for 1-5 year-olds of working parents (SEDESOL)	1-5	Care only	Home-based	40	m	Government: national authority
	IMSS	Federal social security centre-based care for 0-5 year-olds (IMSS)	0-5	Care only	Centre-/ school-based	60	m	Government: national authority
	Educación preescolar obligatoria	Mandatory Preschool	3-5	Education only	Centre-/ school-based	15	m	Government: national authority

Table A1.1. **Types and characteristics of ECEC settings** *(cont.)*

Jurisdiction	Names of ECEC settings (in national language)	Names of ECEC settings	Age range (in years, unless specified otherwise)	Component	Type of setting	Average participation during a usual week (in hours)	Enrolment rates by age	Who conducts the registration or accreditation of settings?
Netherlands	Gastouderopvang	Childminding	0-5	Care only	Home-based	20	m	Government: national authority
	Peuterspeelzaalwerk	Playgroups	2.5-4	Education and care	Centre-/ school-based	6	m	Government: national authority
	Kinderopvang	Childcare	0-11	Education and care	Centre-/ school-based	20	m	Government: national authority
	Kinderopvang met VVE	Childcare for children from disadvantaged backgrounds	0-4	Education and care	Centre-/ school-based	10	m	Government: national authority
	Peuterspeelzaalwerk met VVE	Playgroup/ preschool for children from disadvantaged backgrounds	0-4	Education and care	Centre-/ school-based	16	m	Government: national authority
New Zealand*	Education and care	Education and care	0-5	Education and care	Centre-/ school-based	24.7	62%	Government: national authority
	Kindergarten	Kindergarten	2-5	Education and care	Centre-/ school-based	16.7	17%	Government: national authority
	Home-based	Home-based	0-5	Education and care	Home-based	22.9	9%	Government: national authority
	Playcentre	Playcentre	0-5	Education and care	Centre-/ school-based	4.6	7%	Government: national authority
	Kōhanga Reo	Māori language nest	0-5	Education and care	Centre-/ school-based	30	5%	Government: national authority
Norway*	Barnehage	Kindergarten	0-5	Education and care	Centre-/ school-based	35	0: 2.9%; 1: 65.6%; 2: 88%; 3: 94.3%; 4: 96.2%; 5: 96.9%; 6: 0.6%	Government: local/ municipal authority
	Familiebarnehage	Family kindergarten	0-5	Education and care	Home-based	35	0: 0.3%; 1: 3.3%; 2: 2.7%; 3: 0.9%; 4: 0.7%; 5: 0.6%; 6: 0%	Government: local/ municipal authority
	Åpen barnehage	Open kindergarten	0-5	Education and care	Centre-/ school-based	n/a	n/a	Government: local/ municipal authority
Portugal	Creche	Crèche	0-2	Education and care	Centre-/ school-based	up to 50	m	Government: national authority
	Ama	Childminder	0-2	Care only	Home-based	up to 55	m	Government: national authority
	Creche Familiar	Family childcare	0-2	Care only	Home-based	up to 55	m	Government: national authority
	Jardim de Infância	Kindergarten	3-5	Education and care	Centre-/ school-based	up to 35	3-5 years: 88.5%	Government: national authority

Table A1.1. **Types and characteristics of ECEC settings** *(cont.)*

Jurisdiction	Names of ECEC settings (in national language)	Names of ECEC settings	Age range (in years, unless specified otherwise)	Component	Type of setting	Average participation during a usual week (in hours)	Enrolment rates by age	Who conducts the registration or accreditation of settings?
Slovak Republic	Detské jasle	Nurseries	6 months-2 years	Care only	Home-based	25-50	m	No requirement for registration or accreditation of setting
	Materská škola	Kindergarten	3-6	Education and care	Centre-/ school-based	25-50	m	Government: national authority
	Materské centrá/ detské centrá	Mother centres/ children centres	6 months-2 years	Care only	Home-based	25-50	m	No requirement for registration or accreditation of setting
Slovenia*	Varstvo predšolskih otro	Childminding of preschool children	11 months-5 years	Care only	Home-based	47.5	1 (1-<2): 0.7%, 2: 0.5%, 3: 0.1%, 4: <0.1%, 5: <0.1%, 6: <0.1%	Government: national authority
	Vrtec	Kindergarten (integrated ECEC setting for 1-5 year-olds)	11 months-5 years	Education and care	Centre-/ school-based	42.5	1 (1-<2): 42.1%, 2: 69.2%, 3: 83.6%, 4: 93.6%, 5: 92.9%, 6: 5.2%	Government: national authority
Sweden	Förskola	Preschool	1-5	Education and care	Centre-/ school-based	31	1: 49%, 2: 89%, 3: 93%, 4: 95%, 5: 95%	Government: local/ municipal authority
	Pedagogisk omsorg	Pedagogical care (e.g. family day care)	1-5	Education and care	Home-based	m	1: 2%, 2: 3%, 3: 3%, 4: 3%, 5: 3%	Government: local/ municipal authority
	Förskoleklas	Preschool class	6	Education only	Centre-/ school-based	15-20	95%	Government: local/ municipal authority
United Kingdom-England	Full-day care	Full-day care	Predominantly for children under 5, but care for older children is also available	Education and care	Centre-/ school-based	18 (day nursery)	0-2: 19%, 3-4: 17%	Government: national authority
	Sessional	Sessional	Predominantly for children under 5, but care for older children is also available	Education and care	Centre-/ school-based	10 (playgroup or preschool)	0-2: 6%, 3-4: 14%	Government: national authority
	Childminders and childminder agencies	Childminders and childminder agencies	0-7	Education and care	Home-based	16	0-2: 6%, 3-4: 5%	Government: national authority
	Nursery Schools	Nursery schools	2-4	Education and care	Centre-/ school-based	15	0-2: 6%, 3-4: 14%	Government: national authority
	Primary schools with nursery classes	Primary schools with nursery classes	2/3-5	Education and care	Centre-/ school-based	15 (nursery class attached to a primary or infant school)	0-2: 1%, 3-4: 21%	Government: national authority
	Primary schools with reception classes but no nursery	Primary schools with reception classes but no nursery	4-5	Education and care	Centre-/ school-based	31.1 (reception class)	0-2: 0%, 3-4: 22%	Government: national authority

Table A1.1. **Types and characteristics of ECEC settings** *(cont.)*

Jurisdiction	Names of ECEC settings (in national language)	Names of ECEC settings	Age range (in years, unless specified otherwise)	Component	Type of setting	Average participation during a usual week (in hours)	Enrolment rates by age	Who conducts the registration or accreditation of settings?
United Kingdom-Scotland*	Private nurseries in partnership with local authorities	Private nurseries in partnership with local authorities	0-5	Education and care	Centre-/ school-based	m	m	Government: national authority
	Local authority nurseries	Local authority nurseries	3-5	Education only	Centre-/ school-based	12.5 for statutory preschool entitlement	m	Government: national authority
	Childminders	Childminders	0+	Care only	Home-based	m	m	Government: national authority

Notes:
The upper boundary of the age bracket should be taken as included in the definition of the respective setting or regulation (i.e. 3-5 year-olds includes all children between their third and their sixth birthday).
In Australia, care outside school hours is generally intended for children aged 5-12, but is available up to the age of 18.
In Belgium-Flemish Community, this refers to 2013. Since 1 April 2014, the structure and types of settings changed, due to the implementation of the new decree for childcare for babies and toddlers (children under 3).
In Belgium-French Community, the registration or accreditation is done by the community. While this only concerns a minority, childminders and crèches may also receive children aged 3 and older.
In Germany, family day care is open to children older than 3, but almost 70% of children in family day care are younger than 3 years old.
In Italy, a large variety of different services are available for the 0-2 age range outside the mainstream provision. Some are also home based and regulated at local/regional level.
In Japan, 6-year-olds are also covered before entering primary school. The childcare outside nursery centres is partly admitted.
In Mexico, federal home-based care for 1-5 year-olds of working parents (through the Secretariat of Social Development, or SEDESOL) primarily provides care for children aged from 1 year to 3 years and 11 months. The services are also available for disabled children up to the age of 5 years and 11 months.
In New Zealand, a small minority of children attending kindergarten are 2 years old (3% of children attending kindergartens), but most are 3-5 year-olds.
In Norway, open kindergartens are open and have unregistered participation.
In Slovenia, the calculation of the average number of hours a child participates during a usual week in the setting is based on 55% of childminders who responded to the questionnaire for registered childminders, Data collected by the Ministry of Education, Science and Sport, 2013. Programmes in the kindergarten can differ in length: full-day programmes (6-9 hours), half-day programmes (4-6 hours) and short programmes (240 to 720 hours per year). The most common programme is the full-day programme, in which 97.6% of children are enrolled; 42% of children participate for 8.5 hours per day in the full-day programme.
In United Kingdom-Scotland, the notion of "early learning and childcare" to describe the funded entitlement is now embedded in legislation, through the Children and Young People Act (Scotland) of 2014.

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013; OECD Network on Early Childhood Education and Care, "Survey for the Quality Toolbox and ECEC Portal", June 2011.

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Table A1.2. **Highest level of authority in charge of ECEC**

Jurisdiction	Age group	Authority in charge at central level*
Australia*	See note	See note
Belgium-Flemish Community*	0-2	Ministry of Welfare, Public Health and Family (Agency Child and Family)
	2.5-5	Ministry of Education
Belgium-French Community	0-2	Minister of Education, Culture and Childhood (Office of Birth and Childhood)
	3-5	Minister of Education, Culture and Childhood (General Administration of Education and Scientific Research)
Chile	0-5	Ministry of Public Education
Czech Republic	0-2	Ministry of Health Care
	3-6	Ministry of Education, Youth and Sports
Finland	0-6	Ministry of Culture and Education
France	0-2	Ministry of Social Affairs and Health
	3-5	Ministry of National Education
Germany	0-5	Federal Ministry of Family Affairs, Senior Citizens, Women and Youth
Ireland	0-3	Department of Health and Children
	4-6	Department of Education and Science
Italy	0-2	Ministry of Labour and Social Policy; Department of Family Policies within the Presidency of the Council of Ministers
	3-5	Ministry of Education, University and Research
Japan	0-5	Ministry of Health, Labour, and Welfare
	3-5	Ministry of Education, Culture, Sports, Science, and Technology
Kazakhstan	0-1	Ministry of Health Care and Social Development
	1-6	Ministry of Education and Science
Korea	0-5	Ministry of Health and Welfare
	3-5	Ministry of Education
Luxembourg*	0-5	Ministry of National Education, Children and Youth
Mexico	0-2	Ministry of Education; Ministry of Social Development; Ministry of Health
	3-5	Ministry of Education
Netherlands	0-4	Ministry of Social Affairs and Employment; (for targeted programmes also Ministry of Education, Culture and Science)
	4-5	Ministry of Education, Culture and Science and Sport
New Zealand	0-5	Ministry of Education
Norway	0-5	Ministry of Education and Research
Portugal	0-2	Ministry of Solidarity, Employment and Social Security
	3-5	Ministry of Education and Science
Slovak Republic	3-6	Ministry of Education, Science, Research and Sport
Slovenia	0-5	Ministry of Education, Science and Sport
Sweden	1-6	Ministry of Education and Research
United Kingdom-England	0-5	Department for Education
United Kingdom-Scotland*	0-5	Cabinet Secretary for Education and Lifelong Learning

Notes: Authority in charge at central level refers to the highest level of authority for ECEC for a country or jurisdiction. For countries, this refers to the national level, while for jurisdictions, this refers to the highest level of authority in that jurisdiction, whether the regional, state or provincial level. For the Flemish and French Communities of Belgium, the central level refers to the Flemish government and the government of the French Community of Belgium, respectively.

In Australia, for the Australian Capital Territory: Department of Education, Youth and Family Services is responsible for ECEC; for New South Wales: Department of Education and Training (DET) for preschools in schools, and for ECEC in general: Department for Community Services; for Northern Territory, Queensland, Tasmania: Department of Education; for South Australia: Department of Education and Children's Services (DECS); for Western Australia: the Department for Education is responsible for preschool for 3-5 year-olds, and Department for Communities for care for 0-5 year-olds.

In Belgium-Flemish Community, this information refers to 2013. Since October 2014, a pedagogical framework for childcare has been established for babies and toddlers in the Flemish Community of Belgium.

In Luxembourg, this information refers to 2013/14, when the country moved to an integrated system.

In United Kingdom-Scotland, from the school year 2013/14, the highest level of authority for ECEC has been the Cabinet Secretary for Education and Lifelong Learning.

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013; OECD Network on Early Childhood Education and Care, "Survey for the Quality Toolbox and ECEC Portal", June 2011.

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Table A1.3. **Characteristics of ECEC funding systems**

Jurisdiction	Settings	Distribution of cost on ECEC (average, %)			Level of decision making about public ECEC funding			Governance level collecting tax revenues for ECEC			Target of earmarked grants				Block grants used to fund ECEC are transfers from…		
		State (national, regional, local)	Parents	Other	National level	Regional/ state level	Local level	National level	Regional/ state level	Local level	Running costs	Quality enhancements	Capital investments	Other	National to regional/ state level	National to local level	Regional/state to local level
Belgium-Flemish Community*	Family day-care providers	54.9	45.1			X		X			X		X		a	a	a
	Day-care centres	79.5	20.5			X		X			X		X		a	a	a
	Pre-primary education	95.7	4.3			X	X	X		X	X	X	X		a	a	a
Chile	Community kindergartens	m	m	m	X		X	X			X					X	
	Kindergartens	m	m	m	X		X	X			X					X	
	Pre-primary education for 3-5 year-olds	m	m	m	X			X								X	
	Pre-primary education for 4-5 year-olds	m	m	m	X		X	X			X					X	
France	Community crèches	66	33		X	X	X	X		X	X	X	X		X	X	
	Family day care	m	m	m	m	m	m	m	m	m	m	m	m	m	m	m	m
	Pre-primary school	94.2	5.8		X	X	X	X		X							
	Discovery garden	66	33		X	X	X	X		X	X	X	X		X	X	
	Bridging classes	m	m	m	m	m	m	m	m	m	m	m	m	m	m	m	m
Germany*	Family day care	m	m	m		X	X	X	X	X	X		X		X		X
	Child day-care centres	63-91	27-9			X	X	X	X	X	X		X		X		X
Italy*	Integrative services for early childhood, such as centres for parents and babies or playcentres	m	m	m	X	X	X	X	X	X	m	m	m	m	X	X	X
	Nursery school	m	m	m	X	X	X	X	X	X	m	m	m	m	X	X	X
	Pre-primary school	88	9	3	X	X	X	X	X	X	X		X		X		X
Japan*	Kindergarten	50	50		X	X	X	X	X	X	X	X	X		X	X	
	Nursery centres	60	40		X	X	X	X	X	X	X	X	X		X	X	X
Kazakhstan	All public ECEC settings	100			X	X		X				X	X	X		X	
Korea	Childcare centre	100			X			X	X			X	X	X	X		
	Kindergarten	100			X			X	X			X	X	X	X		
Luxembourg	Day-care families	75	25		X			X			X					X	
	Day-care centres	75	25		X		X	X			X	X				X	
	Early childhood education programme	100			X		X	X			X	X				X	
	Compulsory preschool education	100			X		X	X			X	X				X	

Table A1.3. **Characteristics of ECEC funding systems** *(cont.)*

Jurisdiction	Settings	Distribution of cost on ECEC (average, %)			Level of decision making about public ECEC funding			Governance level collecting tax revenues for ECEC			Target of earmarked grants				Block grants used to fund ECEC are transfers from…		
		State (national, regional, local)	Parents	Other	National level	Regional/ state level	Local level	National level	Regional/ state level	Local level	Running costs	Quality enhancements	Capital investments	Other	National to regional/ state level	National to local level	Regional/state to local level
Mexico*	Federal home-based early education for 0-3 year-olds (CONAFE)	100			X	X		X			X	X	X		X		X
	Federal centre-based ECEC for 0-6 year-olds of state workers (ISSSTE)	100			X	X		X	X		X	X	X		X		
	Centre-based care for low SES 0-5 year-olds (SNDIF)	m	m	m		X		X	X		X	X	X		X		X
	Public child development centres for 0-5 year-olds (CENDI)	100			X	X		X			X	X	X		X		X
	Federal home-based care for 1-5 year-olds of working parents (SEDESOL)	m	m	m	X			X			X	X		X	X		
	Federal social security centre-based care for 0-6 year-olds (IMSS)	m	m	m		X		X			X					X	
	Mandatory preschool	100			X	X		X			X	X	X		X		X
Netherlands*	Childminding	33	33	33	X			X				X					
	Playgroups	m	m	m			X	X			X	X	X			X	
	Childcare	33	33	33	X			X			X	X					
	Childcare for children of disadvantaged backgrounds	33	33	33			X			X		X	X			X	
	Playgroup/preschool for children of disadvantaged backgrounds	m	m	m			X		X			X	X			X	
New Zealand	Education and care	76	22	2	X			X			X	X	X		a	a	a
	Kindergarten	90	4	6	X			X			X	X	X		a	a	a
	Home-based	58	42		X			X			X	X	X		a	a	a
	Playcentre	77	6	17	X			X			X	X	X		a	a	a
	Māori language nest	93	4	3	X			X			X	X	X		a	a	a
Norway*	Kindergarten, family kindergarten	85	15		X		X	X						X		X	
	Open kindergarten	100					X	X								X	
Portugal	Crèches	m	m	m	X		X	X			X		X		a	a	a
	Childminders	m	m	m	X			X			X				a	a	a
	Family childcare	m	m	m	X			X			X				a	a	a
	Kindergarten	m	m	m	X			X		X	X	X	X			X	

Table A1.3. **Characteristics of ECEC funding systems** *(cont.)*

Jurisdiction	Settings	Distribution of cost on ECEC (average, %)			Level of decision making about public ECEC funding			Governance level collecting tax revenues for ECEC			Target of earmarked grants				Block grants used to fund ECEC are transfers from…		
		State (national, regional, local)	Parents	Other	National level	Regional/ state level	Local level	National level	Regional/ state level	Local level	Running costs	Quality enhancements	Capital investments	Other	National to regional/ state level	National to local level	Regional/state to local level
Slovak Republic	Nurseries	m	m	m	m	m	m	m	m	m	m	m	m	m	m	m	m
	Kindergarten	99	1				X	X			X	X	X		X		
	Mother centres/ children centres	m	m	m	m	m	m	m	m	m	m	m	m	m	m	m	m
Slovenia*	Childminding of preschool children	20	80		m	m	m	X			m	m	m	m			
	Kindergarten (integrated ECEC setting for 1-5 year-olds)	65	35		X		X	X		X	X	X	X				X
Sweden	Preschool	93	7				X	X		X	a	a	a	a		X	
	Pedagogical care (e.g. family day care)	m	m	m			X	X		X	a	a	a	a		X	
	Preschool class	100					X	X		X	a	a	a	a		X	
United Kingdom-England*	Full-day care	m	m	m		X	X		X		X	X	X				X
	Sessional	m	m	m		X	X		X		X	X	X				X
	Childminders and childminder agencies	m	m	m		X	X		X		X	X	X				X
	Nursery schools	m	m	m		X	X		X		X	X	X				X
	Primary schools with nursery classes	m	m	m		X	X		X		X	X	X				X
	Primary schools with reception classes but no nursery	m	m	m		X	X		X		X	X	X				X

Notes: Countries and jurisdictions where information is missing were omitted from this table.

For the Flemish Community of Belgium: regional level refers to the Flemish Government of Belgium. Share of costs for *onthaalouders* (family day carers or childminders) and *Kinderdagverblijven* (day-care centres) percentages only refer to subsidised and accredited providers (not to independent providers). Year of reference: 2013. *Kleuterschool* (pre-primary education) is given full discretion as to how to spend their funding. Staff, ICT, special needs coordination, etc., is paid by public grants. Capital investments: only for subsidised and accredited day-care centres if they meet certain conditions. Running costs include personnel.

For Germany: *Kindertagespflege* (family day care) in this table refers to publicly financed family day care. ECEC is mainly financed by the local level. However, the budget of the local level only partly derives from taxes collected at local level. The other shares come from joint taxes that are split between central, regional and local level and on grants from the regional and central level. There are selected programmes to enhance quality at regional or central level, but in general, public grants are earmarked for running costs and capital investments. For *Kindertageseinrichtungen* (child day-care centres), public expenditure includes the share of the German *Länder* (regional states) and municipalities (local level) but not the share of the federal state (central level). The percentages vary between the German *Länder*, between municipals and between ECEC providers. Several *Länder* do not raise fees from parents for the last year of ECEC before school entry, some, in addition, do not charge parents for the first and second years of ECEC. Even within *Länder* that have parents' fees, some municipals do not charge parents. Selected programmes enhance quality at regional or central level, but in general, public grants are earmarked for running costs and capital investments.

For Italy, state (88%), parental (9%) and other sources (3%) apply for pre-primary schools: for the average share of costs, data are comprehensive of contributions to private schools (2011); «other» includes expenditure from funds of private entities and from European funds allocated to convergence regions; in the column «State», data from the central administration are included, together with those from local (provinces and/or municipalities) or regional sources.

In Japan: according to the budget for fiscal year 2012.

Table A1.3. **Characteristics of ECEC funding systems** *(cont.)*

For Mexico, SNDIF: Earmarked federal resources are used to equip CADI and CAIC, support development of their infrastructure and train personnel working in CADI and CAI. The operation costs are absorbed by the state and municipal DIF. SEDESOL: Grants are used for the operation of the programme, and the budget is mainly allocated through subsidies to working mothers and single fathers, in addition to the subsidies for new centres and programmes. In a continuous improvement of the services provided in the affiliated day-care centres, through the National DIF. Earmarked grants are used to provide training to the staff of day-care centres, in topics related to the operation of the centre and to safety, such as first aid, safety and emergency response. Part of the allocated budget supports the staff of the affiliated centres, for revalidation or approval of the Civil Defense Internal Programme and for the recruitment of the civil responsibility insurance and damages to third parties. The DGPS transfers the allocated budget, according to annual goals, to each SEDESOL federal delegation in the 32 federal states. Institute of Social Security (or IMSS, in the Spanish acronym): Insurance for day-care centres or nurseries and social benefits are financed with 1% of the base salary, at least 80% of which goes to day-care centres or nurseries. This amount is completely covered by the employer, so the Secure Social Mexican Institute (IMSS), which provides funds to the day-care centre or nursery for the service, does not allow users to be charged additional fees. The resources are directly allocated to each operating unit.

The Netherlands' system of financing childminding and day care is carried out on a tripartite basis, with government, employers and parents all paying about 33% of the ECEC costs. Childcare is subsidised indirectly, depending on income, through the tax administration. Playgroups, on the other hand, are financed by the municipality, receiving block grants from the national government and parents. Some municipalities fully finance their playgroups. Target-specific programmes in both childcare and playgroups are financed by municipalities by specific, earmarked state funding.

In Norway, regarding the level of decision making about public ECEC funding at the local level, municipalities allocate funds to public kindergartens, which in turn affects the amount of funding granted to private kindergartens in the municipality, according to a nationally set formula. Earmarked grants are used to support services for children who speak a minority language.

In Slovenia, the state determines all the operating costs of ECEC as well as the fees of parents. However, the municipality finances ECEC and covers the difference between the total cost of ECEC and the reduced payment of the parents. Parents pay a certain percentage of the fee for children enrolled in kindergartens (integrated ECEC setting for children from age one to five) according to a pre-determined scale. The municipality covers the difference between the total cost of ECEC and the reduced payment of the parents. The central authority covers a portion of the parental fee in case that two children from the same family attend kindergarten (if there are more than two, parents are exempt of payment for the third and any next child). When children are enrolled in the childminding setting, the municipality covers 20% of the costs only if the child is enrolled on the waiting list of the kindergarten. Municipalities are responsible for investment in preschool education but they may receive funds from the national budget for that purpose. The amounts range from 10-70% of the total amount needed for investment, depending on the situation of the municipality. In some cases (i.e. in ethnically mixed areas and for Roma children) the ministry responsible for education finances the additional operating expenses arising from extra personnel and extra material costs. The ministry provides funding for investment and equipment in ethnically mixed areas. Whether locally collected taxes are used to finance kindergartens depends on the financial capacity of the municipality. If they are used, it is only for public, not for private kindergartens. Only in exceptional cases such as natural disasters are block grants used to finance kindergartens.

In the United Kingdom-England, capital investment was distributed to early years providers in late 2013.

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Chapter 2

Current state of play and trends in early childhood education and care (ECEC) monitoring systems

Even though considerable responsibilities for ECEC monitoring tend to be transferred to local authorities, common trends emerge. First, monitoring is on the rise across countries, to ensure accountability of investments in ECEC and satisfy an interest in quality enhancement. Second, efforts are made to improve monitoring methodologies and processes. Structural quality is most commonly monitored for regulatory compliance. The importance of monitoring "process quality", e.g. the quality of staff-child interactions, is being increasingly acknowledged, and monitoring staff quality has gained prevalence. More and more information on child development and outcomes is being gathered. The active role of local governments in managing ECEC quality is being complemented with national quality frameworks to support providers' monitoring. Third, areas of monitoring such as service quality, staff quality and child outcomes are rarely monitored separately. Fourth, ECEC monitoring progressively aligns with the primary-school monitoring system. And fifth, monitoring results are becoming increasingly publicly available.

Key messages

- With increasing investments in early childhood education and care (ECEC), it has become critical to ensure that ECEC systems perform well and deliver services of high quality.
- Monitoring is not only important for accountability purposes, but also for policy design, as it can suggest how quality can be improved. It is also important for informing parents about the level of service quality, so that they can make informed decisions about their choice of service.
- Monitoring quality is almost exclusively governed by public institutions or agencies such as ministries of education or inspectorates. In decentralised systems, local authorities also play a key role in this respect. Funding of monitoring systems is almost exclusively public, often sourced simultaneously by different levels of government.
- In many countries, local authorities are granted considerable responsibility for monitoring. While all participating countries and jurisdictions monitor service quality, a few countries do not monitor staff quality or child development and outcomes. When they do, child development and outcomes are most commonly monitored through observation.
- Wide differences prevail both in approaches to monitoring and which tools are used. Whether settings or local authorities choose their own approach or follow detailed national regulations varies. The majority of countries rely both on external and internal assessors. The most common external monitoring practice is inspections; the most common internal practice is self-evaluation. While external assessors usually benefit from comprehensive training, internal assessors do not always receive training and education in all aspects of the task of monitoring.
- Overall, greater focus is being placed on the coherence and quality of monitoring. Countries are increasingly applying a common approach to monitoring across different types of ECEC provision, and are clarifying the appropriate roles and functions of different agencies within their systems in this respect. Some countries are also improving the accessibility of information to key stakeholders, such as parents.
- While monitoring systems and practices vary widely, certain common trends can be observed. Monitoring is increasingly practised in all countries surveyed. This is largely due to the need for accountability of public investments in ECEC, and to increased interest in improving quality by identifying the strengths and weaknesses of ECEC systems through monitoring.
- Countries are making continuous efforts to improve monitoring methodologies and processes. Structural quality is the issue most commonly monitored for regulatory compliance, but increasing attention is being paid to the importance of monitoring "process quality", e.g. the quality of interaction between staff and children. Monitoring staff quality is thus on the rise. The collection of data on child outcomes, in the service of child development, is also being stepped up. Local governments are taking a more

active role in managing the quality of ECEC provision, and national quality frameworks are being set up to help providers monitor themselves.

- Areas of monitoring are often integrated. In other words, monitoring service quality, staff quality and child outcomes are usually not monitored independently. Early childhood monitoring is being aligned with the primary school monitoring system, as a more continuous view of early child development is called for. The results of monitoring quality, and service quality in particular, are becoming increasingly available to the public.

Introduction

Increasing investment, both public and private, in ECEC has made it increasingly important to determine whether ECEC systems are delivering high-quality services. While many OECD member and non-member economies have launched initiatives to upgrade ECEC quality, they acknowledge that there is still room for improvement in delivering high-quality ECEC to all children. Gaining an understanding of the performance of ECEC systems through monitoring is important not only for purposes of accountability, but for policy design and implementation, as well as for informing parents about the level of quality being offered (Levitt, Janta and Wegrich, 2008). Most importantly, monitoring quality can play a key role in determining whether and how provision of ECEC is supporting children's development and well-being – and what can be done to improve it.

The OECD's *Starting Strong III* (2012) noted that enhancing data collection, research and monitoring is considered to be one of the five key policy levers[1] for improving quality in ECEC and for ensuring the greatest benefits to children and their families. This section provides a brief overview of the monitoring systems (the organisation of monitoring) and practices (how monitoring takes place on the ground) in the participating jurisdictions, discussing their rationale for monitoring, governance, funding, scope and the evaluators/assessors conducting the monitoring. The section concludes by introducing common trends that emerged in a majority of the jurisdictions that participated in this study.

Overview of ECEC monitoring systems

The following section details country responses on what quality means in ECEC monitoring systems, why countries monitor quality in ECEC, how the monitoring is organised and funded, which areas are covered by monitoring practices, and who undertakes the monitoring.

What is quality in ECEC monitoring systems?

In seeking to assess quality, monitoring systems need, explicitly or implicitly, to make certain assumptions about what quality of ECEC is or should be. As Litjens (2013) notes, quality can be seen as encompassing all the features of children's environments and experiences that are assumed to benefit their well-being. Such features include the use of a curriculum, staff characteristics, teacher or caregiver behaviour and practices, and the staff-child interaction at the core of a child's experience of ECEC, often referred to as process quality. Quality also involves structural features of ECEC settings such as space, group size and safety standards (NCES, 1997; OECD, 2006; OECD, 2012). Importantly, definitions of quality differ between countries, since the concept is value- and culture-based, and definitions of quality tend to change over time (Kamerman, 2001). Most participating jurisdictions set out their definition of quality in ECEC in their curricula or

in legislation. Only three jurisdictions, Chile, Portugal and Korea, reported that no national regulation was in place defining what quality is. However, this does not imply that they do not implicitly define quality through standards, regulations and monitoring indicators. As this report will show, a variety of aspects related to "quality" can be monitored.

Why do countries monitor quality in ECEC?

Countries cite a variety of reasons for setting up quality-monitoring systems. Australia suggests that the main driver was to improve service quality, including staff quality, curriculum implementation and child outcomes, and to streamline two existing systems into one. Monitoring quality in pre-primary education in the Flemish Community of Belgium can be seen as a response to societal expectations regarding the quality of education, as well as parliamentary measures designed to ensure quality. Similarly, the French Community of Belgium cites pressure from parents and society to formalise monitoring practices, as more and more children participated in crèches and childminding services. In Chile, the reasons are diverse. Monitoring service quality was motivated by the desire to protect children and foster their education. It was hoped that monitoring staff quality would improve staff quality and establish sanctions and rewards. Monitoring child outcomes was inspired by the need to improve ECEC provision, but also to find out whether mothers are working and if not, for what reasons. In Germany, monitoring child development was mostly motivated by concerns about language development, including language acquisition of non-native speakers. In Kazakhstan, the national monitoring system was established in 2012, to address conflicts of interest involving local authorities operating both as providers and as evaluators, which led to regional disparities in quality and child outcomes. Sweden notes that its inspections were motivated by asserting individual rights to knowledge and personal development, national equivalence and contribution to a higher national standard. Its system was established to address the need for evaluation, audit and accountability in a highly decentralised system where significant responsibility was allocated to local authorities. England (United Kingdom) reports that its system was driven by a need to ensure access to a high quality of experience in the early years, as well as to provide accountability and information to parents.

A systematic look at responses to the survey shows that most countries and jurisdictions mention that monitoring quality in ECEC was inspired by the need to ensure accountability, with or without sanctions in case of noncompliance, the improvements of service quality, staff performance and child development, as well as the collection of information for policy making. These reasons will be discussed in more detail throughout the report. For now, it is worth noting that the key purpose of monitoring quality appears to be to improve quality in various areas.

How are the monitoring systems governed?

In all responding jurisdictions, it is government institutions or government-related agencies that monitor quality in ECEC settings. While countries such as Chile and France assign monitoring responsibilities to the national level, others, such as Finland and Italy, rely on regional and local authorities (see Table A2.1 in this chapter's Annex). For the vast majority of settings, this monitoring practice is mandatory. In Germany's highly decentralised ECEC system, the main responsibility for monitoring quality in child day-care centres lies with the providers. Most of the large welfare organisations providing such services have established their own quality-evaluation systems. Public Youth Welfare

Offices take a consultative approach, using counsellors (*Fachberater*) rather than regular monitoring or inspection procedures. The case of Berlin, which is discussed in Box 2.1, is the exception to this general approach. A national approach to monitoring in a decentralised system in Sweden is discussed in Box 2.2.

The important role attributed to local authorities in monitoring, often jointly with national agencies or ministries, reflects the decentralised nature of the sector. Among participating jurisdictions, one of three types of public institutions is typically responsible for the design of the monitoring system:

- the ministry in charge of ECEC itself
- an independent national agency or department
- local authorities.

How are monitoring systems funded?

There are great variations in the funding of monitoring across and within jurisdictions. Public funding is dominant, and only the Czech Republic uses private funding exclusively to monitor its day nurseries and private institutions that care for children, founded under the Trade Act. In Germany, private funding is used for the monitoring of private non-profit day-care centres, whereas the monitoring in public centres is financed publicly.

Some countries, such as Australia, rely exclusively on national public funding for monitoring. In line with the distribution of responsibilities, the French and Flemish Communities of Belgium exclusively use regional public funding for this purpose. National funding is clearly dominant, with 17 countries resorting to this mode of financing. Reflecting the often decentralised nature of the sector, monitoring is at least partly financed by the local or municipal level in 12 countries and jurisdictions. Several countries combine different sources of funding for monitoring in selected settings, as in Italy, where monitoring of integrative services for early childhood and nursery schools use both regional and local public funds. Sweden uses national public funding for the monitoring of municipal ECEC settings and municipal public funding for the monitoring of independent (private) settings. In the Netherlands, the monitoring of ECEC settings is financed by local authorities and the national government (see Table A2.2 this chapter's Annex).

Participating jurisdictions provided limited information on the cost of monitoring in public settings. However, the information collected suggests strong variations across countries. New Zealand spent around NZD 9.9 million (the equivalent of USD 6.7 million)[2] on monitoring education and care services in ECEC in 2012. This funding covers all service types and is the appropriation that the Education Review Office (ERO) receives from the Crown for reviews of all types of early childhood services. The ERO reviews between 1 300 and 1 460 early childhood settings per year. Chile spent around USD 7.2 million on monitoring staff quality in pre-primary education for 4-5 year-olds (*escuelas*) in 2012. The annual cost of monitoring the basic standards for all kindergartens by the *Junta Nacional de Jardines Infantiles* or JUNJI (the National Kindergarten Board) in Chile was around USD 3 million in 2012. Korea reports that childcare centres pay a small amount of money as an application fee for monitoring, depending on the number of children of the centre. If the number of children is under 40, the centre pays about USD 230. If the number of children is between 40 to 99, the application fee is about USD 280. If the number of children is over 100, the application fee is about USD 420.

Box 2.1. **Monitoring for quality enhancement in Berlin**

The OECD PISA findings for 2001 on Germany's education system ignited a nationwide debate, in what came to be known as the "PISA shock". Germany was ranked as performing only at OECD average level, exposing the weaknesses of its education system. In the ensuing demand for significant reform, early childhood emerged as a key element in successful education. Given the high educational potential of childcare services, the *Land* of Berlin decided to delegate the formulation of an ECEC curriculum to an interdisciplinary research institute, and introduced the mandatory Berlin Educational Programme (*Berliner Bildungsprogramm*) in 2004, which was subsequently updated in 2014. This curriculum provides information for staff to promote children in their global development and is well regarded by ECEC providers, associations, educators and experts.

Berlin was interested not only in establishing an educational framework, but to use the curriculum as the basis for a framework to develop ECEC quality and create an inspiring learning environment for children. A task force consisting of the Berlin Ministry for Education, Youth and Science and ECEC providers' associations drew up an agreement to develop the quality of all publicly funded ECEC centres in Berlin, to guarantee their permanent quality development based on the curriculum. A system of regular quality monitoring in ECEC centres has been established – the only one in Germany to date. The aim is to monitor the implementation of the curriculum through internal and external evaluations and offer targeted support to ECEC services, to improve their pedagogical practice and establish good practices in ECEC settings.

Since 2005, Berlin has provided material and a toolbox for internal evaluation, which sets out eight areas for evaluation: creating a rich learning environment; supporting children's development; responding to the lives of children; observation and documentation of children's learning processes; co-operation with parents; transition from ECEC to school; rooms and material; strengthening participation and democratic values in ECEC practice. However, ECEC providers and their teams are free to choose other methods and tools if these reflect the relevant quality criteria of the curriculum. Moreover, they are instructed to involve all pedagogues who work in the setting. Facilitation of the internal evaluation usually lies with the manager of the setting. Two hundred specially trained facilitators support the internal evaluation process externally. However, the pedagogues of the ECEC setting are the main agents of the internal evaluation. They discuss the level of quality that has been achieved, consider possibilities of further quality development and agree on the next steps. ECEC providers bear the costs of the evaluation, and are informed about the results and the measures that have been agreed upon. They are required to draw up and implement plans for further education of staff in light of the results of the evaluation.

As of 2010, all Berlin ECEC centres are required to undergo an external evaluation every five years. External evaluators provide ECEC settings with professional feedback on their pedagogical work. Feedback is given on each of the eight quality areas. Assessments must consider the perspectives of ECEC provider, management, individual staff and parents. Evaluators use interviews or written questionnaires for this purpose, and include observations, e.g. on structural aspects of the building, on material resources and especially on interactions between children and staff. After the analysis of the data, the ECEC provider and staff receive face-to-face feedback and a written evaluation report. The report includes statements on the level of quality achieved and on areas where improvement is needed; and includes concrete recommendations for further quality development. Results are not made publicly available unless the ECEC provider decides this is necessary or desirable. No sanctions and/or rewards are involved, and no rankings of ECEC settings are issued. ECEC centres can choose between nine accredited evaluation agencies to assign the evaluation. Agencies apply different evaluation methods and tools.

The overall monitoring system is coordinated by the Berlin Institute for Quality Development in Kindergarten (*Berliner Kita-Institut für Qualitätsentwicklung*, BeKi) on behalf of the state of Berlin. BeKi is responsible for the training of multipliers and facilitators of internal evaluation, the accreditation and co-ordination of the evaluation agencies, as well as the aggregation of data and results of the evaluation process for steering purposes.

Source: Draft case study submitted by the German Youth Institute, edited by the OECD Secretariat.

Box 2.2. **National inspection in a decentralised system: the Swedish Schools Inspectorate**

The Swedish inspection model was created to respond to the needs of national evaluation, audit and accountability in a highly decentralised system of governance with a high degree of local responsibility. Regular educational inspection has been in place since 2003, first under the auspices of the Swedish Agency for Education; subsequently, the Swedish Schools Inspectorate was created for that purpose in 2008. The Schools Inspectorate is an independent agency that monitors the municipalities and their preschools. The municipalities are in charge of monitoring private ("independent") preschools. While the curriculum, national objectives and guidelines for the public education system are laid down by the Swedish Parliament and the government, the main responsibility for education activities lies with the municipalities and principal organisers for private preschools. Within the objectives and framework established at the national level, the individual provider – a municipality or a board of a private preschool – may determine how its preschools are to be run. The inspection controls whether the municipalities and the preschools fulfil their responsibilities in relation to the regulations set out in the Education Act, and how well educational activities and preschools are functioning in relation to the national objectives and the national curriculum. Above all, the inspection controls whether municipalities and preschools have systems for self-evaluation and strategies for self-improvement efforts. The inspection areas are chosen in accordance with local responsibilities and the autonomy of the preschools.

The Swedish Schools Inspectorate and the municipalities have a clear legal basis for the supervision of municipal and independent preschools, respectively. Joint provisions on the powers of supervisory agencies are introduced in the Education Act, including a scale of sanctions, which are intended to apply equal standards to municipal and private preschools. Orders for improvement may be imposed with conditional financial penalties. The purpose of inspection is threefold:

1. asserting the right of each individual to knowledge and personal development
2. asserting national equivalence
3. contributing to a higher national standard.

The educational inspection is conducted through regular supervision and thematic quality evaluations (so-called quality audits). In a regular supervision, the focus is compliance with the law, and the purpose is to ensure the right of each individual under the Education Act. Activities are scrutinised on a number of topics. In the thematic quality evaluations, focus is on the quality of the teaching and learning, in relation to the results and performance of preschools. The aim is to increase quality and standards of achievement of preschools and principal organisers. The experiences gleaned from quality audits, including good practices, are summarised in a joint report, which other preschools and municipalities can use for guidance on how to improve quality.

The Inspectorate's decision reports in which areas municipalities are failing to meet national requirements for preschools and where preschools are failing to fulfil the service requirements. The Inspectorate may invoke penalties to apply pressure so that a principal organiser rectifies its activities. If the principal organiser does not take action or seriously neglects its obligations, the Swedish Schools Inspectorate or the municipality may decide to impose a conditional fine or measures at the principal organiser's expense. In the case of a private preschool, the municipality may revoke its license to operate.

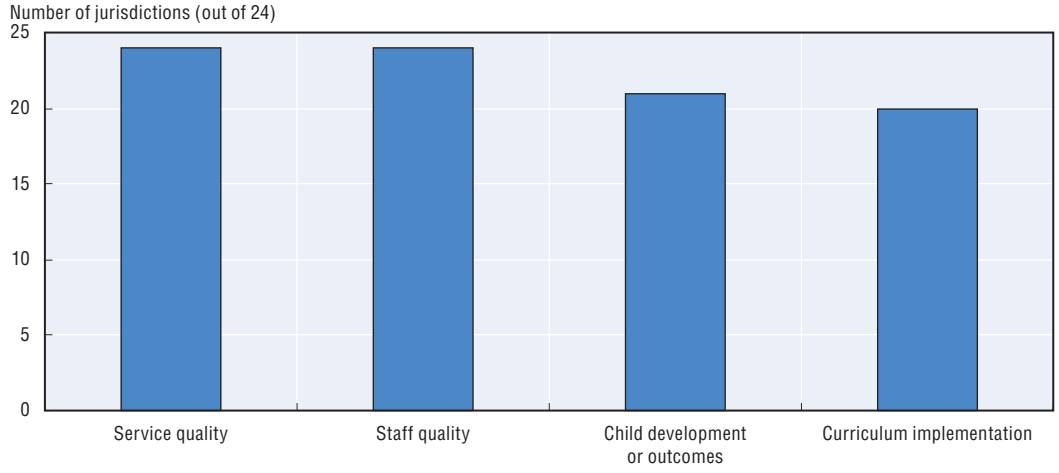
In connection with the supervisory and quality auditing activities, the Inspectorate provides advice and guidance on what the preschools and the municipalities need to rectify, on the basis of legal requirements. Anyone, for example parents and staff, may report grievances to the Inspectorate. The Inspectorate investigates these matters and determines how the preschool or municipality must address them.

Source: Draft case study provided by the Swedish Ministry of Education and Research, edited by the OECD Secretariat; Swedish Schools Inspectorate, 2009.

What is being monitored?

Some areas are more commonly monitored by jurisdictions than others. While all 24 countries and jurisdictions monitor service quality, there is more variation in the monitoring of child development and outcomes (21) across countries and settings, as shown in Table A2.3. This does not necessarily imply that there is central reporting or a national regulatory requirement in all of those countries, but that monitoring in these areas is at least a common local practice. Curriculum implementation is most commonly monitored as part of service or staff quality, as illustrated in Box 2.1. As a general rule, the more formalised the setting, the more areas that are monitored, e.g. centre-based care with regular attendance is often monitored more comprehensively than family day care and drop-in centres. In many countries, older groups of children are subject to a broader spectrum of monitoring practices. France, for example, monitors only service and staff quality in family day care, while in crèches, curriculum implementation is also monitored. In French preschools, all areas, including child development and outcomes, are monitored.

Figure 2.1. **Areas monitored in early childhood education and care**



Source: Table A2.3, OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

StatLink *http://dx.doi.org/10.1787/888933243039*

Alignment of ECEC monitoring and primary schooling presents is also very variable. Of 24 responding jurisdictions, 14 have aligned their monitoring of ECEC or early education with that of primary schooling. Some countries that have not yet aligned their systems, such as Ireland and Finland, are considering doing so, principally to ensure smooth transitions. In France, this is also a function of the highly integrated nature of preschool education and primary school. Other jurisdictions, such as the Flemish Community of Belgium and the Netherlands, emphasise that alignment is important to help children with difficulties in a timely manner.

How is monitoring typically carried out?

Monitoring practices can be internal, carried out by the setting and its staff themselves, or external, through an agency or peers from outside the centre. In monitoring of service and staff quality, the most common external practice is inspections (in 23 out of 24 countries and jurisdictions) and the most common internal practice is self-evaluation (22 out of 24 countries and jurisdictions). While boundaries are blurred, those practices reflect two key monitoring purposes: inspections to ensure accountability and compliance, and self-evaluation to improve and inform staff practices and services. Other forms of

external monitoring include surveys (17) and external peer reviews (6). Internally, internal peer reviews (9) and tests (1) are also conducted (see Table 2.1 below). For monitoring child development and outcomes, the most common practice is to use observational tools (in 17 countries and jurisdictions), followed by narrative assessments (15) and direct assessments (11) (see Table 5.2 in Annex). The tools used for all of these practices will be discussed in detail in the following chapters, after an analysis here detailing which actors are involved in monitoring in the different areas and their preparation for the task.

Table 2.1. **Monitoring practices for service and staff quality**

Jurisdiction	External			Internal		
	Inspections	Surveys	Peer reviews	Peer reviews	Tests for staff	Self-assessment/ evaluation
Australia	X					
Belgium-Flemish Community*	X					X
Belgium-French Community	X					X
Chile	X	X	X	X		X
Czech Republic	X	X				X
Germany	X	X				X
Finland*	X	X		X		X
France	X	X	X			X
Ireland	X					
Italy	X	X				X
Japan*		X				X
Kazakhstan	X	X	X	X	X	X
Korea	X	X		X		X
Luxembourg	X					X
Mexico	X	X		X		X
Netherlands	X	X				X
New Zealand*	X			X		X
Norway	X	X				X
Portugal	X					X
Slovak Republic	X	X	X	X		X
Slovenia	X	X		X		X
Sweden	X	X	X	X		X
United Kingdom-England	X	X				X
United Kingdom-Scotland	X	X	X			X

Notes: This table presents overall trends in practices, which may not apply to all settings in every country or jurisdiction. See Chapters 3 and 4 for further details.
In Belgium-Flemish Community, in childcare settings, staff quality and service quality are monitored during the same inspection. Monitoring practices for service and staff quality are linked.
In Finland, external monitoring practices take the form of inspections only in response to complaints, and peer review is not commonly used. For internal monitoring practices, municipalities make the decision themselves.
In Italy, surveys are not implemented at the national level, but are rather used on a case-by-case basis locally and even by individual centres or preschools.
In Japan, evaluations are also undertaken by parents and other local stakeholders. Staff quality is not monitored.
In New Zealand, external inspections of service quality, but not staff quality, are conducted.

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

StatLink http://dx.doi.org/10.1787/888933242967

How are evaluators and assessors trained to monitor quality in ECEC?

In different areas of scrutiny, the individuals conducting the monitoring are in a crucial position to ensure successful implementation and the meaningful use and communication of results. While important differences obtain across participating jurisdictions in training individuals to conduct assessments and evaluations in ECEC, the training of evaluators within their borders tends to be comparable.

Research suggests that evaluators need to be trained and monitored to apply monitoring practices and tools, ensure that they are properly understood and that practices result in consistent and objective judgements (Waterman et al., 2012). Policy makers, ECEC professionals and managers or leaders need appropriate skills to use monitoring practices and the data collected, and to translate monitoring results into practice. Evidence indicates that staff who receive training in the implementation of monitoring practices have been found to commit fewer mistakes, and that results of their monitoring are less often biased by their personal opinions (Hoyt and Kems, 1999; Raudenbush et al., 2008). Furthermore, training on monitoring practices has been found to enhance the quality and quantity of practices (Stuart et al., 2008), and increase staff capacity to use assessment for learning and development (Mitchell, 2008; see also Litjens, 2013).

External evaluators

As shown in Figure 2.2, 17 out of 24 responding jurisdictions, a clear majority, use on-the-job or in-service training to train their evaluators. In 4 cases, in-service training is combined with other sources of training. In total, 5 jurisdictions rely on pre-service training. Chile, the Netherlands and England (United Kingdom) combine it with on-the-job training, but Australia and Germany do not include pre-service training. Pre-service training of external assessors takes less than 3 months in Australia, Chile and Germany. Training is organised differently for different evaluation schemes. In many cases in Germany, evaluators are required to have a qualification as educator and several weeks of pre-service training. In England (United Kingdom), pre-service training takes between 3 and 6 months, and requires a degree and significant experience in early childhood development. In Mexico, external assessors need to have completed training in preschool education. Only 3 countries, Finland, Italy and Norway, still rely on external assessors/evaluators who are not specifically trained, or at least not required by regulation to receive training before undertaking monitoring (see also Table A2.4 in this chapter's Annex). However, practices may differ locally.

Wide differences prevail in the duration of in-service education of external assessors, both across countries and across settings within countries. In many cases, the duration of annual mandatory in-service training for external assessors/evaluators is not specified. In Chile, Korea and Portugal (kindergarten only), the training lasts between 1 and 5 days per year, while for those working in pre-primary education in the Flemish Community of Belgium, it is 5 to 10 days. While in Chile, training is not legally required, JUNJI offers three-day courses for evaluators, and evaluators of the *Agencia de la Calidad de la Educación* (Education Quality Assurance Agency) receive 30 days of training per year. However, Chile's Ministry of Education does not offer professional development training to the educators who monitor staff quality.

In most participating jurisdictions, external evaluators receive training in a variety of areas. The areas of instruction differ, but skills for implementing monitoring practices were most often cited (in all 16 countries and jurisdictions that provided information on this topic), followed by theories and technical knowledge of monitoring quality, e.g. regarding inter-rater validity and reliability (13) and the interpretation of monitoring results (12). The variety of training providers is diverse, including ministries, inspection agencies, research settings, coaches and private providers. In Germany, training is offered by not-for-profit providers, often associated with religious institutions, while in Sweden, the Schools Inspectorate fulfils this role (see Table A2.5 in this chapter's Annex). Formal accreditation of in-service training for external evaluators is the exception.

The most common format of in-service training is work-based training, i.e. training taking place in the ECEC setting itself, as cited by 11 jurisdictions, such as Ireland, Portugal and Sweden. In the area of education in the Flemish Community of Belgium and France, this is complemented with e-learning, while in Chile, full-time schooling is available for external evaluators working with pre-primary education for 3-5 year-olds (*colegios*) (together with work-based training) and pre-primary education for 4-5 year-olds (*escuelas*) (without work-based training). Belgium's two communities, Ireland, Korea and Mexico also use short-term courses for evaluators in some or all settings, either alone or with work-based training.

Figure 2.2. **Training provision for early childhood education and care assessors and evaluators**

Note: Information on the existence of training for external assessors/evaluators is based on 23 countries and jurisdictions; information on the existence of training for internal assessors/evaluators is based on 22 countries and jurisdictions.

Source: Tables A2.4 and A2.6, OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

StatLink http://dx.doi.org/10.1787/888933243042

Internal evaluators

Training of internal evaluators is less common across jurisdictions, as illustrated in Figure 2.2 (see Table A2.6 in this chapter's Annex). Almost half of participating jurisdictions, 10 out of 24, report that internal evaluators are not specifically trained for their job. Among those that receive training, the most common approach combines pre-service training (available in 7 jurisdictions) and in-service training (available in 11 jurisdictions), with only the Czech Republic[3] relying exclusively on pre-service training, and Mexico[4] and New Zealand exclusively on in-service training. In 8 out of 10 countries and jurisdictions a difference between settings in the way internal assessors are being trained is being reported. With the exception of Luxembourg, where only pre-service training related to monitoring varies across settings, all the 8 jurisdictions reporting such differences note that those differences concern both pre-service and in-service training. This suggests that specific training for internal evaluation is often linked to different initial education programmes, as well as setting-specific professional development practices.

Participating jurisdictions provide little information regarding the duration of pre-service training of internal evaluators. In the Czech Republic, Korea, the Netherlands and Norway, training in evaluation is part of the initial education of ECEC teachers. In Mexico, pre-service education in internal evaluation lasts less than three months for public child development centres for 0-5 year-olds (CENDI). In Luxembourg, the duration for implementing the "plan for school achievement" (*plan de réussite scolaire*) is less than three months for the early childhood education programme and compulsory preschool education. For Slovenian kindergartens, the duration varies for different types of staff, with training on critical evaluation, development process approach and active learning integrated into initial training in early childhood education.

Out of ten responding jurisdictions, seven report that their internal assessors are legally required to undergo professional development on monitoring and evaluation. For mandatory preschool and public child development centres for 0-5 year-olds (CENDI) in Mexico, the duration is between one and five days. For both ECEC for children under 3 years (CONAFE) and Mexican mandatory preschool, such training takes place during intensive meetings of the Technical School Boards in August, prior to the school year. State authorities, supervisory, technical and pedagogical advisors, school directors, educators and educational assistants are involved in these boards. In the Netherlands and England (United Kingdom), such obligations depend on the policy of the respective ECEC provider or setting.

Where information on the areas in which internal assessors are being trained is available, the training commonly covers three key areas: theories and theoretical knowledge on monitoring quality, implementation skills, and how to interpret the monitoring results. This is the case in the Czech Republic in kindergartens in the School Register funded by the state budget and private kindergartens registered in the School Register. In Mexico,[5] the first area is not covered for federal home-based early education for 0-3 year-olds (CONAFE) and federal social security centre-based care for 0-5 year-olds (IMSS). For the latter, only training in preschool education is compulsory.

Very few jurisdictions provide information on differences in the format of training of internal evaluators between settings. In Korean childcare centres, the format can be work-based training and/or e-learning and/or short-term courses, while training in kindergartens can be work-based and/or short-term courses. In Mexico, federal social security centre-based care for 0-5 year-olds relies on work-based training, e-learning and short-term courses, for federal home-based early education for 0-3 year-olds those training models are complemented by full-time schooling. Public child development centres for 0-5 year-olds only use work-based training and short-term courses in Mexico. In Scotland, short-term courses are common in private nurseries, in partnership with local authorities and local authority nurseries. Managers often take one-day courses and then share their newly acquired knowledge with staff. In Scottish childminding, internal assessors rely both on e-learning and on short-term courses. In Slovenia, the formats differ according to providers and whether provision is private or public. The country cites the example of a seminar on quality by a private provider that discusses continuous improvement, quality management and staff development.

This chapter has provided an overview of ECEC systems across OECD member and non-member economies, emphasising rising enrolment rates, an increasing orientation towards quality and education, as well as an emerging trend towards the integration of services and

ECEC governance across different age groups. Monitoring systems are as diverse as service provision itself, with a strong focus on quality improvement, the collection of information for policy making, as well as accountability. Internal evaluators, the individuals at the heart of the monitoring systems, often do not receive comprehensive training and education for their important task.

Trends in monitoring quality in ECEC

Overall, countries report an increasing focus on the coherence and quality of monitoring and, in some cases, increased monitoring and evaluative activity. A common approach to monitoring across different types of ECEC provision is increasingly being applied, and the appropriate monitoring roles and functions of different agencies in their systems are being clarified. In addition, some countries are expanding access to information for key stakeholders, such as parents.

Increased monitoring activity, and clarity of monitoring purposes and responsibilities

Monitoring and evaluation of early childhood education and care have increased across countries. This reflects greater interest in ECEC amongst decision makers and wider stakeholders. In some cases, it also indicates a desire for accountability, given increases in public spending on ECEC. Better information can assist future decisions for improving effectiveness and efficiency. Countries stated that policy drivers facilitating the creation of a monitoring system include: striving for better ECEC in general; improving service quality; providing young children with high-quality ECEC; and for accountability purposes.

Chile's move towards an integrated approach, using an inspection agency to conduct monitoring, could ensure more independence than a system relying on providers for monitoring. While self-review continues to be an important component in many systems, a trend toward independent monitoring could be observed. Administrative agencies are generally responsible for implementing policy and operational decisions. Greater independence of monitoring can be achieved by separating the monitoring function from these administrative functions. Countries with independent monitoring agencies, such as the United Kingdom and New Zealand, are clarifying their roles and responsibilities in relation to the administrative agencies, to give greater clarity to providers and to avoid duplication.

Improving ECEC monitoring methodology

A number of countries have improved and refined the frameworks, methodologies and processes for monitoring ECEC. The most commonly observed include: *i)* monitoring "structural quality" for compliance; *ii)* setting out national quality frameworks for providers; *iii)* increasing responsibility of local governments; *iv)* a growing interest in "process quality"; *v)* monitoring the ECEC workforce; and *vi)* monitoring child development and outcomes.

Structural quality is most commonly monitored for regulatory compliance

No country reported having in place a specific or explicit definition of "quality" in ECEC curricula or legislation. However, references to "regulations or legislation", "curriculum", and/or "minimum standards for ECEC settings" can be interpreted as implicit definitions of quality, since these frame the standards expected. Many countries, including France, the Slovak Republic and Italy, mentioned aspects of "structural quality" (including staff-child ratio, teacher qualifications, indoor/outdoor space and materials) as an important aspect

of overall quality in ECEC. In monitoring structural quality, countries often monitor for regulatory compliance, including health and hygiene regulations, safety regulations and minimum staff qualifications. Some countries have started to include working conditions as part of compliance.

All countries now have a legal obligation to monitor quality in ECEC. In most countries, this applies to all ECEC settings. In Chile, Italy and the Slovak Republic, exceptions are made for nursery and care settings. In Japan, monitoring quality is mandatory for kindergartens, but not for childcare centres. Kindergartens or other forms of preschool are otherwise always monitored.

Growing recognition of the importance of monitoring "process quality"

While minimum standards can guarantee the health and safety of children in ECEC environments and ensure a minimum level of quality, research points out that process quality is most relevant for providing high-quality educational and developmental experiences for children (Anders, 2014; OECD, 2012; Shonkoff and Philips, 2000). Process quality refers to the nature of the pedagogical interactions between ECEC staff and children, interactions among children, and communication between staff and parents. Depending on the nature of these experiences and interactions, children will have stronger or weaker foundations for their future development. As a result, countries are increasingly focusing on process quality in monitoring staff quality and staff performance.

The French Community of Belgium, the Slovak Republic, Slovenia and Sweden were amongst a number of countries for whom "process quality" was also an important aspect of quality. However, respondents also noted a greater need for more knowledge and data on what happens in ECEC settings as well as on what ECEC staff can communicate to parents to enhance the quality of home learning environments for their children.

Increased monitoring on the ECEC workforce

The collection of data on the ECEC workforce can help design evidence-based strategies for both workforce development and supply. Norway uses such data for evidence-based policy making. Statistics Norway regularly collects data on ECEC staff, working conditions and workforce supply. Additionally, standardised annual reports from kindergartens record the number of their staff and their qualifications. These data have helped identify policy areas in need of improvement or challenges in the ECEC sector indicating the need for more qualified staff and, more specifically, which regions are having difficulties with workforce supply. As a result, the Ministry of Education and Research launched a general action plan for the recruitment of preschool teachers in targeted regions.

Several rating scales to assess the quality of the overall learning environment are in use across countries. The Classroom Assessment Scoring System (CLASS) was developed in the United States as a downward extension to ECEC of a school-based interaction scale. This scale shows reasonable predictive validity. It has been used in several countries, including Portugal, and has a focus on educationally relevant interactions. Other rating systems used internationally to assess the quality of the physical, educational and social environment include the Infant/Toddler Environment Rating Scale (ITERS-R), the Early Childhood Environment Rating Scale (ECERS-R), or the Quality Rating and Improvement System (QRIS). Those tools are being applied for external evaluations as well as for self-evaluation and quality enhancement in countries such as Germany, Ireland, Italy (on a local basis), Portugal and the United States.

Growing practices in gathering information and data on child development and outcomes

OECD countries have different views on and take different approaches to monitoring child development and outcomes. Some countries collect data, while others provide a broad picture of children's development through formative assessments, such as the use of portfolios. In the Netherlands, data on child development is collected every two years from a sample of children attending ECEC in the Pre-COOL database, conducted at the request of the Netherlands Organisation for Scientific Research (NWO). The information offers an overview of trends in child development and ECEC participation. This can be used by policy makers to analyse whether existing policies are achieving the intended impacts and whether adjustments are needed. Australia has increased its focus on child outcomes, through the development of the Australian Early Development Instrument (EDI). This is a measure of children's development and well-being, and is reported at the school level rather than at the level of the individual child or class. The EDI is implemented in conjunction with ECEC staff, who have reported that the results have informed their processes and practice, making them better able to meet children's needs (Early Years Institute, 2012).

Many ECEC settings in Finland and Norway use portfolios (those include e.g. children's photos and drawings) as a record of each child's life and growth. These are often used to facilitate discussions with parents and smooth a child's transition from one setting to the other (or a primary school) by sharing the information about the child. The Flemish Community of Belgium uses a mixture of different tools such as direct assessment, narrative assessment and an observational tool to collect data on child development and outcomes in pre-primary education. Mexico has developed data on children, taking into account children's views and perspectives. In New Zealand, children's experiences are described in a narrative Learning Story Framework by both staff and children. The Framework focuses on assessment in a narrative form as a story, a connection between the individual learner and the environment. This has provided a useful way for children and practitioners to reflect on ways to implement curriculum and assessment practices.

Increasing requirements for local government to manage ECEC quality

In many countries and jurisdictions, external monitoring is not conducted at the national level, i.e. no national authority or agency conducts external monitoring. In most countries, such as in Finland and Germany, external monitoring is done at the regional or municipal level. The responsibilities for the implementation are often decentralised, including the decisions on what should be monitored (e.g. service, staff, child development) and how to conduct such monitoring (e.g. methodology and instruments).

National quality frameworks and support measures can promote monitoring by providers

Some countries have started to provide national quality frameworks and support measures to assist ECEC providers in undertaking inspections and self-evaluation. Australia, for example, introduced a National Quality Standard (NQS) in 2012 regulated by state and territorial authorities. This sets out standards and key elements to be addressed in self-assessments of services' own practice. This systematic assessment gives providers an informed view of the quality of education and care as experienced by children and their families, and allows for improvements to be identified.

Integration of approaches

While there is a trend towards greater decentralisation of responsibility for ECEC provision, there is also a trend towards greater integration in the approach to monitoring different types of provision. In an increasing number of countries, overall responsibility for ECEC is now integrated in one government agency, generally the ministry or department of education. Another trend is toward concentrating responsibility for monitoring of ECEC within a single agency.

Different aspects of ECEC quality are being monitored, e.g. service quality, staff and process, as well as curriculum implementation. Some jurisdictions monitor different aspects distinctly, with specific tools. Korea uses document reviews and observations to specifically monitor process quality. Others consider that monitoring quality is a complex procedure, since quality encompasses a variety of elements, and it is difficult to separate the overlaps between them. Most countries externally monitor staff quality, while monitoring service quality is also part of the external monitoring service quality procedure. In addition, internal monitoring procedures of service and staff quality are often used for external monitoring practices of service and/or staff quality. These practices are often intertwined with a larger monitoring exercise, and collectively form a monitoring procedure or system. For instance, self-evaluation of service or staff quality practices can be part of a larger external monitoring service quality procedure.

Aligning ECEC and primary education

Roughly half of all jurisdictions indicated that monitoring ECEC is linked with the monitoring system of primary schooling. The most frequently quoted reason for aligning both systems is to ensure a smooth transition between ECEC and primary school, which is easier if ECEC settings are part of the school system. This is also because ECEC has expected educational or developmental outcomes that are similar to schools'.

Ireland noted that it is considering moving to a more aligned approach. For some countries, such as France, this alignment reflects the integrated nature of early childhood education and primary education, and also childcare and pre-primary education. For countries that have recently made or are considering this change, such alignment is seen as a means to bridge ECEC and primary education, and ultimately, to smooth transitions for children and their families. Other countries express concern that integrating ECEC and primary education risks to lead to schoolification and expose children to the more formal school setting too early.

Better dissemination of information

A number of stakeholders have an interest in the findings from monitoring and evaluating ECEC provision. They include: *i)* national, regional and local authorities; *ii)* ECEC owners, managers and other staff; *iii)* parents and the wider community; and *iv)* researchers.

In response to the demand for increased information and for greater transparency of public services, a number of countries have improved access to information on the quality of ECEC services. This is an important means through which parents and stakeholders can hold the ECEC system accountable and point out the need for improvement or change. Not only does this help provide information on ECEC system performance to the general public, but the results may also be used by stakeholders to take action. For example, parents may use monitoring results to make decisions about their child's participation in ECEC.

In Germany, the Bertelsmann Stiftung collected ECEC data on participation rates and types of settings, among other things, and published it in a report, "State by State: Monitoring Early Childhood Education Systems 2013". The aim was to provide the general public, parents and policy makers with data about ECEC in all 16 German *Länder* in understandable language.

Notes

1. The others are: setting out quality goals and regulations, designing and implementing curriculum and standards, improving qualifications, training and working conditions, and engaging families and communities.
2. 2012 PPP value downloaded on 17 February 2015.
3. Information not available for all settings.
4. Information not available for all settings.
5. Information missing for the country's other settings.

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ANNEX A2

Background information on early childhood education and care (ECEC) monitoring systems

Table A2.1. **Responsibilities for monitoring quality**

Jurisdiction	Type of setting	Monitoring agency or institution	
		Government or government-related agency	Non-government related agency
Australia	All ECEC settings	State government	
Belgium-Flemish Community	Family day-care providers; day-care centres	Care Inspection Agency (an agency of the Flemish government)	
	Pre-primary education	Education Inspectorate	
Belgium-French Community	Nursery; childminders	*Office de la Naissance et de l'Enfance* (French Community)	
	Preschool	Ministry of Education	
Chile	Community kindergartens	*Junta Nacional de Jardines Infantiles* or JUNJI	
	Kindergartens	JUNJI or *Agencia de la Calidad and Superintendencia de Educación*	
	Pre-primary education for 3-5 year-olds; Pre-primary education for 4-5 year-olds	*Agencia de la Calidad and Superintendencia de Educación*	
Czech Republic	Day nursery	Ministry of Health	
	Kindergarten in the School Register, funded by the state budget	Czech School Inspectorate	
	Private kindergartens registered in the School Register	Czech School Inspectorate	
	Private institutions taking care of children founded under the Trade Act		
Finland	All ECEC settings	Regional state administrative agencies; municipalities/settings	
France	Community crèches	Ministry of Social Affairs and Health, National Fund for Family Allowances	
	Family day care	Ministry of Social Affairs and Health, National Fund for Family Allowances	
	Pre-primary school	Ministry of National Education	
Germany*	Family day care	Local Youth Welfare Offices	
	Child day-care centres	Service Providers, Local Youth Welfare Offices	
Ireland*	Full-day-care service	Child and Family Agency	
Italy	Integrative services for early childhood, such as centres for parents and babies or play centres; nursery school	Regional and municipal authorities (different names for different cities)	
	Pre-primary school	*Ufficio scolastico regionale* regional authority (branch of the Ministry of Education)	

Table A2.1. **Responsibilities for monitoring quality** *(cont.)*

Jurisdiction	Type of setting	Monitoring agency or institution	
		Government or government-related agency	Non-government related agency
Japan	Kindergarten	m (differs by setting; e.g. parents/ local stakeholders)	
	Nursery centres	m (differs by setting; e.g. parents/ local stakeholders)	
Kazakhstan	All ECEC settings	Committee for Control of Education and Science and Department for Control in Education (regional)	
Korea	Childcare centres	Korea Child-Care Promotion Institute (Ministry of Health and Welfare)	
	Kindergarten	Regional/Local Education Office (Ministry of Education)	
Luxembourg	All ECEC settings	Ministry of National Education, Children and Youth	
Mexico	Federal home-based early education for 0-3 year-olds (CONAFE)	National Council for Educational Development (CONAFE)/national level	Centre for Research and Teaching in Economics (CIDE); Civil Association: Towards a Democratic Culture (ACUDE); Centre for Research and Higher Studies in Social Anthropology (CIESAS)
	Federal centre-based ECEC for 0-5 year-olds of state workers (ISSSTE)	*Subdirección de Atención al Derechohabiente* (Department of Rightful Claimant Care)	
	Centre-based care for low SES 0-5 year-olds (SNDIF)	National Comprehensive Family Development State and Municipal Systems	
	Public child development centres for 0-5 year-olds (CENDI)	The Ministry of Education, as part of the implementation of the national programmes, considers follow-up action, in this case for preschool education.	The National Institute for Educational Evaluation does the monitoring independently.
	Mandatory preschool	The Ministry of Education, as part of the implementation of the national programmes, considers follow-up actions, in this case for preschool education.	The National Institute for Educational Evaluation does the monitoring independently.
	Federal home-based care for 1-5 year-olds of working parents (SEDESOL)	*Consejo Nacional de Evaluación de la Política de Desarrollo Social* (CONEVAL) (National Council for the Evaluation of Social Development Policy)	Centre for Research and Teaching in Economics (CIDE)
	Federal social security centre-based care for 0-5 year-olds (IMSS)		External company
Netherlands	Childminding; playgroups; childcare	Municipal health service	
	Childcare for children from disadvantaged backgrounds; playgroup/preschool for children from disadvantaged backgrounds	Inspectorate for Health and Education	
New Zealand	All ECEC settings	Education Review Office	
Norway	All ECEC settings	Municipalities	
Portugal	Crèches; family childcare	*Instituto da Segurança Social – Centros Distritais* – regional governance	IPSS (for family childcare only)
	Childminder	*Instituto da Segurança Social – Centros Distritais* – regional governance	
	Kindergarten	*Inspeção-Geral da Educação e Ciência* – central governance	IPSS
		Direção-Geral dos Estabelecimentos Escolares – regional governance	
Slovak Republic	Nurseries; mother centres/ children centres	m	
	Kindergarten	State school inspection/regional and local authorities	
Slovenia	Childminding of preschool children	The Inspectorate for Education and Sport, the Health Inspectorate	
	Kindergarten (integrated ECEC setting for 1-5 year-olds)	The Inspectorate for Education and Sport, the Health Inspectorate, the National Education Institute	

Table A2.1. **Responsibilities for monitoring quality** *(cont.)*

Jurisdiction	Type of setting	Monitoring agency or institution	
		Government or government-related agency	Non-government related agency
Sweden	Preschool	State and municipal	
	Pedagogical care (e.g. family day care)	State and municipal	
	Preschool class	State and municipal	
United Kingdom-England	All ECEC settings	Office for Standards in Education, Children's Services and Skills (Ofsted)	
United Kingdom-Scotland	Private nurseries in partnership with local authorities	Education Scotland and Care Inspectorate (care element)	
	Local authority nurseries	Education Scotland	
	Childminders	Care Inspectorate	

Note: In Germany, the main responsibility for monitoring quality in child day-care centres lies with the providers. Most large welfare organisations have established their own quality evaluation systems. Youth Welfare Offices have a consultative approach (e.g. through professional counsellors and training opportunities) rather than regular monitoring or inspection procedures (exception: Berlin).

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

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Table A2.2. **Sources of funding used for monitoring quality of public ECEC settings**

Jurisdiction	Type of setting	No public funding	Federal/ national public funding	Regional public funding	Local/ municipal public funding	Private funding	Other
Australia	All ECEC settings		X				
Belgium-Flemish Community	Family day-care providers; day-care centres			X			
	Pre-primary education			X			
Belgium-French Community	All ECEC settings			X			
Chile	Community kindergartens; pre-primary education for 3-5 year-olds		X				
	Kindergartens; pre-primary education for 4-5 year-olds		X		X		
Czech Republic	Day nursery; private institutions that care for children, founded under the Trade Act	X				X	
	Kindergartens in the school register, funded by the state budget; private kindergartens registered in the school register		X		X		
Finland*	All ECEC settings				X		
France	Community crèches; family day-care		X		X	X	
	Pre-primary school		X				X
Germany	Family day care				X		
	Child day-care centres				X	X	
Ireland	Full-day-care service		X				
Italy	Integrative services for early childhood, such as centres for parents and babies; nursery school			X	X		
	Pre-primary school		X				
Kazakhstan	All ECEC settings		X		X		
Korea	All ECEC settings		X	X	X		

Table A2.2. **Sources of funding used for monitoring quality of public ECEC settings** *(cont.)*

Jurisdiction	Type of setting	No public funding	Federal/ national public funding	Regional public funding	Local/ municipal public funding	Private funding	Other
Luxembourg	All ECEC settings		X				
Mexico	Federal home-based early education for 0-3 year-olds (CONAFE); federal home-based care for 1-5 year-olds of working parents (SEDESOL); mandatory Preschool		X				
	Federal centre-based ECEC for 0-5 year-olds of state workers (ISSSTE); centre-based care for low SES 0-5 year-olds (SNDIF); federal social security centre-based care for 0-5 year-olds (IMSS); public child development centres for 0-5 year-olds (CENDI)	m	m	m	m	m	m
Netherlands	Childminding		X		X		
	Playgroups		X		X		
	Childcare		X		X		
	Childcare for children from disadvantaged backgrounds; playgroup/preschool for children from disadvantaged backgrounds		X		X		
New Zealand	All ECEC settings		X				
Norway	All ECEC settings				X		X
Portugal	All ECEC settings		X				
Slovak Republic	Nurseries; mother centres/ children centres						
	Kindergarten		X		X		
Slovenia	All ECEC settings		X				
Sweden*	All ECEC settings		X		X		
United Kingdom-England	Full-day care		X				
	Sessional; childminders and childminder agencies; nursery schools; primary schools with nursery classes; primary schools with reception classes but no nursery		X				
United Kingdom-Scotland	Private nurseries in partnership with local authorities; local authority nurseries		X				
	Childminders	m	m	m	m	m	m

Notes: In Finland, monitoring quality is not regulated at the national level. Municipalities decide themselves whether they use funding for monitoring.

In the Netherlands, childminding, playgroups, childcare, playgroups and childcare for children from a disadvantaged background, are all being inspected by local inspectorate authorities, which are being financed to do so by the national government. Playgroups and childcare for children from a disadvantaged background are also inspected by the educational inspectorate but solely regarding the educational programmes for disadvantaged children. For all settings, the inspectorate of education is in charge when municipalities fail law enforcement resulting from local inspections, or fail to appoint local inspectorates.

In Sweden, there is national public funding for all ECEC settings run by municipalities and municipal public funding for independent (private) ECEC settings.

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

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Table A2.3. **Areas monitored in ECEC, by setting**

Jurisdiction	Type of setting	Service quality	Staff quality	Curriculum implementation	Child development or outcomes
Australia	Family day care and in-home care; long-day care; preschool; care outside school hours	X	X	X	X
	Occasional care	X			
Belgium-Flemish Community	Family day carers; day-care centres	X	X		X
	Pre-primary education	X	X	X	X
Belgium-French Community	All ECEC settings	X	X	X	X
Chile	Community kindergartens; kindergartens; pre-primary education for 3-5 year-olds	X			X
	Pre-primary education for 4-5 year-olds	X	X		
Czech Republic	Day nursery	X	X		
	Kindergartens in the School Register funded by the state budget; private kindergartens in the School Register	X	X		X
	Private institutions taking care of children founded under the Trade Act				
Finland*	All ECEC services	X	X	X	X
France	Community crèches	X	X	X	
	Family day care	X	X		
	Pre-primary school	X	X	X	X
Germany*	Family day care		X		
	Child day-care centres	X		X	X
Ireland	Full-day-care service	X	X		
Italy*	Integrative services for early childhood, such as centres for parents and babies; nursery school				
	Pre-primary school	X	X	X	X
Japan	All ECEC settings	X	X	X	X
Kazakhstan	All ECEC settings	X	X	X	X
Korea	All ECEC settings	X	X	X	
Luxembourg	Day-care families; day-care centres	X	X	X	
	Early childhood education programme; compulsory preschool education		X	X	X
Mexico	Centre-based care for low SES 0-5 year-olds (SNDIF)				
	Federal home-based early education for 0-3 year-olds (CONAFE)	X		X	X
	Federal centre-based ECEC for 0-5 year-olds of state workers (ISSSTE); federal social security centre-based care for 0-5 year-olds (IMSS)	X	X		X
	Federal home-based care for 1-5 year-olds of working parents (SEDESOL)	X			
	Public child development centres for 0-5 year-olds (CENDI)				
	Mandatory preschool	X	X	X	X
Netherlands	All ECEC settings	X	X		X
New Zealand	All ECEC settings	X	X	X	X
Norway	All ECEC settings	X	X	X	X
Portugal	Crèches; childminders; family childcare	X			
	Kindergarten	X	X	X	X
Slovak Republic	Nurseries; mother centres/ children centres				
	Kindergarden	X	X	X	X
Slovenia	Childminding of preschool children	X	X		
	Kindergartens (integrated ECEC settings for 1-5 year-olds)	X	X	X	X
Sweden	Preschool; preschool class	X	X	X	
	Family day care	X	X		

Table A2.3. **Areas monitored in ECEC, by setting** *(cont.)*

Jurisdiction	Type of setting	Service quality	Staff quality	Curriculum implementation	Child development or outcomes
United Kingdom-England	All ECEC settings	X	X	X	X
United Kingdom-Scotland	Private nurseries in partnership with local authorities; local authority nurseries	X	X	X	X
	Childminders	X	X		

Notes: Not all of these practices are mandatory in the respective jurisdictions. The table concerns internal and/or external monitoring.
In Finland, children´s development is monitored at the level of settings to give children the individual support they need. Data from this monitoring are not collected at the national level. At the individual level, development is documented in a mandatory plan for each child. Monitoring curriculum implementation is not very often or systematically conducted at the setting level, mainly because the curriculum is not obligatory. At the national level, it is not known how much monitoring of curriculum implementation is done.
Germany conducts no specific monitoring of staff quality. Some process aspects of staff quality are part of the monitoring schemes that assess overall service quality. German respondents thus supplied answers to questions on service but not staff quality.
In Italy, child outcomes assessment in ECEC is not nationally regulated, but a local practice, generally only in preschools and not in settings for 0-3 year-olds. The extent of such practices is not known, in the absence of a national monitoring system. The areas monitored in the 0-3 age range differ from those in the 3-6 range: in the 0-3 segment, generally regulation compliance is the main area monitored by locally organised inspections.
In Norway, children's well-being and development is monitored in the ECEC settings to ensure pedagogical practice that supports each individual child. Data on children's outcomes is not collected.

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

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Table A2.4. **Training for external assessors/evaluators**

Jurisdiction	No, not specifically	Yes, through pre-service education/ training	Yes, through on-the-job or in-service training	Yes, other
Australia		X		
Belgium-Flemish Community			X	
Belgium-French Community			X	
Chile		X	X	
Czech Republic			X	
Finland*	X			X
France*			X	
Germany		X		
Ireland			X	
Italy	X			
Japan				
Kazakhstan			X	
Korea			X	
Luxembourg			X	
Mexico			X	
Netherlands*		X	X	X
New Zealand			X	
Norway	X			
Portugal			X	
Slovak Republic				
Slovenia*			X	
Sweden			X	
United Kingdom-England		X	X	X
United Kingdom-Scotland*			X	X

Notes:
In Finland, some evaluators have some evaluation training, but the training is not systematic at the national or municipal levels.
In France, "on-the-job or in-service training" pertains to crèches, *assistantes maternelles* and preschool education.
In the Netherlands, scientific researchers are trained by the Health and Education Inspectorate to classify staff behaviour in preschool facilities, and they are specially trained to inspect quality.
In Slovenia, the inspectors must pass a professional exam for inspectors.
In the United Kingdom-Scotland, HM inspectors have a nine-month training before they have responsibility for an inspection, and the Care Inspectorate also has a training programme.

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development" November 2013.

StatLink http://dx.doi.org/10.1787/888933243001

Table A2.5. **Provider and areas/subjects of training and education for external assessors/evaluators, by setting**

Jurisdiction	Type of setting	Theories and technical knowledge on monitoring quality	Implementation skills	Interpretation of monitoring results	Other areas
Australia	Family day care and in-home care; long-day care; occasional care; preschool	X	X	X	
	Care outside school hours		X	X	
Belgium-Flemish Community	Family day-care providers; day-care centres		X	X	Communication techniques, i.e. how to communicate findings
	Pre-primary education	X			
			X	X	
		X		X	
		X			
		X			
Chile	Kindergartens		X		
	Pre-primary education for 3-5 year-olds	X	X	X	
	Pre-primary education for 4-5 year-olds	X	X	X	
Czech Republic	Day nursery; private institutions that care for children, founded under the Trade Act	m	m		
	Kindergartens in the school register, funded by the state budget; private kindergartens registered in the school register	X	X	X	
France	Pre-primary school	X	X		
Germany	Family day care				
	Child day-care centres		X	X	Provider-specific quality handbooks and guidelines
Ireland	Full-day-care service	X	X		
Kazkhstan	All ECEC settings				
Korea	Child-care centre	X	X	X	
	Kindergarten	X	X	X	
Luxembourg	Day-care families; day-care centres				
	Early childhood education programme; compulsory preschool education	X	X	X	
Mexico	Federal home-based early education for 0-3 year-olds (CONAFE)				In issues relating to supervision or evaluation: service operation, the implementation of curriculum, the role and involvement of educational personalities
	Public child development centres for 0-5 year-olds (CENDI); federal centre-based ECEC for 0-5 year-olds of state workers (ISSSTE); centre-based care for low SES 0-5 year-olds (SNDIF); federal home-based care for 1-5 year-olds of working parents (SEDESOL); federal social security centre-based care for 0-5 year-olds (IMSS); mandatory preschool	m	m		
New Zealand	All ECEC settings	X	X	X	

Table A2.5. **Provider and areas/subjects of training and education for external assessors/evaluators, by setting** *(cont.)*

Jurisdiction	Type of setting	Theories and technical knowledge on monitoring quality	Implementation skills	Interpretation of monitoring results	Other areas
Portugal	Crèches; childminders; family childcare	m	m		
	Kindergarten		X		Class observation; understanding and use of inspector's handbook
		X			Assessment of learning and class observation
Slovak Republic	Nurseries; mother centres/ children centres				
	Kindergarten	X	X	X	
Slovenia	Childminding of preschool children				
	Kindergarten (integrated ECEC setting for 1-5 years-olds)		X		Training on novelties in inspection supervision and management, and decision making in complaint proceedings.
Sweden	Preschool; pedagogical care (e.g. family day care); preschool class		X	X	
United Kingdom-England	All ECEC settings	X	X	X	
United Kingdom-Scotland	Private nurseries in partnership with local authorities; local authority nurseries	X	X	X	
	Child minders	X	X	X	

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

StatLink *http://dx.doi.org/10.1787/888933243010*

Table A2.6. **Training for internal assessors/evaluators**

Jurisdiction	No, not specifically	Yes, through pre-service education/ training	Yes, through on-the-job or in-service training	Yes, other
Australia	X			
Belgium-Flemish Community	X			
Belgium-French Community	X			
Chile	X			
Czech Republic		X		
Finland	X			
France*	X		X	
Germany	X			
Ireland				X
Italy	X			
Japan	m	m	m	
Korea		X	X	
Luxembourg			X	
Mexico			X	
Netherlands		X	X	
New Zealand			X	
Norway		X		
Portugal	X			
Slovenia*		X	X	
Sweden	X		X	
United Kingdom- England		X	X	
United Kingdom-Scotland		X	X	

Note: In France, "Not, not specifically" refers to preschool education, and "Yes, through on-the-job or in-service training" pertains to crèches and *assistantes maternelles*.

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

StatLink *http://dx.doi.org/10.1787/888933243026*

Chapter 3

Monitoring service quality in early childhood education and care (ECEC)

Monitoring service quality is, together with staff quality, the most common area of monitoring reported across the countries and jurisdictions that participated in this study. External monitoring practices include inspections, which are used by all jurisdictions, and parental surveys, which are used by half of all jurisdictions. Self-evaluations are implemented by three-quarters of the jurisdictions. The instruments and focus of monitoring service quality differ by practice, although observations and surveys are often used. Inspections mainly focus on regulation compliance. Inspections and self-evaluations focus strongly on communication and collaboration within settings, and with parents and families. The frequency of monitoring service quality usually depends on previous monitoring results. Countries mainly monitor to inform policy making and improve the level of quality. Jurisdictions do not always find it easy to ensure that monitoring practices support ECEC settings in stimulating child development, designing and implementing a unified monitoring system in decentralised countries, and ensuring appropriate training to those who conduct monitoring.

Key messages

- Research shows that monitoring and evaluation of service quality are critical for high-quality early childhood education and care (ECEC) services. To be valid and meaningful, evaluations of the quality of ECEC settings and programmes should be based on in-depth understanding of what contributes to quality and what quality is. Taking into account stakeholders' perspectives, including those of parents, is important in ensuring that quality and monitoring systems reflect different views on quality.
- The quality of service is monitored by all 24 jurisdictions that participated in this study. Service quality, together with staff quality, is the most frequently monitored element in ECEC. Jurisdictions monitor service quality mainly to enhance the level of quality in settings, but also to inform both policy makers and the general public about the state of ECEC in their country.
- Inspections and self-evaluations are the most commonly implemented practices to monitor the level of service quality. Parental surveys are less popular for reviewing service quality of ECEC settings. The frequency of these practices is not regulated by law in many countries, especially in the case of self-evaluations. In most countries and jurisdictions, the frequency of inspections and self-evaluations depends on the most recent monitoring results.
- Inspections focus largely on regulatory aspects, such as staff-child ratios, safety regulations, minimum staff qualifications, health and hygiene regulations, and minimum standards for space. Observations, interviews and analysis of internal documentation are the most frequently used instruments in inspections.
- Self-evaluations focus largely on collaboration and communication between staff and parents, with management, and among colleagues, and assess what can be improved. Self-reported surveys, self-reflection reports or journals, and checklists are most frequently used in the process.
- Service quality results have to be made public in most countries, although this can be limited to more general or aggregated results, rather than the results in individual settings. Jurisdictions can attach consequences to monitoring results. The most common consequences are that the centre or staff are required to take measures to address shortcomings, conduct a follow-up inspection or other monitoring practice, as well as the more drastic sanction of closing ECEC settings or not renewing their license to operate. It is not common to attach funding consequences, whether increases or decreases in funding, to monitoring service quality outcomes.

Introduction

Service quality, together with staff quality, is the most frequently monitored element in ECEC and is monitored by all countries and jurisdictions that participated in this study.[1] Service quality can cover a wide range of issues, from regulation compliance to the implementation of the curriculum. The jurisdictions and countries apply different

practices and instruments in monitoring quality, although broad commonalities can be found between them. In addition, practices, tools and what is being monitored may vary in different ECEC settings, given that the system is dispersed and various forms of care and early education are offered in many jurisdictions.

Monitoring the level of service provided is a legal obligation in all 24 jurisdictions, although a few settings are exempt from mandatory monitoring. In Italy, for instance, monitoring of nursery schools and integrative services for early childhood is decided at the local level. In addition, monitoring of Chilean kindergartens, Czech private institutions founded under the Trade Act, and Mexican federal centre-based ECEC for 0-5 year-olds of state workers, is not a legal obligation. Monitoring service quality is most frequently conducted by an inspection agency associated with the (national or regional) government, and is often complemented by internal self-assessments in settings conducted by managers and/or staff. In general, service quality is monitored in childcare and preschool settings but also in family day-care (home-based) providers in Scotland (United Kingdom), Sweden, Mexico and the Flemish and French communities of Belgium, for example. The areas for monitoring, i.e. the topics that monitoring focuses on, such as compliance with safety regulations or staff-child ratios, differ depending on who conducts the evaluation: parental surveys on service quality seek to assess different quality areas from inspections or self-evaluations.

What are the effects of monitoring service quality?

Research on the effects of monitoring service quality on the improvement of the level of quality is gradually emerging, but researchers are not yet necessarily able to identify the impact of monitoring. The literature supports the idea that monitoring and evaluation are critical for high-quality ECEC services. Cubey and Dalli (1996) indicate that without evaluation, there can be no guarantee that services meet the expected aims and goals. Many countries monitor the service quality of ECEC settings using external evaluation practices and tools (e.g. inspections using rating scales, or surveys and questionnaires with checklists) or internal evaluation practices and tools (e.g. self-assessments with evaluation reports or portfolios) (OECD, 2012). Studies have been conducted, mainly in the United Kingdom and the United States, on the impact certain monitoring tools have had on the quality of ECEC services; but it is often challenging to separate and identify the impact of a single tool or method. In addition, there is very little research on whether one monitoring instrument for ECEC used in a given country or context would result in similar findings or effects in other countries. In general, further research is necessary to create a better understanding of the impact of certain tools or instruments, and whether they are valid and effective.

The use of inspections and rating scales

A study conducted by the RAND Corporation (Zellman et al., 2008) assesses the validity of a Quality Rating and Improvement System (QRIS) as a tool for improving the quality of childcare. The QRIS assessment, implemented in 1999, was one of the first of its kind, and was created by Qualistar Early Learning, a Colorado-based non-profit organisation. The rating system includes components generally agreed to contribute to high-quality care: classroom environment, child-staff ratios, staff and director training and education, parent involvement and accreditation. The study found that among providers using the QRIS, service quality did improve over time. However, it is not possible to unequivocally attribute

improvements to the QRIS: improvements could have been a reaction to being monitored, for example. Difficulties in measuring the effect of this particular tool include participant self-selection, the lack of a comparison group and limited data on the implementation of the intervention. The study notes the importance of validating a tool such as the QRIS, particularly as it is sometimes linked to rewarding higher-quality services with, for example, higher per-child subsidies. Tout et al. (2009) find that while QRISs potentially serve as a hub for quality improvement, attaining this goal requires extensive co-ordination across agencies, services and data systems.

Another study from the United States of a quality rating system implemented in Oklahoma found that the intervention improved the quality of individual childcare centres as well as the overall quality of childcare services throughout the state (Norris, Dunn and Eckert, 2003). However, the rating system was not found to raise the level of quality of family childcare settings. The intervention simply served as evidence that family day-care (home-based) settings vary in terms of ratings, thus validating the notion that the rating criteria represent different levels of quality (Norris and Dunn, 2004). The rating system articulates quality criteria beyond licensing requirements that providers may choose to meet in order to receive higher rates of reimbursement for the provision of services. Criteria focus on staff education and training, compensation, learning environments, parent involvement and programme evaluation. The childcare centre study reports that, as a result of the rating system and increased financial support for highly rated services, more programmes are enrolling children subsidised by the state's Department of Human Services, and global quality ratings have risen. The family day-care study indicates that aspects of family day-care practice are missing from the rating system, and that it is a challenge to find beneficial criteria that can be operationalised and implemented by both policy makers and providers.

Despite evidence of quality improvement, it is extremely difficult to attribute causality in the study of social and educational processes. It is very difficult to isolate the effect of one particular monitoring tool: improvements are most likely the result of a combined impact of numerous policy developments to monitor and improve service quality. This does not imply that monitoring service quality cannot have any benefits, since monitoring makes it possible to analyse strengths and weaknesses of an ECEC service in the first place and can, through this, contribute to improvement (Litjens, 2013).

The need for stakeholder involvement in monitoring quality

Lee and Walsh (2004) stress that, in order to be valid and meaningful, evaluation of the quality of ECEC programmes should be based on in-depth understanding of what contributes to quality and what quality is. The latter should include a range of stakeholders' perspectives on quality. Several studies point to the importance of family engagement in monitoring service quality practices (Edwards et al., 2008; Hidalgo, Epstein, and Siu, 2002; Weiss et al., 2008). Research has indicated that family involvement in early education has a great influence on children's learning and development. Hidalgo, Epstein and Siu (2002) found evidence that family involvement is highly important in helping children succeed in education. This was found to be true for children of different backgrounds, regardless of their parents' formal education, income level, family culture or language spoken at home. A case study in Spain for example, found that pre-primary schools that achieve better learning and developmental outcomes for all children are those with not only high quality staff-child interactions but also strong co-ordination between staff and the child's home environment and community services (Gatt, Ojala and Soler, 2011).

Box 3.1. **The effects of inspections on service quality: an example from England (United Kingdom)**

In England (United Kingdom), the Office for Standards in Education, Children's Services and Skills (Ofsted) monitors the service quality in early years childcare. An evaluation report (Matthews and Sammons, 2004) was prepared on the impact of inspections carried out over the course of the 10 years after Ofsted's inception in 1992, with the aim of improving education and care services. It revealed that Ofsted has little direct control over this aim, except regarding statutory provisions for identifying and monitoring schools and regulatory control of childcare. Findings indicate that well-managed providers and those that cause concern are the most likely to benefit from inspections.

A more recent study (Ofsted, 2013) presented evidence from inspection and regulatory visits undertaken from 2012-13. This study provides a more detailed look at the quality of early years settings in England (United Kingdom). Early years settings are inspected by Ofsted against the requirements of the Early Years Foundation Stage (EYFS), the statutory framework that sets standards that all early years providers must meet to ensure that children learn and develop well, and are kept healthy and safe. The latest report of inspection results found that quality in this sector has been rising, and 78% of providers on the Early Years Register are now good or outstanding, the highest proportion since the register was established. The report mentions that Ofsted has contributed to the rising quality of providers on the Early Years register by being more rigorous, and indicates that inspection against the EYFS requirements has contributed to an overall increase in service quality.

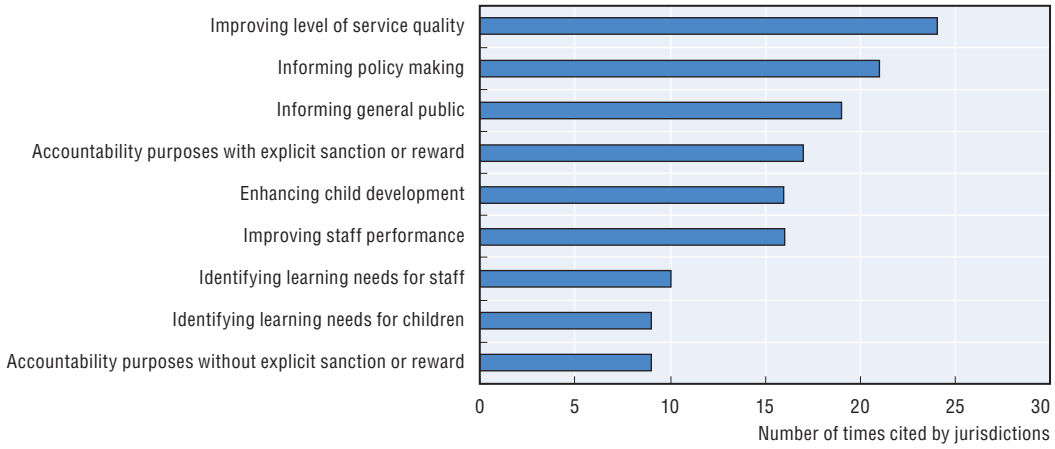
Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

One of the challenges of involving stakeholders are the conflicting perceptions of what should be monitored and how. Policy makers, ECEC managers, ECEC staff and parents may disagree on what aspects of quality should be monitored, how frequently, in what manner, and what stakes should be attached to them. Policy makers might want to impose certain monitoring practices, such as one inspection by external evaluators at least once every two years, while management and staff may oppose this – especially when high stakes are involved in the implementation of a monitoring system. It is therefore important to take into account that inspections or other forms of assessment may cause stress to management and staff.

Why do countries monitor service quality?

Countries have different reasons to monitor service quality (see Table 3.1 and Figure 3.1). The NAEYC (2010) noted that the purpose of monitoring should be to collect information that can be used in improving services, to ensure that children benefit from their early ECEC experiences. This is largely in line with countries' purposes of monitoring service quality, since the most commonly cited objective is to improve the level of service quality. All jurisdictions monitor for this purpose. Almost all jurisdictions monitor service quality to inform policy making (21 out of 24). Besides, many conduct monitoring service quality practices with the aim of informing the public about the level of quality provided (19), which provides more transparency to the users of ECEC. In addition, it is common to monitor service quality to enhance children's development (16) and to improve staff performance (16).

Figure 3.1. **Purposes of monitoring service quality in early childhood education and care**



Purposes of monitoring service quality are ranked in descending order of the number of times they are cited by jurisdictions.

Source: Table 3.1, OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

StatLink http://dx.doi.org/10.1787/888933243177

When quality is evaluated for purposes of accountability, ECEC settings are understood as an instrument for implementation of policies, such as family, labour market and education policies, at the national, regional and local levels. ECEC settings and staff are held accountable for the quality of care and early education they provide, most often measured by quality indicators. Compared to other monitoring areas (staff quality and child development), service quality is relatively frequently monitored for accountability purposes with sanctions or rewards attached to the results (this is done by 17 jurisdictions).

Chile, Kazakhstan, Luxembourg, the Netherlands and Norway, among others, can attach consequences to monitoring results. In Norway, for example, settings that do not meet the regulatory minimum quality standards can lose funding or have to reimburse at least some of the public funding received. Monitoring the level of quality is also conducted for accountability reasons without any rewards or sanctions in 9 out of 24 jurisdictions. In Finland, France and Mexico, no sanctions or rewards are imposed based on monitoring results, while in England and Scotland (United Kingdom), for instance, they are. In 10 jurisdictions, for instance, in Swedish ECEC settings and Flemish pre-primary education settings, service quality is monitored to identify learning needs of ECEC staff, and therefore possible staff training needs. Nine jurisdictions, including the Czech Republic and the Slovak Republic, highlighted the aim of identifying children's learning needs.

Jurisdictions do not restrict themselves to a single objective for monitoring service quality. All countries have multiple purposes, with the Czech Republic monitoring service quality for all nine objectives (see Table 3.1). In the Czech Republic, emphasis is placed on informing the public of the monitoring results and the results are therefore made available to the public, ECEC managers and staff. An evaluation report highlights both positive and negative aspects of a setting and includes proposed strategies for improvement of quality. The reports are often used by providers to conduct internal self-assessments and work on areas that need attention.

Other jurisdictions restrict the aims of monitoring. For example, the French Community of Belgium monitors for accountability purposes (with sanctions or rewards), to inform policy making and to improve the level of quality provided by ECEC provisions. Chile has similar objectives, although monitoring is not used to inform policy making, but rather to

Table 3.1. **Purposes of monitoring service quality**

Jurisdiction	Purposes of monitoring								
	Accountability purposes		Informing policy making	Informing general public	Improving level of service quality	Improving staff performance	Identifying learning needs for staff	Enhancing child development	Identifying learning needs for children
	Without sanctions or rewards	With sanctions or rewards							
Australia		X	X	X	X	X		X	
Belgium-Flemish Community		X	X*	X*	X	X*	X	X	
Belgium-French Community		X	X		X				
Chile		X		X	X				
Czech Republic	X	X	X	X	X	X	X	X	X
Finland	X		X		X	X	X	X	X
France	X		X	X	X				
Germany				X	X	X			
Ireland		X	X	X	X			X	
Italy			X		X				
Japan					X				
Kazakhstan		X	X	X	X	X	X	X	X
Korea	X	X	X	X	X	X	X		
Luxembourg		X	X	X	X	X	X	X	X
Mexico	X		X	X	X	X	X	X	X
Netherlands	X	X	X		X	X			
New Zealand		X	X	X	X	X		X	
Norway	X	X	X	X	X	X		X	X
Portugal			X	X	X	X		X	X
Slovak Republic		X	X	X	X	X	X	X	X
Slovenia*	X	X	X	X	X			X	
Sweden	X	X	X	X	X	X	X	X	
United Kingdom-England		X	X	X	X			X	
United Kingdom-Scotland		X	X	X	X	X	X	X	X

Note: For the Flemish Community of Belgium, categories marked with X* refer to the early education sector only. There are no rewards possible in the Flemish Community of Belgium based on monitoring results.

For Slovenia, service quality is monitored for accountability purposes without explicit sanction or reward in the framework of regular monitoring procedures. Sanctions are possible in the case that the recommendations are not implemented.

Source: OECD Network on ECEC, "Online Survey on Monitoring in Early Learning and Development", November 2013.

StatLink http://dx.doi.org/10.1787/888933243059

inform the general public of results and outcomes. In the Flemish Community of Belgium, ECEC settings are mainly monitored for accountability purposes, to improve the level of quality and enhance child development. Flemish pre-primary education providers are also monitored to inform the general public and policy makers, and to identify learning areas in order to improve staff performance.

What are the typical practices to monitor service quality?

The practices used for monitoring service quality can be grouped into either external and internal monitoring practices. When quality is monitored externally, this is done by an external agency, evaluator or office, i.e. actors who are not part of the ECEC setting being monitored. Internal monitoring is conducted by actors who also work in the setting, such as managers and practitioners. Which internal and external monitoring practices jurisdictions implement to assess the level of quality is shown in Table 3.2.

Monitoring practices are often not regulated at national level but rather decided at the regional, municipal or even setting level (as in Germany). Information for countries in this section indicates the most common monitoring practices, and differences can occur between regions within countries or jurisdictions.

Table 3.2. **External and internal monitoring practices for service quality**

By setting

Jurisdiction	Type of setting	External		Internal
		Inspections	Parental surveys	Self-assessment
Australia	All ECEC settings	X		
Belgium-Flemish Community	All ECEC settings	X		X
Belgium-French Community	Nursery	X		X
Chile	Community kindergartens	X	X	
	Kindergartens	X	X	X
	Pre-primary education for 3-5 year-olds	X	X	X
	Pre-primary education for 4-5 year-olds	X	X	X
Czech Republic*	Day nursery	X		
	Kindergartens in the school register, funded by the state budget; private kindergartens registered in the school register	X	X	X
	Private institutions that care for children, founded under the Trade Act	Not specified		
Finland*	All ECEC settings	X	X	
France	Community crèches; family day care	X	X	X
	Pre-primary school	X		
Germany	Family day-care	X		
	Child day-care centres	X	X	X
Ireland	Full-day-care service	X		
Italy*	Nursery school	X	X	X
	Pre-primary school	X	X	X
Japan*	Kindergarten	Decided at regional/municipal level - no data available for national level		
	Nursery centres	X		
Kazakhstan	All ECEC settings	X	X	X
Korea	Childcare centre	X		X
	Kindergarten	X	X	X
Luxembourg*	Day-care families	X		X
	Day-care centres; early childhood education programme; compulsory preschool education	X		X
Mexico	Federal home-based early education for 0-3 year-olds (CONAFE)		X	X
	Public child development centres for 0-5 year-olds (CENDI)	X	X	X
	Mandatory preschool	X		X
	Federal centre-based ECEC for 0-5 year olds of state workers (ISSSTE); centre-based care for low SES 0-5 year-olds (SNDIF); federal home-based care for 1-5 year-olds of working parents (SEDESOL)	Not specified		
	Federal social security centre-based care for 0-5 year-olds (IMSS)	X	X	
Netherlands	All ECEC settings	X	X	X
New Zealand*	All ECEC settings	X		X
Norway*	All ECEC settings	X	X	X
Portugal	Childminder	X		
	Crèche; family childcare	X		X
	Kindergarten	X		X
Slovak Republic	Nurseries; mother centres/ children centres	a	a	a
	Kindergarten	X	X	X
Slovenia*	Child-minding of preschool children	X		
	Kindergarten (integrated ECEC setting for 1- to 5-year-olds)	X	X	X
Sweden	Preschool; preschool class	X	X	X
	Pedagogical care (e.g. family day care)	X		
United Kingdom-England	All ECEC settings	X	What other monitoring practices are used, varies across local authorities	
United Kingdom-Scotland	All ECEC settings	X	X	X

a = not applicable.

Table 3.2. **External and internal monitoring practices for service quality** *(cont.)*

Notes: In the Czech Republic, for day nurseries and private institutions founded under the Trade Act, self-evaluation is not bound by national regulation, and there is no national or central assessment of self-evaluation.
In Finland, monitoring service quality is done independently by the municipalities. There is no guidance from the state as to what practices for monitoring should be used. The practices listed above for Finland are common practices for monitoring service quality but are not representative of the whole country and are not determined or regulated at the national level.
In Italy, monitoring in the school system, including pre-primary school, is foreseen nationally, and individual inspectors of Regional Scholastic Offices decide their own procedures locally. Thus, no national system of monitoring service quality is in place yet. In nursery schools and in integrated services, monitoring is regulated and carried out locally. The practices listed above for nursery schools and integrative services are commonly used, although these are not regulated or prescribed at national level. The use of parental surveys is common although no national data exist and the practices are representative for the whole country.
In Japan, the monitoring practices for service quality are decided at local government level, and there is therefore no data available at national level. However, inspections in nursery centres are commonly conducted.
In Luxembourg, parent surveys are not mandated, but settings or schools are free to organise them on their own initiative.
In New Zealand, some individual services use parent surveys to elicit feedback on their quality; and this varies across services.
In Norway, there is no national parent satisfaction survey carried out in all kindergartens yearly. However, some national surveys have been sent directly to a sample of parents, and many municipalities and kindergartens conduct their own surveys.
In Slovenia, parental surveys are not conducted at national level but rather at setting level.
In the Slovak Republic, nurseries and mother centres/children's centres are not subject to monitoring.

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

StatLink http://dx.doi.org/10.1787/888933243065

External monitoring of service quality

In general, inspections and parental surveys are used when service quality is externally monitored (see Table 3.2).

Inspections

Inspections are widely used in OECD countries to observe and evaluate ECEC performance. All jurisdictions make use of inspections when monitoring service quality, which are either conducted at national level or at regional/municipal level. Inspections are usually conducted by a national inspectorate or a regional branch of the inspectorate, which are part of the ministry or ministries responsible for ECEC, although they often operate independently. In Luxembourg and the Flemish and French Communities of Belgium for example, inspectors related to the ministry or agency responsible for ECEC at the central or regional level monitor service quality.

Which settings are inspected differs by country and often even by type of setting. In the majority of countries, both more care-focused as well as education-focused, ECEC settings are inspected with regard to their level of quality. This is the case in, for instance, Australia, the Flemish and French Communities of Belgium, Chile, France, Kazakhstan (regarding public ECEC settings), Luxembourg, the Netherlands and Scotland (United Kingdom). In some jurisdictions, only particular settings are inspected. In Italy, preschools are inspected and monitoring quality in other settings is decided upon at a local level. And in Mexico, only federal social security centre-based care (IMSS) is inspected. In Portugal and the Slovak Republic, inspections only take place in pre-primary education settings. In Germany, Berlin is the only *Land* with a system of inspections in place. In Finland, settings are monitored, but responsibility for this lies at local level, and municipalities or local authorities decide on the monitoring practices, although inspections are common.

Parent surveys

Distributing surveys to parents gives them the opportunity to express their views and opinions on the level of service provided by the setting, and to raise any concerns. In addition, parents may be asked about the performance of the ECEC staff (as discussed in

Chapter 4). Surveys are less frequently used as an external monitoring tool: 15 jurisdictions make use of surveys, including Bavaria (Germany), Korea, the Slovak Republic and Sweden. Surveys are not mandatory or nationally designed and prescribed in countries, but designed and implemented at local level or at setting level. ECEC settings may decide whether to use parental surveys or not.

In some jurisdictions, surveys can be used as an external monitoring tool in all ECEC settings (Finland, Kazakhstan, the Netherlands, Norway and Scotland [United Kingdom]), but in Chile, Korea, the Slovak Republic, Slovenia and Sweden, surveys are used only at preschool or preschool class (year before start of primary education) level (see Table 3.2). Parent surveys are sometimes used in home-based settings too: federal home-based early education settings in Mexico (CONAFE) in general make use of parent surveys as do family day-care providers in France.

There is no systematic survey to gather the views of parents in preschool education in France. However, by law, school plans in France must specify the procedures implemented, or those that will be implemented, to ensure parents' participation. This relates to communication between staff and parents, and sharing of information on possibilities for parental participation in preschools. Parents can, for example, become representatives in the preschool council. The elected parent representatives can give their opinion on the quality of service at the preschool council, which meets three times a year. Site visits conducted by the child and maternal protection agency (PMI) pay particular attention to the relationship between the staff and the parents, and the setting's policies on parental collaboration. In addition, parents in France can contact the inspector in case of dissatisfaction, and parent representatives are regularly received by the local authorities to express their views on quality in ECEC.

Internal monitoring of service quality

An ECEC setting can also conduct an internal evaluation. This is done, for example, in Sweden, where each ECEC setting prepares an annual evaluation report based on an internal assessment exercise. Internal evaluations, or internal monitoring practices of service quality, are referred to as self-evaluations.

Self-evaluation

Countries use self-evaluation to internally evaluate the level of quality of an ECEC setting. Self-evaluations are employed by ECEC managers and/or practitioners to assess the level of quality in the setting they are working in. They can also collaborate on this, which provides an overall picture of how managers and staff regard the quality of the ECEC setting. Self-evaluations provide settings the opportunity to identify their strengths and weaknesses, and provide information on areas for improvement.

A majority of jurisdictions (19 out of 24) use self-evaluations to internally monitor service quality. In a few jurisdictions, it is restricted to the care settings, as it is in France. In other jurisdictions, self-evaluations are largely conducted in preschools, as is the case in Chile, the Czech Republic, the Slovak Republic and Slovenia. In other jurisdictions such as Germany, all ECEC settings make use of self-evaluations, although family day care settings usually do not use this monitoring practice. However, in France and Portugal, among other countries, home-based care is also subject to self-assessments. A few jurisdictions, England (United Kingdom) and Finland for example, indicated that internal monitoring practices

are decided at local or even setting level and as a result, no national data are available on self-evaluations for these jurisdictions.

Self-evaluations are often used in combination with inspections to monitor service quality. In New Zealand, self-evaluations are part of the external evaluations (national inspection). The Education Review Office (ERO) is responsible for external evaluation in New Zealand, and it revised its approach to reviews of centre-based early childhood services in 2012-13. A feature of the revised approach to external evaluation is the use of a "self-report" (self-evaluation) that each early childhood service completes at the beginning of the external review process. The starting point for each review is therefore the information in the self-report. This process provides an opportunity for leaders and teachers in each service to share with the review team what they know about their processes and practices in relation to the key aspects of the review framework. In Slovenia, parent surveys are combined with self-assessments to internally monitor service quality, as explained in more detail in Box 3.2.

Box 3.2 **Self-evaluation practices: an example from Slovenia**

In Slovenia, self-evaluation is mandatory, but each kindergarten (integrated ECEC setting for 1-5 year-olds) can choose its own areas and instruments of self-evaluation. As part of the research project "Quality assessment and assurance of preschool education in kindergartens", which was financed by the ministry responsible for education, several surveys have been developed for this purpose. Frequently, different surveys, questionnaires and rating scales are used to assess service quality. A survey for ECEC staff covers areas that affect quality indirectly, such as staff satisfaction, collaboration between staff, collaboration with other kindergartens and institutions. The survey for staff also covers aspects such as curriculum planning, implementation of the curriculum and routine activities (meals, hygiene, resting, coming into and leaving the kindergarten, etc.). The survey for managers mainly covers areas related to structural quality, collaboration between the staff and institutions, and continuous professional development. Internal monitoring surveys can be complemented with a parental survey that includes questions on the collaboration of the kindergarten with parents and the level of quality provided. Some kindergartens conduct interviews with children to obtain their opinions on quality. This is usually a partially structured interview asking children about the setting, staff, activities, social relationships and how they perceive them.

Kindergartens can decide on their own instruments, although some guidelines are available regarding the steps to undertake in self-evaluation processes. Self-evaluation areas have to be defined, followed by the choice of instruments. The implemented instruments provide the data to be processed, analysed, interpreted and should form part of the quality assurance plan for the kindergarten.

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

What areas are being monitored?

Which areas of quality are monitored, i.e. the scope, differ according to the practices countries adopt. This section provides an overview of the scope of monitoring service quality in inspections, parental surveys and self-evaluations. The areas that are most frequently monitored will be discussed by practice: first, the monitoring areas for inspections will be described, followed by those for parent surveys. Lastly, the monitoring areas for self-evaluations will be discussed. An overview of what is being

monitored by practices can be found in Tables 3.3, 3.4 and 3.5 for each of the practices respectively.

Through inspections

Inspections largely focus on structural and regulatory aspects of a setting, but can also have a more content-based focus, such as monitoring curriculum implementation. The most commonly monitored areas in inspections are described below, followed by an analysis of the findings:

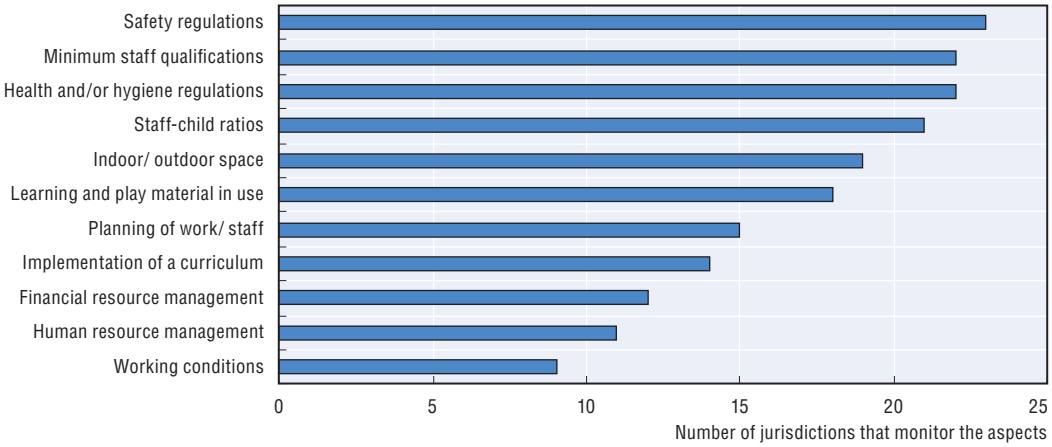
- *Staff-child ratios:* the maximum number of children a practitioner in ECEC is allowed to take care of by him- or herself. For example, if this ratio is 1:10, then a practitioner is assigned 10 children for whom s/he is responsible and who are allowed to be in the same space at the same time. Once this number is exceeded, another professional is required to join the group. Staff-child ratios can affect how much time a professional can spend with individual children, the individual attention provided, and can influence the types of activities a practitioner can implement.
- *Indoor/outdoor space:* refers to the minimum space prescribed by law per child, or by room or setting. As with staff-child ratios, space regulations influence quality, since space affects which pedagogies and activities can be carried out, as well as what materials can be used.
- *Health and hygiene regulations:* refer to defined standards regarding health and hygiene quality. Such standards ensure that a minimum level of hygiene and health is maintained, and ensure the health and hygiene safety of children and staff. Such regulations can refer to storage of food and medication, as well as the rules to follow if anyone falls ill.
- *Safety regulations:* refer to defined standards of safety to ensure a minimum level of safety in all ECEC settings. These can refer to the objects and tools allowed in settings, how space should be organised, the number of exits required, etc.
- *Learning and play materials in use:* this refers to the available toys and books, and how practitioners use them to stimulate or support their own practices and children's development.
- *Staff qualifications:* staff qualifications, obtained through initial education or professional development, contribute to enhancing pedagogical quality, which is ultimately associated closely with better child outcomes. Inspections can control whether practitioners have the required staff qualifications for their expected tasks and job.
- *Planning of work and staff:* the way time in ECEC settings is organised for staff and children may affect staff performance. Schedules can support staff in organising their activities and deciding on their pedagogical approach. What their available time is spent on, such as indoor group activities or outdoor field visits, can also affect their performance, and may require some adaptations in their approaches. In addition, how work schedules are organised internally between staff and management can also be monitored.
- *Working conditions:* working conditions include the workload and the working hours, as well as remuneration of staff, and non-financial benefits, including holidays and overtime arrangements. Countries have minimum working conditions in place with which each ECEC provision is expected to comply.

- *Curriculum implementation:* a country or setting usually has a curriculum framework in place. This can be a curriculum at national/central level that settings or staff are allowed to adapt to their own needs, or at setting level. Whether a curriculum is implemented in line with its purpose and expected outcomes is frequently monitored during inspections.
- *Human resource management:* is the term used to describe formal systems devised for the management of people within a setting. Human resource management broadly includes staffing (such as hiring new staff), employee compensation and benefits, and defining/designing work for employees, including training and development of staff.
- *Financial resource management:* refers to the efficient and effective management and allocation of money (funds) so as to accomplish the objectives of the setting.

Looking at the number of jurisdictions that monitor a particular area (see Table 3.3 for all settings and Figure 3.2 for integrated settings and care-focused settings in particular), regulatory aspects of services are most frequently inspected. A large majority (23 out of 24) indicated that regulatory aspects such as staff-child ratios, safety regulations and minimum staff qualifications are monitored during inspections, followed by health and hygiene regulations, and minimum standards for space (mentioned by 22 and 21 jurisdictions respectively).

In addition to these areas, the materials used in a class- or playroom, or in the whole setting are also relatively often checked: 20 jurisdictions mentioned this as an inspection area. The planning of work and staff and curriculum implementation are both monitored by 19 jurisdictions. It is less common to monitor financial resource management (13 jurisdictions), human resource management (12), or working conditions (11). This might be done during other control mechanisms or monitored by other actors such as labour inspectorates or accountants and, hence, are not part of service quality inspections.

Figure 3.2. **Service quality aspects inspected in childcare and nursery settings (or integrated settings for countries with an integrated system)**



Aspects of service quality monitored are ranked in descending order of the number of jurisdictions monitoring these aspects.

Source: Table 3.3, OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

StatLink http://dx.doi.org/10.1787/888933243184

Inspections at pre-primary education level (in preschools or kindergartens) tend to have a broader focus in some countries than inspections in care-focused or play centre facilities (or settings that focus more on caring responsibilities). This is, for example, noticeable in the Czech Republic and Scotland (United Kingdom), where inspections in

kindergartens focus on a wider range of aspects than inspections in nurseries, where the main aim of inspections is to control compliance with regulations. In other countries, inspections in preschools as well as day-care centres (such as in Luxembourg) have an almost similar approach to the scope of inspections. In general, inspections in both care- and education-focused settings (or integrated settings), have a strong focus on monitoring regulatory aspects (see Figure 3.2 and Table 3.3).

In England (United Kingdom), the scope of monitoring service quality of Ofsted (the national body that conducts inspections for early years settings) is extensive. It includes monitoring staff-child ratios to ensure that staffing arrangements meet the needs of all children and ensure their safety. Based on the findings, Ofsted may determine that providers must observe a lower staff-child ratio than the minimum requirement, to ensure the safety and welfare of children. Ofsted also monitors the available space for children to play and rest to ensure compliance with legal requirements, and the staff qualifications to ensure staff are trained to an appropriate level. This is enforced because research has indicated that a quality learning experience for children requires a quality workforce. A well-qualified, skilled staff strongly increases the potential of any individual setting to deliver the best possible outcomes for children (OECD, 2012). In addition, inspections focus on safety and welfare requirements designed to help providers create high-quality settings that are welcoming, safe and stimulating, and where children are able to enjoy learning and grow in confidence. Ofsted also monitors curriculum implementation to ensure the learning and development requirement for children is delivered in a timely fashion and appropriately.

Through parent surveys

Parent surveys ask parents about their personal views and opinions on quality aspects of settings. While it is important to evaluate parental opinions about the ECEC settings their children attend, questions regarding satisfaction about services are not necessarily linked to, or relate to, quality. Besides, parents are not necessarily good assessors of quality, mostly because they may be not fully aware of what is happening in an ECEC setting or have limited knowledge of what constitutes good quality. Parents can also consider important aspects of quality that research has found do not necessarily affect quality (Litjens, 2013).

Table 3.4 provides an overview of which areas are covered in parent surveys, by jurisdiction. In many countries, parent surveys are not conducted at a national or regional level, but are implemented at setting level. As a result, data on what aspects are monitored through parent surveys refer to the most common aspects monitored. However, not all jurisdictions that make use of parent surveys have information available on this at a national level. In Norway, for example, no yearly national parent satisfaction survey is carried out in all kindergartens. Some national surveys have been sent directly to a sample of parents, but many municipalities and kindergartens conduct their own surveys. However, Norway will conduct a national parental satisfaction survey in 2016 that will be made available for all ECEC settings on a voluntary basis.

Of all the jurisdictions that were able to provide information on what aspects are monitored in parent surveys, 12 out of 15 jurisdictions make use of parent surveys to assess overall satisfaction with service quality. Besides this, the quality of the room settings and the building (11 out of 15), as well as parental views on the quality of instruction and caring, possibilities for parental involvement, and how well the child is developing according to parents, is frequently asked in parent surveys: 10 jurisdictions include aspects on this in a parent survey. Two-thirds of jurisdictions (10 out of 15) include aspects on contact with staff and the mode of information-sharing by staff with parents, and satisfaction with the opening

or operating hours of the setting. Other review areas are far less frequently mentioned by countries. Parents' views on the possibilities for networking and communication among parents are assessed in less than half of the countries (6 out of 15), as are their opinions on the daily schedules and planning of activities for their children. Parents are also not very often asked about the materials settings have (6 out of 15), nor about the relevance of the setting's ECEC curriculum for home learning: only a quarter of the countries review this.

Box 3.3. **Monitoring service quality at municipal level: a case study from Bergen (Norway)**

In Norway, municipalities are tasked with monitoring ECEC settings' adherence to the laws and regulations. Bergen's monitoring practice shows how a large Norwegian municipality tackles its legal responsibilities for monitoring ECEC services, and how the monitoring practice fits into the broader frame of quality development. Monitoring plays a key role in Norway's municipalities' work to ensure that settings are of high quality. Based on the monitoring findings, municipalities can require that the services carry out necessary changes to meet the regulatory standards and requirements. If a service provider fails to make the necessary changes, the municipality can close it permanently or for a limited time.

Monitoring of kindergarten quality can take different forms. In Bergen, four main types of monitoring are employed to ensure service quality: *i)* systematic revision; *ii)* thematic revision; *iii)* inspection monitoring; and *iv)* area assessment. Systematic revision in Bergen is based on internal controls and assessments of a setting collected on line, with the assessment announced in advance. Thematic revision refers to the monitoring of specific topics covered in the Kindergarten Act and Framework plan. Recent topics for thematic review of kindergartens in Bergen include children's and parents' participation and involvement. Thematic reviews are typically an announced monitoring activity. Inspection monitoring may be unannounced and is usually based on specific incidents, violations of legal requirements or indications of violations. Area assessment refers to a data-driven assessment of the ECEC sector at large, and this includes assessing data on funding, costs, participation, etc. against the legal requirements for the operation of kindergartens.

Feedback to the service providers may be in the form of "deviations", if the kindergarten's practice is in direct violation of laws and regulation, or in the form of a "notice", where a more subjective assessment is made of the kindergarten's practice as being "inadequate". The Kindergarten Act, for instance, stipulates some clear requirements regarding the operation and organisational practice at setting level. The Framework Plan, with its status as a legal document, gives guidance on the content and pedagogical practices of kindergartens. It is an overarching document broadly describing the content of kindergartens, often in terms of suggestions and recommendations rather than prescriptions. Monitoring service quality based on laws and regulations can thus be challenging. Assessment of actual practice against the steering documents entails subjective interpretation, and poor practice at the kindergarten level can rarely be considered a direct violation of the law.

To more effectively apply monitoring as a tool for improving service quality in kindergartens, the Bergen municipality has stipulated standards for good practice. These standards have been defined through a project by *Storbynettverket* (a network of large cities), which is partly funded by national authorities. The defined standards distinguish four different levels of quality through description of practice. The standards are based on topics covered in the Framework Plan for kindergartens. In monitoring and reviewing kindergartens, Bergen municipality applies these standards.

Monitoring is a legally required task of municipalities. In addition, municipalities have the more general responsibility of a government body for kindergarten settings. Bergen maintains separate teams in charge of monitoring and general quality development. The "Together for Quality" initiative (*Sammen for kvalitet*) guides work on quality enhancement in Bergen municipality. For the period 2013 to 2016, the initiative focuses on kindergartens' work on *i)* language as a key competency, *ii)* mathematical competence; and *iii)* pedagogical relation-competencies. Measures employed under the initiative include the provision of guiding documents, mentoring, training and mapping staff's competences in order to identify professional development needs.

Source: Case study prepared by the Directorate for Education in Norway and edited by the OECD Secretariat.

Table 3.3. **Aspects of service quality monitored through inspections**

By setting

Jurisdiction	Type of setting	Staff-child ratios	Indoor/ outdoor space	Health and/or hygiene regulations	Safety regulations	Learning and play material in use	Minimum staff qualifications	Planning of work/ staff	Working conditions (e.g. job satisfaction, turn-over, salaries, workload)	Curriculum implementation	Human resource management (workforce supply, etc.)	Financial resource management
Australia	Family day care and in-home care; long day care; outside school hours care	X	X	X	X	X	X			X	X	
	Occasional care	X	X	X	X	X	X					
	Preschool	X	X	X	X		X			X	X	
Belgium-Flemish Community	Family day-care providers	X	X	X	X	X		X				X
	Day-care centres	X	X	X	X	X	X	X				X
	Pre-primary education		X	X	X	X		X		X		
Belgium-French Community	Nursery; childminders	X	X	X	X	X	X			X		X
	Preschool	X		X	X	X	X	X		X		
Chile	Community kindergartens			X	X	X	X					
	Kindergartens			X	X							
	Pre-primary education for 3-5 year-olds	X	X	X	X	X	X		X			X
	Pre-primary education for 4-5 year-olds	X	X	X	X	X	X		X		X	X
Czech Republic*	Day nursery			X	X		X					
	Kindergartens in the school register, funded by the state budget; private kindergartens registered in the school register	X	X	X	X	X	X	X	X	X	X	X
	Private institutions that care for children, founded under the Trade Act	Not specified										
Finland*	All ECEC settings	X		X	X		X					
France	Community crèches; family day care	X	X	X	X	X	X		X		X	X
	Pre-primary school	X	X	X	X	X		X		X		
Germany*	Family day care	X	X	X	X	X	X	X	X	X	X	
	Child day-care centres	X	X	X	X	X	X	X	X	X	X	
Ireland	Full-day-care service	X	X	X	X	X	X	X			X	X
Italy	Nursery school	X	X	X	X							
	Pre-primary school	X	X	X	X	X	X	X	X	X		
Japan*	m	m	m	m	m	m	m	m	m	m	m	m
Kazakhstan	All ECEC settings	X	X	X	X	X	X	X	X	X	X	
Korea*	All ECEC settings	X	X	X	X	X	X	X	X	X	X	X
Luxembourg	Day-care families	X	X	X	X	X	X	X		X		
	Day-care centres	X	X	X	X	X	X	X		X	X	X
	Early childhood education programmes; compulsory preschool education	X	X	X	X	X	X	X		X	X	
Mexico	Public child development centres for 0-5 year-olds (CENDI); mandatory preschool	X	X	X	X	X		X		X		
	Federal social security centre-based care for 0-5 year-olds (IMSS)		X	X		X	X	X	X			

Table 3.3. **Aspects of service quality monitored through inspections** *(cont.)*

Jurisdiction	Type of setting	Staff-child ratios	Indoor/ outdoor space	Health and/or hygiene regulations	Safety regulations	Learning and play material in use	Minimum staff qualifications	Planning of work/ staff	Working conditions (e.g. job satisfaction, turn-over, salaries, workload)	Curriculum implementation	Human resource management (workforce supply, etc.)	Financial resource management
Netherlands	All ECEC settings	X	X	X	X	X	X	X				
New Zealand*	All ECEC settings	X		X	X	X	X	X		X	X	X
Norway	All ECEC settings	X	X	X	X		X	X		X		X
Portugal*	Crèche	X	X	X	X	X	X	X				
	Childminder; family childcare	X	X	X	X		X	X				
	Kindergarten	X	X	X	X	X	X	X		X		
Slovak Republic	Nurseries; mother centres / children centres	a	a	a	a	a	a	a	a	a	a	a
	Kindergarten	X	X	X	X	X	X	X	X	X		
Slovenia	Childminding of preschool children	X	X	X	X		X					
	Kindergarten (integrated ECEC setting for 1-5-year olds)	X	X	X	X	X	X	X	X	X	X	X
Sweden	Preschool	X	X		X	X	X	X		X		X
	Preschool class	X	X			X	X	X		X		X
	Pedagogical care (e.g. family day care)	X			X		X					X
United Kingdom-England	All ECEC settings	X	X	X	X		X			X		X
United Kingdom-Scotland	Private nurseries in partnership with local authorities; local authority nurseries	X	X	X	X	X	X	X	X	X	X	
	Childminders	X	X	X	X	X						

a = not applicable m = missing

Notes: In the Czech Republic, the aspects monitored are those in the Evaluation Criteria of the Czech School Inspectorate.
In Finland, quality is not monitored at the national level but at the regional level by municipalities and regional state agencies after complaints are received, or through inspection of private settings. Data in this table therefore refer to the most common aspects monitored through inspections, although differences in focus of inspections can occur between regions or municipalities. The data in this table are not representative of the whole country.
Regarding Germany, the data in this table refer to recurrent quality aspects, i.e. the quality aspects commonly monitored through the KES-R rating scale tool for example (although tools can differ between settings). The KES-R consists of 7 subscales (43 items) which refer to process and structural aspects of quality: space and material resources; personal care routines; cognitive and language stimulation; activities; staff-child and child-child interaction; planning and structuring of pedagogical practice; situation of staff and cooperation with parents. Data in this table do not reflect the situation for every inspection in every setting.
In Japan, the areas to be monitored in inspections are decided at local government level. Hence, there is no data on what areas are monitored through inspections at national level.
In Korea, in childcare centres, facility and equipment for emergencies, employment contracts, classroom ventilation, light and temperature are also monitored. In kindergartens, health education, managing ingredients, insurance policies for children/teachers/facilities, and remuneration for teachers are also monitored as aspects of structural quality.
In New Zealand, the Education Review Office (ERO) has evaluation indicators in place for its reviews of education and care centres, kindergartens and play centres. ERO also has separate evaluation indicators for its reviews of Kōhanga Reo. ERO is in the process of developing evaluation indicators for reviews of home-based and hospital-based early childhood services.
In Portugal, special needs education, assessment procedures and other dimensions assessed on call are also monitored during inspections.

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

StatLink http://dx.doi.org/10.1787/888933243071

Table 3.4. **Aspects of service quality monitored through parent surveys**

By setting

Jurisdiction	Type of setting	Overall satisfaction with service quality, staff quality, management	Quality of the playroom/ classroom/ buildings	Quality of staff instruction/ teaching/ caring	Contact/ sharing of information by staff or management	Relevance of ECEC curriculum for home learning environments	Use of materials, toys, books, etc.	Possibility for parental involvement	Possibility for networking and communication among parents	Day schedules / planning / field trips	Opening hours, hours in operation	Child experiences or outcomes
Australia	All ECEC settings	a	a	a	a	a	a	a	a	a	a	a
Belgium-Flemish Community	All ECEC settings	a	a	a	a	a	a	a	a	a	a	a
Belgium-French Community	All ECEC settings	a	a	a	a	a	a	a	a	a	a	a
Chile	Community kindergartens; pre-primary education for 3-5 year-olds; pre-primary education for 4-5 year-olds	m	m	m	m	m	m	m	m	m	m	m
	Kindergartens	X	X									
Czech Republic	m	m	m	m	m	m	m	m	m	m	m	m
Finland*	All ECEC settings	X	X	X	X	X	X	X	X	X	X	X
France	Community crèches; family day care	X	X							X	X	
	Pre-primary school	a	a	a	a	a	a	a	a	a	a	a
Germany*	m	m	m	m	m	m	m	m	m	m	m	m
Ireland	All ECEC settings	a	a	a	a	a	a	a	a	a	a	a
Italy*	Nursery schools and pre-primary schools	X		X	X			X		X	X	X
Japan	All ECEC settings	a	a	a	a	a	a	a	a	a	a	a
Kazakhstan	All ECEC settings	X	X	X	X	X	X	X	X	X	X	X
Korea	Kindergarten	X	X	X	X		X	X		X	X	X
Luxembourg	a	a	a	a	a	a	a	a	a	a	a	a
Mexico*	Public child development centres for 0-5 year-olds (CENDI)	X					X					X
	Federal home-based early education for 0-3 year-olds (CONAFE)				X	X	X	X	X			X
	Federal social security centre-based care for 0-5 year-olds (IMSS)	X	X	X								
Netherlands	m	m	m	m	m	m	m	m	m	m	m	m
New Zealand	a	a	a	a	a	a	a	a	a	a	a	a
Norway*	All ECEC settings	X	X	X	X			X			X	X
Portugal	All ECEC settings	a	a	a	a	a	a	a	a	a	a	a
Slovak Republic	Nurseries; mother centres / children centres	a	a	a	a	a	a	a	a	a	a	a
	Kindergarten	X	X	X	X		X	X	X		X	X
Slovenia*	Childminding of preschool children	a	a	a	a	a	a	a	a	a	a	a
	Kindergarten (integrated ECEC setting for 1-5 year-olds)	X	X	X	X		X	X	X	X	X	X
Sweden	Preschool; preschool class	X	X	X	X			X			X	X
	Pedagogical care (e.g. family day care)	a	a	a	a	a	a	a	a	a	a	a
United Kingdom-England	All ECEC settings	a	a	a	a	a	a	a	a	a	a	a

Table 3.4. **Aspects of service quality monitored through parent surveys** *(cont.)*

Jurisdiction	Type of setting	Overall satisfaction with service quality, staff quality, management	Quality of the playroom/ classroom/ buildings	Quality of staff instruction/ teaching/ caring	Contact/ sharing of information by staff or management	Relevance of ECEC curriculum for home learning environments	Use of materials, toys, books, etc.	Possibility for parental involvement	Possibility for networking and communication among parents	Day schedules / planning / field trips	Opening hours, hours in operation	Child experiences or outcomes
United Kingdom-Scotland	Private nurseries in partnership with local authorities; local authority nurseries	X	X	X	X	X		X	X		X	X
	Childminders	m	m	m	m	m	m	m	m	m	m	m

a = not applicable m = missing

Notes: In Finland, parental surveys are conducted at municipal level, not at national level, and are not legally binding. Data in this table refer to common aspects monitored through parent surveys, but this is not representative of the whole country or every parent survey. The aspects that are monitored can differ between settings and municipalities.
In Germany, since parent surveys are implemented at setting level, the aspects being monitored differ between settings and there is no data available on common aspects monitored through parent surveys at national level.
In Italy, no information is available on a national basis. When ECEC services conduct a survey on parent satisfaction, it is up to their discretion. The information in the table above refers to the most common situations referred to by country representatives. State schools tend to propose parent surveys every year, within their self-evaluation activities. Several such surveys are available on line.
In Mexico, for CENDI, the responses refer only to early childhood education for children up to the age of 3. In CONAFE settings, surveys also include questions about the involvement of male parents in the rearing of children; it is related to the customs of Mexico. In IMSS settings, customer satisfaction surveys are completed every four months, covering the following topics: administration, pedagogy, health promotion and food. Each question has a five-point grading scale that measures quality service, general conditions of the building, personnel activities, food provided to the infant population, educational activities provided, knowledge acquired, health habits developed, compliance with vaccinations, and personnel reactions when accidents occur, among others. In addition, an annual survey is applied by an external agency.
In Norway, there is no national parent satisfaction survey carried out in all kindergartens yearly. However, some national surveys have been sent directly to a sample of parents, and many municipalities and kindergartens conduct their own surveys. Typical aspects monitored in these surveys are listed in the table above.
In Slovenia, there is no parent satisfaction survey conducted at national level. Typical aspects monitored as part of parent satisfaction surveys are listed in the table above. Parent satisfaction surveys can be one of the tools used in self-evaluations of settings. In addition, parents' councils of each kindergarten provide kindergartens with recommendations and opinions.

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

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But parent surveys can also include other aspects, such as staff responses to incidents or satisfaction with food services provided. In Mexico, for instance, a satisfaction survey is distributed by the federal social security centre-based care for 0-6 year-olds (IMSS) services every four months. Each question has a five-point grading scale that assesses the quality of the service, including the level of quality of the general conditions of the building, food provided to the children, educational activities provided, the knowledge acquired by children, the health habits developed, and staff responses in case of complaints or accidents.

Through self-evaluations

Self-evaluations are commonly used among OECD countries to evaluate the level of service quality within a setting. As with parent surveys, self-evaluations are not always mandatory, and what should be evaluated is not usually prescribed at national or local level. Data in this section and Table 3.5 thus refers to the aspects monitored most commonly through self-evaluations in jurisdictions. In some countries, such as the French Community of Belgium, no information is available at the national level on

Table 3.5. **Aspects of service quality monitored through self-evaluations**

By setting

Jurisdiction	Type of setting	Overall satisfaction with service quality	Quality of the playroom/ classroom/ staff rooms	Compliance with regulations	Collaboration between staff	Collaboration between staff and management	Communication between staff and parents	Overall quality of staff/ peer colleagues	Availability / use of materials	Implementation of curriculum	Management/ leadership of ECEC provision	Working conditions (e.g. workload, salaries, professional development opportunities)
Australia	All ECEC settings	a	a	a	a	a	a	a	a	a	a	a
Belgium-Flemish Community *	Family day-care providers			X			X	X	X		X	
	Day-care centres			X	X	X	X	X	X		X	
	Pre-primary education	X	X	X	X	X	X	X	X	X	X	X
Belgium-French Community	m	m	m	m	m	m	m	m	m	m	m	m
Chile*	Community kindergartens	a	a	a	a	a	a	a	a	a	a	a
	Kindergartens	X	X		X	X	X		X		X	X
	Pre-primary education for 3-5 year-olds; pre-primary education for 4-5 year-olds				X	X	X		X		X	X
Czech Republic*	Day nursery; private institutions that care for children, founded under the Trade Act	a	a	a	a	a	a	a	a	a	a	a
	Kindergartens in the school register, funded by the state budget; private kindergartens registered in the school register	X	X	X	X	X	X	X	X	X	X	X
Finland*	All ECEC settings	a	a	a	a	a	a	a	a	a	a	a
France	Community crèches	X	X	X	X	X	X	X	X		X	X
Germany*	Family day care	a	a	a	a	a	a	a	a	a	a	a
	Child day-care centres		X		X	X	X		X	X	X	X
Ireland	a	a	a	a	a	a	a	a	a	a	a	a
Italy*	Nursery school	X					X					
	Pre-primary school	X					X			X		
Japan	a	a	a	a	a	a	a	a	a	a	a	a
Kazakhstan	All ECEC settings	X	X	X	X	X	X	X	X	X	X	X
Korea	All ECEC settings	X	X	X	X	X	X	X	X	X	X	X
Luxembourg	Day-care families	m	m	m	m	m	m	m	m	m	m	m
	Day-care centres	X	X	X	X	X	X	X	X	X	X	X
	Early childhood education programme; compulsory preschool education	X	X		X		X		X	X		
Mexico	Federal home-based early education for 0-3 year-olds (CONAFE)	X		X	X	X	X	X	X	X		X
	Public child development centres for 0-5 year-olds (CENDI)	m	m	m	m	m	m	m	m	m	m	m
	Mandatory preschool	m	m	m	m	m	m	m	m	m	m	m
Netherlands	All ECEC settings	m	m	m	m	m	m	m	m	m	m	m
New Zealand	All ECEC settings	X		X	X	X	X	X	X	X	X	
Norway*	Kindergarten; family kindergarten	X	X	X	X	X	X	X	X	X	X	X
	Open kindergarten	m	m	m	m	m	m	m	m	m	m	m
Portugal*	Crèche; family childcare	m	m	m	m	m	m	m	m	m	m	m
	Kindergarten	X	X	X	X	X	X	X	X	X	X	

Table 3.5. **Aspects of service quality monitored through self-evaluations** *(cont.)*

Jurisdiction	Type of setting	Overall satisfaction with service quality	Quality of the playroom/ classroom/ staff rooms	Compliance with regulations	Collaboration between staff	Collaboration between staff and management	Communication between staff and parents	Overall quality of staff/ peer colleagues	Availability / use of materials	Implementation of curriculum	Management/ leadership of ECEC provision	Working conditions (e.g. workload, salaries, professional development opportunities)
Slovak Republic	Nurseries; mother centres / children centres	a	a	a	a	a	a	a	a	a	a	a
	Kindergarten	X	X	X	X	X	X	X	X	X	X	X
Slovenia	Childminding of preschool children	a	a	a	a	a	a	a	a	a	a	a
	Kindergarten (integrated ECEC setting for 1-5 year-olds)	X	X	X	X	X	X	X	X	X	X	X
Sweden*	Preschool; preschool class	m	m	m	m	m	m	m	m	m	m	m
United Kingdom-England	All ECEC settings	a	a	a	a	a	a	a	a	a	a	a
United Kingdom-Scotland*	Private nurseries in partnership with local authorities; local authority nurseries	X	X	X	X	X	X	X	X	X	X	
	Childminders	m	m	m	m	m	m	m	m	m	m	m

a = not applicable m = missing

Notes: In Belgium-Flemish Community, for the education sector (3-5 year-olds), the inspectorate requests settings to conduct an internal quality management system from the school. Each setting selects its own internal system autonomously.
In Chile, the public *jardines infantiles* (community kindergartens) and the private *jardines infantiles* (private kindergartens) that receive funding from the national board of kindergartens, the *Junta de Nacional de Jardines Infantiles* (JUNJI), use a "Self-Assessment Guide". This was designed by JUNJI and consists of six monitoring areas: leadership, management of educational process, participation and commitment to family and community, care and protection, management of human resources, and financial resources and results. *Colegios* (pre-primary education for 3-5 year-olds) and *escuelas* (pre-primary education for 4-5 year-olds) must do a self-assessment report prior to the inspection of the *Agencia de la Calidad* (quality agency).
In Germany, providers can usually freely choose the areas of self-evaluation. The aspects listed above are the most commonly monitored aspects, although this data is not representative for the whole country or for every self-evaluation practice.
In Italy, no information is available on a national basis. The information in the table above refers to common situations as referred to by country representatives. Self-evaluations of service quality can sometimes include results of parental satisfaction with the services provided.
In Norway, according to the Framework Plan, the work of the kindergarten is required to be assessed, i.e. described, analysed and interpreted, in relation to criteria set out in the Kindergarten Act, the Framework Plan and any local guidelines and plans. Individual kindergartens are free to choose its scope based on local circumstances and needs.
In Portugal, regarding crèches and family day care, self-assessments have their own framework, and no data on what aspects are monitored through self-evaluations is available at national level.
In Sweden, no information is available about this at the national level. External monitoring by the Swedish Schools Inspectorate includes a self-evaluation by the municipality. In that document, municipalities are asked to report on different aspects of the quality in the preschools, e.g. results, the work in the preschools, norms and values.
In the United Kingdom-Scotland, information is not available for child minders at present.

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

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the aspects monitored in self-evaluations. As already noted, many countries implement self-evaluations and inspections, and inspections in some countries make use of the self-evaluation results when assessing a provider. The most commonly evaluated areas as part of self-assessments are listed in Table 3.5.

Self-evaluations largely focus on collaboration and communication, and assess what can be improved in these aspects. This is clear from the overview in Table 3.5, which shows that the most commonly evaluated area within a setting is communication between staff and parents: 16 out of 19 jurisdictions highlighted this as a focus area. Collaboration between

staff and management (15 out of 19) is also a very common area to monitor, as is collaboration between staff (15 out of 19) where practitioners and managers have the opportunity to assess whether co-operation and teamwork meets their expectations. Internal self-evaluations naturally also frequently ask about the level of service quality provided or experienced.

In addition, staff and managers also evaluate the availability of materials and the implementation of the curriculum: around three-quarters of the jurisdictions indicated that these aspects are usually part of self-evaluations. The quality of the setting and/or classroom or playroom is also frequently mentioned as an aspect for self-assessment by practitioners and leaders. ECEC professionals also have the opportunity to assess the leadership or management in the ECEC provision, and this is relatively frequently done, in 14 out of 19 jurisdictions. Other areas are a little less commonly reviewed, such as the quality of colleagues according to ECEC practitioners and managers, and compliance with regulations, which is usually monitored through inspections. The least frequently evaluated area in self-evaluations is the working conditions of staff. This seems logical, since these are also usually monitored through inspections (see above).

Box 3.4. **Assessing collaboration with parents and social environmental aspects: a case study from Rhineland-Palatinate (Germany)**

Kita!Plus is a programme in Rhineland-Palatinate that consists of seven areas of activity on the topics of parents, family and social environment. One of the seven areas of activity focuses on quality. Within this area of activity, the Ministry of Integration, Family, Children, Youth and Women of Rhineland-Palatinate, in collaboration with the College of Koblenz, launched a project on concepts of quality development. This internal monitoring instrument will focus on the collaboration of ECEC settings with parents and families on one hand, and social environmental aspects on the other hand. The aim is to develop a standardised, uniform and applicable instrument to ensure and monitor quality in all early childcare settings in Rhineland-Palatinate, as well as to increase quality in early childcare settings.

The project consists of five steps, and the development of the internal monitoring instrument is supposed to be completed by the end of 2015. In the first step, the current quality measurement instruments used in the different settings in Rhineland-Palatinate are analysed for their guidelines for parental and family collaboration, and social environmental aspects. Additionally, a qualitative content analysis has been applied to analyse the different settings. As part of the second step, a new, two-stage, self-evaluative instrument for early child care settings will be developed based on the qualitative analysis. This instrument should accomplish the following: in the first stage, the instrument should check for the current state of quality, and define quality developmental needs regarding parental and family collaboration and the social environment. During the second stage, the instrument should be used to help early childcare settings to increase quality in areas that demonstrably need improvement, by implementing methods that are suggested by the instrument. During the development process of the instrument interviews, group discussions and the results of symposia will be considered to take practical experience into account. As a third step, the instrument will be tested in early childcare settings. During the fourth step, staff working with the instrument will be asked for feedback that will be used to adjust the instrument. And lastly, multipliers will be trained to distribute and implement the instrument in early childcare settings. All in all, the instrument should indicate the actual state of quality in early childcare settings and serve as a resource to increase quality.

Source: Case study prepared by the *Deutsches Jugendinstitut* (German Youth Institute) and edited by the OECD Secretariat.

Which instruments and tools are being used?

While the parent survey is both a practice and instrument in itself, inspections and self-evaluations make use of particular instruments to conduct their practices. Different instruments (tools) are used for inspections than for self-evaluations, ranging from rating scales to checklists and interviews. The tools evaluators use during inspections or other monitoring practices are not prescribed but can be chosen by the agency responsible for monitoring (at the regional or municipal level in France and Norway, for example) or by the ECEC setting itself (in case of self-evaluations). Data in this section and its respective tables usually refer to the most commonly used instruments, although the instruments used can differ between regions or settings within a country or jurisdiction. An overview of instruments used in monitoring service quality can be found in Table A3.1 in this chapter's Annex.

For inspections

Observations, interviews and analysis of internal documentation are the most frequently used instruments during inspections: 21 out of 24 jurisdictions commonly use these instruments during inspections (see Table 3.6). Results of self-evaluations, often conducted before an inspection, are also commonly considered in inspections by 16 jurisdictions. In addition, checklists, a list of items or standards to be met regarding quality, are popular. Less frequently used instruments or tools include surveys conducted by the evaluators (15 out of 24), management and staff (13 out of 24), or by parents (11 out of 24). Rating scales, which work with a set of categories designed to elicit information about a quantitative or a qualitative attribute that can be rated or graded, are infrequently used: 11 jurisdictions indicated they are commonly used in inspections.

When rating scales are used, countries can choose to adapt existing rating scales (see Box 3.5) to their own internal country needs to monitor service quality. In Italy, for instance, the well-known Infant Toddler Environment Rating Scale (ITERS) has been adapted, by a pool of researchers of Pavia University, for use in Italian ECEC settings. It is translated as the *Scala per la Valutazione dell'Asilo Nido* (SVANI). The Italian scale consists of 37 items, versus 35 in the original ITERS; two items have been added to evaluate the organisation of the initial familiarisation of the child to the new context (*inserimento*), a very common practice in Italian ECEC services, aiming to facilitate the transition from home to the day-care centre. Score sheets have been amended accordingly, as well as the profile of each section. The scale was first tested in a pilot group of 68 sections (of which 20 were for infants and 48 for toddlers) in 25 nursery schools. The sample was made from five regions, representing the wide diversity of ECEC in Italy. After the scale was translated and piloted, the instrument has been used extensively in Italian ECEC settings for under 3-year-olds, mainly with the purpose of service improvement and in-service teacher training on children's learning environments. A similar adaptation procedure has been followed with the ECERS scale (in Italian, *Scala per l'osservazione e la valutazione della scuola d'infanzia*, SOVASI) for exclusive use in preschools. Both adaptations are consistent with Italy's split ECEC system.

Chile designed its own rating scale, which was used until 2013. In Chile, the National Board of Kindergartens, the *Junta de Nacional de Jardines Infantiles* (JUNJI), assesses the service quality of all public and private kindergartens (*jardines infantiles*) through inspection, and until 2013, posted the results online in the form of a ranking. The objective was to provide parents with more transparent information about the level of quality provided by ECEC settings, and to encourage settings to enhance their level of quality. The instrument used during inspections was a rating scale named *Pauta Digital de Fiscalización* (Inspection

Table 3.6. **Inspection tools/instruments used for monitoring service quality**

Jurisdiction	Type of setting	Surveys (taken by inspectors)	Rating scales	Checklists	Observations (other than rating scales or checklists)	Interviews	Results of self-evaluations	Results of surveys completed by management/ staff	Results of surveys completed by parents	Analysis of settings' internal documentation
Australia	All ECEC settings		X		X	X	X			X
Belgium-Flemish Community	Family day-care providers; day-care centres		X	X	X	X	X			X
	Pre-primary education	X	X		X	X	X	X		X
Belgium-French Community	Nursery				X	X	X			X
	Preschool	X	X		X	X	X	X		X
Chile	Community kindergartens			X	X					
	Kindergartens			X	X				X	X
	Pre-primary education for 3-5 year-olds; pre-primary education for 4-5 year-olds			X	X	X	X			X
Czech Republic	Day nursery			X						
	Kindergartens in the school register, funded by the state budget; private kindergartens registered in the school register	X	X	X	X	X	X	X		X
	Private institutions that care for children, founded under the Trade Act	a	a	a	a	a	a	a	a	a
Finland*	All ECEC settings	X	X	X	X	X	X	X	X	X
France	Community crèches; family day care			X	X	X		X		X
	Pre-primary school				X	X		X		X
Germany	Family day care	m	m	m	m	m	m	m	m	m
	Child day-care centres	X	X	X	X	X	X	X	X	X
Ireland	Full-day-care service			X	X	X				X
Italy*	Nursery school								X	X
	Pre-primary school				X	X		X	X	X
Japan*	m	m	m	m	m	m	m	m	m	m
Kazakhstan	Kindergarten	X	X	X	X	X	X	X	X	X
	Mini-centre (full time and part time)	m	m	m	m	m	m	m	m	m
Korea*	Childcare centre	X	X	X	X	X	X	X		X
	Kindergarten	X	X	X	X	X	X	X	X	X
Luxembourg*	Day-care families; day-care centres			X	X	X				X
	Early childhood education programme; compulsory preschool education				X	X	X			X
Mexico	Public child development centres for 0-5 year-olds (CENDI); mandatory preschool			X	X		X			
	Federal social security centre-based care for 0-5 year-olds (IMSS)	X		X	X					
Netherlands*	Childminding	m	m	m	m	m	m	m	m	m
	Playgroups; childcare	X	X	X	X	X				
	Childcare for children from disadvantaged background; playgroup/preschool for children from disadvantaged background	X	X	X	X	X				
New Zealand*	All ECEC settings				X	X	X			X

Table 3.6. **Inspection tools/instruments used for monitoring service quality** *(cont.)*

Jurisdiction	Type of setting	Surveys (taken by inspectors)	Rating scales	Checklists	Observations (other than rating scales or checklists)	Interviews	Results of self-evaluations	Results of surveys completed by management/ staff	Results of surveys completed by parents	Analysis of settings' internal documentation
Norway*	All ECEC settings	X		X		X			X	X
Portugal	Crèche; childminder; family childcare	m	m	m	m	m	m	m	m	m
	Kindergarten	X			X	X		X		X
Slovak Republic	Nurseries; mother centres/ children centres	a	a	a	a	a	a	a	a	a
	Kindergarten	X	X	X	X	X	X	X	X	X
Slovenia	Childminding of preschool children	X		X		X				X
	Kindergarten (integrated ECEC setting for 1-5 year-olds)	X		X		X	X		X	X
Sweden	All ECEC settings				X	X	X	X	X	X
United Kingdom-England	All ECEC settings	X			X					X
United Kingdom-Scotland	Private nurseries in partnership with local authorities	X	X		X	X	X	X	X	X
	Local authority nurseries	X	X		X	X	X			
	Childminders	X	X		X	X	X		X	

a = not applicable m = missing

Notes: In Finland, there is no unified system, so inspection instruments and methods are selected independently by municipalities. All instruments in the table can be used in Finland, but which instruments are used differs by municipalities.
In Italy, there is no general framework for inspecting ECEC provisions; a mix of tools is used when inspection or monitoring takes place. There is no national monitoring yet in place. Monitoring of nursery schools, when it happens, is carried out locally by monitoring bodies set up by local authorities, such as regions or municipalities. Inspections of pre-primary schools are carried out by the Ministry of Education's inspectors on an *ad hoc* basis, using a variety of tools and procedures chosen by the individual inspector. Parent surveys are generally administered by the centre or the school itself, but the results are not necessarily used in the inspections.
In Japan, the tools used in inspections are determined at local government level, and no data are available on what tools are used in inspections at national level.
In Korea, instruments for inspection in kindergarten and childcare centres are almost the same, but peer reviews and parental surveys are conducted only in kindergartens, as kindergartens implement the Appraisal for Kindergarten Teacher Professional Development to monitor staff quality. The appraisal is conducted by peer review and parent surveys.
In Luxembourg, inspectors have a role in monitoring quality in the sense that they consult with schools for the development of the "school development plan". They help the schools in assessing their situation (results of national standardised tests, socio-economic backgrounds of the school population, language situation of the students, etc.) to draw up a school development plan that takes all these elements into consideration. Inspection for the non-formal education settings is under construction.
In the Netherlands, inspection within childminding is done primarily on the basis of signaling. Every year, inspectors inspect a sample of childminders, focusing on facility and environmental conditions.
In Norway, the municipality performs inspections of kindergartens pursuant to the Kindergarten Act, Section 16. No specific rules govern the use of specific tools, so this varies. The instruments listed in the table for Norway refer to commonly used instruments. Inspections normally include the use of: analysis of settings' internal documentation, interviews and surveys taken by inspectors and checklists. Results of surveys or other information from parents will, to a large degree, also be included in the inspection process, either as part of background information or as part of the inspection on site.

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

StatLink http://dx.doi.org/10.1787/888933243108

Guideline) and was designed by JUNJI. The rating scale has four levels of performance or assessment. The highest level is "high" and is given when the setting meets the conditions required for its operation and performs exceptionally well. This is followed by the medium-level, where the setting meets at least the minimum requirements. When a setting does not meet the minimum standards required for proper operation, it obtains a low level, and

when settings do not meet the safety requirements and pose a high risk for young children, they receive a low ranking. A new inspection can naturally change the ranking of a setting.

Chile's preschool system has a similar rating scale instrument in place. Preschools for 3-5 year-olds (*escuelas* and *colegios*) are inspected by the national quality agency (*Agencia de la Calidad*), using a rating scale that comprises 12 different quality indicators – reflected in indicative performance standards (*estandares indicativos de desempeño*). Each preschool setting is ranked according to the results of its assessment, from high performance to standard performance, to medium-low performance, to insufficient performance. Further examples of the use of rating scales can be found in Box 3.5.

It is very common for a mix of different instruments to be used in monitoring service quality through inspections so that different sources are used in the assessment of quality (see Table 3.6). In kindergartens in the Flemish Community of Belgium and Portugal, for example, the inspectorate implements a triangulation of instruments, using documents, interviews and observation. In Finland, Norway and Japan, for instance, evaluators are free to choose their instruments, and these therefore vary widely between regions. Typically, in Norwegian inspections, internal documentation is reviewed in inspecting a setting, and interviews, checklists and surveys may be. In addition, many inspectors take into account the results of parent satisfaction surveys. In Luxembourg, inspectors are not merely required to inspect a setting, but to help settings to improve. The inspectors consult with schools about a "school development plan" and help the schools assess their current situation based, among other things, on results of national standardised tests (if any), socio-economic backgrounds of the children, and the children's language situation.

For parent surveys

Parent surveys are both a monitoring practice and instrument at the same time. They make use of questionnaires, a list of open-ended or closed questions parents can complete on topics such as the overall level of service provided and their satisfaction with the services, but can also include questions more specific to staff practices or how their children enjoy the setting. The survey or questionnaire can also consist of a rating scale in which the parents rate certain aspects of the ECEC setting, such as "provision of information to parents" or "size of the room". What is monitored in parental surveys across OECD countries has been described above.

In England (United Kingdom), parents were asked about whether they felt the setting was able to stimulate their child's development in a 2011 survey. The vast majority of parents reported that their formal childcare provider helped their child develop each area of learning and development in the Early Years Foundation Stage (EYFS), England's curriculum. Between 78% and 93% of parents indicated that they believed the setting enhanced their child's social and emotional development; communication, language and literacy skills; problem solving, reasoning and numeracy skills; knowledge and understanding of the world; physical development; and creative development.

For self-evaluations

Table 3.7 indicates what instruments jurisdictions use in self-evaluations of service quality. There is an overlap in instruments used in self-evaluations for service quality and staff quality (the latter is discussed in Chapter 4), which is not very surprising, since countries often monitor both, or both monitoring areas are aligned or integrated with one another. Countries and jurisdictions point out that self-evaluation tools vary widely among

Box 3.5. **The use of rating scales in quality assessment in the United States**

The United States does not have a national monitoring system in place for its ECEC settings. Programmes serving children from birth through age 5 are overseen by the federal government and multiple agencies at the state and local levels. The wide range of quality in programmes has led states to take a cross-agency, systems-level approach to programme improvement, using what became Quality Rating and Improvement Systems (QRISs). QRISs are multicomponent assessments designed to make programme quality transparent and easily understood. Participating providers are assessed on each of the system components such as including programme standards, support for programmes to improve quality, financial incentives and subsidies, quality assurance and monitoring, and outreach and consumer education. Programmes receive ratings (often 0–5 stars or a rating of 1–4) that will help parents, funders and other stakeholders to make more informed choices about which providers to use and support, and will encourage providers to improve. QRISs also include support to help programmes meet progressively higher standards.

Initially, in the 1990s, QRISs were supported through funding from the US Department of Health and Human Services (HHS) and built higher levels of quality upon state childcare licensing regulations, which set minimum requirements for health, safety and child development. Efforts have increased to include child outcomes as a component of the ratings. In 2012, the US Department of Education (ED) and HHS began supporting state QRISs through the *Race to the Top – Early Learning Challenge* (RTT-ELC) programme, which now funds 20 states. These grants require states to validate their QRISs to see whether the tiers in the state's QRIS accurately reflect differential levels of programme quality and the extent to which changes in quality ratings are related to progress in children's learning, development and school readiness. In 2014, there were 41 QRISs (up from 26 in 2010) across 36 states.

Maryland

Maryland's QRIS, Maryland EXCELS, uses a five-level block rating structure to rate programmes on different categories: *i)* rating scale and accreditation; *ii)* licensing and compliance; *iii)* staffing and professional development; and *iv)* administrative policies and practices. Maryland began field-testing the EXCELS Programme Standards in November 2012. The 330 programmes in the field test represented centre-based childcare, family childcare homes, public pre-kindergarten, and school-age childcare programmes that volunteered to participate and test the online system. On 1 July 2013, Maryland EXCELS opened for statewide participation. The number of programmes participating grew from 330 to 1 579 between 1 July 2013 and 31 December 2013. Also, as of 31 December 2013, 221 programmes had published their ratings on the EXCELS website. As the evaluation of information gained from the field test was reviewed, the decision was made to enter into a revision phase of the Programme Standards. Programmes currently participating or published in Maryland EXCELS will have 12 months to meet the revised standards. Maryland is one of several states that is using financial incentives, training and technical assistance to promote quality improvements, such as meeting Maryland's revised programme standards.

Washington state

Washington's QRIS, Early Achievers, began in 2012 and consists of five levels in a hybrid rating structure. Eligible programmes include all licensed centre-based and family childcare programmes. Once enrolled, programmes are rated on four categories: *i)* child outcomes; *ii)* facility curriculum and learning environment and interactions; *iii)* professional development and training; and *iv)* family engagement and partnership. By the end of 2013, Early Achievers had reached all regions in the state, with 2 011 programmes registered, including 754 childcare centres, 1 042 family homes, and 215 HHS Early Childhood Education and Assistance Programmes, serving 60 719 children in total. Washington has developed a strong coaching model for all early learning programmes to increase quality, with more intense coaching for programmes receiving a rating of one or two. Additionally, the state is building a virtual coaching model that will complement on-site coaching work. As part of this virtual model, participants will be able to view and upload videos that demonstrate progress toward quality improvement goals.

Box 3.5. **The use of rating scales in quality assessment in the United States** *(cont.)*

Washington has begun an evaluation of this rating system, with final results to be completed in early 2016. The effects of Early Achievers will be assessed while focusing on child outcomes, parent and family profiles, and provider and programme organisation. The evaluation will help the state to understand the extent to which the Early Achievers standards and quality levels are related to child outcomes and school readiness, and which of the individual standard components are most predictive of positive child outcomes important for school readiness. Participants include randomly selected infants, toddlers and preschoolers. Standardised instruments will be directly administered, and indirect assessments in the form of parent and provider reports will be obtained for participating children. Secondary data will be collected from existing entities to inform children's gains in knowledge and skills over time.

Source: Case study prepared by the United States Department of Education and edited by the OECD Secretariat.

services, since settings are most often free to choose the tools they use. This is the case for example in Finland, New Zealand and Norway. Besides, self-evaluations are usually not compulsory in many jurisdictions (although they are in Slovenia, for example), even though they are frequently conducted. Data in this section and Table 3.7 therefore refer to the most commonly used tools in self-evaluations. In certain countries, because instruments and tools for self-evaluations are not prescribed, no information is available on what the most commonly implemented tools are.

In self-evaluations, self-reported surveys, self-reflection reports or journals and checklists are often used (by 12 out of 19 jurisdictions that conduct self-evaluations). The use of portfolios is relatively popular too: 8 out of 19 jurisdictions indicated that these are common instruments in self-assessments. Portfolios are a collection of pieces of work of staff and managers, while checklists include a list of areas that relate to service quality, which should be addressed in self-assessments. By contrast, video feedback is not frequently used for self-evaluations.

An example of a self-evaluation instrument comes from the Netherlands. The Dutch Consortium for Child Care (NCKO), which studies the effects and levels of childcare quality in the Netherlands, has developed a "quality monitor", an instrument with which childcare centres can assess their own quality. The results of the monitor provide an overview of the weaker and stronger points of a provider, with the goal of enhancing the level of quality. The monitor assesses the interactions of all pedagogical staff, the quality of the care environment, as well as structural aspects of the provision, and makes use of checklists and rating scores. Special training modules have been developed to train staff and managers of childcare centres in using the monitor. In addition, training is available on analysing and improving staff-child interactions, which have been found to be key for early child development.

Who monitors?

Naturally, self-evaluations are conducted by the practitioners in ECEC settings and their managers or other leaders. The involvement of practitioners in evaluating the quality gives them an active role and makes them participants rather than putting them in a passive role. While it is a mandatory practice in, for example, the Czech Republic, the instruments used for self-assessments are usually not prescribed. Parent surveys are completed by parents but are usually distributed by ECEC settings and differ between settings, since there are no national parent surveys in place in most countries. However, who conducts inspections is often far less obvious, although they are commonly

Table 3.7. **Self-evaluation tools/instruments used for monitoring service quality**

By setting

Jurisdiction	Type of setting	Tools/instruments				
		Self-reported questionnaire/ survey	Self-reflection reports or journals	Portfolios	Checklists	Video feedback
Australia	All ECEC settings	a	a	a	a	a
Belgium - Flemish Community	Childcare settings (Family day-care providers and day-care centres)				X	
	Pre-primary education	Settings decide on the tools that are used				
Belgium - French Community	Nurseries	Settings decide on the tools that are used				
Chile	Kindergartens	X				
	Pre-primary education for 3-5 year olds	X				
	Pre-primary education for 4-5 year olds	X	X			
Czech Republic*	Kindergartens in the school register, funded by the state budget; private kindergartens registered in the school register	X	X	X	X	X
Finland	All ECEC settings	Settings/municipalities decide on the tools that are used				
France	Community crèches and family day care	X	X			
Germany	Child day-care centres	X	X	X	X	
Ireland	Full-day-care service	a	a	a	a	a
Italy*	Nursery schools		X		X	
	Pre-primary schools	X	X		X	
Japan	Nursery centres	a	a	a	a	a
	Kindergartens	a	a	a	a	a
Kazakhstan	All ECEC settings	X	X	X	X	
Korea	All ECEC settings	X	X	X	X	
Luxembourg	Day-care families		X			
	Day-care centres; early childhood education programme; compulsory preschool education		X			
Mexico	Public child development centres for 0-5 year-olds (CENDI)	X	X			
	Federal home-based early education for 0-3 year-olds (CONAFE)	X	X			
	Mandatory preschool					
Netherlands*	All ECEC settings				X	
New Zealand*	All ECEC settings	Varies by settings and within settings				
Norway	All ECEC settings	Settings/municipalities decide on the tools that are used				
Portugal	Crèche				X	
	Family childcare		X			
	Kindergarten	X	X	X	X	
Slovak Republic	Kindergartens	X		X	X	X
Slovenia*	Kindergarten (integrated ECEC setting for 1-5 year-olds)	X	X	X	X	
Sweden*	Preschool	X	X	X	X	X
	Preschool class	X	X			
United Kingdom - England	All ECEC settings	a	a	a	a	a
United Kingdom - Scotland	All ECEC settings	m	m	m	m	m

a = not applicable m = missing

Notes: In the Czech Republic, settings can decide on what tools they actually use. All tools as listed in the table can be used by ECEC settings for self-evaluations, but actual tools used can vary between settings.
In France, tools can differ between regions/departments. Data in the table refer to common tools.
In the Netherlands, instruments can vary by region or setting. Data in the table refer to commonly used tools.
In Italy, there might be other tools used. The information in the table above refers to the tools that have been translated into Italian and/or used by universities assisting settings in their self-evaluation process. The information in the table is not derived from national surveys on monitoring quality in ECEC settings. There are no national guidelines for preschool self-evaluations in place in Italy. Preschools wishing to self-evaluate their quality usually do so on a voluntary basis, sometimes with the aid of some external partner, such as a university.
In New Zealand, the tools/instruments vary by setting, although self-evaluation reports are commonly used. These are prepared before an external ERO review is conducted, and serve as a self-evaluation tool. In addition, many services use ERO's evaluation indicators and the self-report document that they prepare before an external ERO review as a tool for self-evaluation. ERO is the Education Review Office, the public service department of New Zealand charged with reviewing and publicly reporting on the quality of education and care of students in all New Zealand schools and early childhood services.
In Slovenia, the use of self-evaluation tools varies between kindergartens. Kindergartens can use any of the tools listed in the table, but actual tools used can differ between settings.
In Sweden, the tools listed in the table for Sweden are examples of tools used. In practice, the tools used can differ between regions and settings, since they can choose their own tools.

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

StatLink http://dx.doi.org/10.1787/888933243114

conducted by national inspectorates or agencies that are affiliated with, or part of, the ministry or ministries responsible for ECEC.

Table 3.8 gives an overview of who is in charge of inspections in countries and jurisdictions. For some settings, or in some jurisdictions, responsibilities for monitoring are decentralised to local or regional authorities. Nursery schools in Italy, for example, are inspected by local authorities and territorial health agencies. And inspections in kindergartens in Korea are conducted by a regional or local education office that is part of the Ministry of Education. Besides, Parent Monitoring Groups have been set up in Korea in 2005 that are managed and overseen by local governments. They visit childcare centres, observe and monitor the ongoing activities and provide childcare policy recommendations to the local government (OECD Network on Early Childhood Education and Care, 2012). In Germany, the main responsibility for monitoring quality in child day-care centres lies with the providers themselves. Most large welfare providers of ECEC operate their own quality evaluation systems, often including inspections. ECEC settings can opt to be monitored or not, since it is not mandatory to be evaluated, and no specific practices are prescribed. Moreover, Local Youth Welfare Offices in Germany operate a system of so-called *Fachberater* (specialist counsellors), who visit and consult, rather than inspect, child day-care centres as well as family day-care provisions.

When and how often is service quality monitored?

The frequency of monitoring service quality is not regulated by law in many countries, especially not regarding self-evaluation practices. In most countries and jurisdictions, the frequency of monitoring service quality depends on the most recent monitoring results (see Table 3.9). This is for example the case in Chile, where settings that score a medium to low assessment outcome are re-evaluated every two to four years. By contrast, settings that performed very well will be less frequently monitored but can be visited for learning and sharing good practices. A similar system has been adopted in England (United Kingdom), but with higher frequency. When the last monitoring result yielded an "inadequate" level, the setting is monitored again within three months and re-inspected within six months. When the last monitoring result was "requires improvement", the setting is re-inspected within a year.

In Germany, however, no particular regulations exist regarding the frequency of monitoring, except in Berlin. The *Berliner Bildungsprogramm* requires that an external evaluation in ECEC centres be conducted every five years. Internal evaluations are seen as a continuous (yearly) process. In Italy, the monitoring process in state-run preschools is usually prompted by complaints. As a result, the service quality in these schools is often monitored on an *ad hoc* basis. In France, the frequency of monitoring service quality in care settings is also not regulated, but it is usually done every two years.

How are the results of service quality used?

Monitoring service quality results have to be made public in most countries: in at least 16 out of 22 jurisdictions, the results are publicly available (see Table 3.10). This is the case in Australia, Ireland, Portugal, the Slovak Republic and Scotland (United Kingdom), among others. New Zealand's Education Review Office publishes national evaluation reports, which are publicly available on line, and some reports are published in booklet form and sent to all early childhood settings. Feedback indicates that the findings of these reports are useful and used to inform practice and as a basis for self-review in early childhood

Table 3.8. **Responsibilities for inspections of service quality**

By setting

Jurisdiction	Type of setting	Who inspects (e.g. statutory agency/ officer)? Specify the name(s) of the organisation and the level of governance (national/state/local, etc.) to which it is attached
Australia	All ECEC settings	State Government Regulatory Authority
Belgium-Flemish Community	Family day-care providers; day-care centres	Care Inspection Agency (Flemish community)
	Pre-primary education	The Educational Inspectorate
Belgium-French Community	Nursery; childminders; private childminders	Care co-ordinators ONE (for nursery) and advisory agents/consultants from ONE (for home-based care/private child minders)
Chile	Community kindergartens; Kindergartens	JUNJI
	Pre-primary education for 3-5 year-olds; Pre-primary education for 4-5 year-olds	Agencia de la Calidad/ Superintendencia de Educación (Quality Agency/ Super Intendency of Education) (both national/central level)
Czech Republic	Day nursery	Ministry of Health
	Kindergartens in the school register, funded by the state budget; private kindergartens registered in the school register	Czech School Inspectorate
	Private institutions that care for children, founded under the Trade Act	There is no monitoring system in place for these settings
Finland	All ECEC settings	Regional State Administrative Agencies and municipalties
France	Community crèches; Family day care	Ministère des Affaires sociales et de la Santé (Ministry of Social Affairs and Health); with Caisses d'allocations familiales (CAF - Allocation of Family Allowances Office) and Protection maternelle et infantile (PMI - Maternal and Infancy Protection)
	Pre-primary school	Ministère de l'Éducation nationale (Ministry of Education)
Germany	Family day care	Fachberater (specialist counsellors) attached to Local Youth Welfare Offices
	Child day-care centres	Fachberater (specialist counsellors) attached to Local Youth Welfare Offices
Ireland	Full-day-care service	Child and Family Agency (formerly the Health Service Executive)
Italy	Nursery school	Local authorities, such as municipalities, regions; health territorial agencies
	Pre-primary school	National Ministry of Education through its territorial branches (regional scholastic office)
Japan	m	m
Kazakhstan	All ECEC settings	Territorial Departments for Control in Education; The Ministry of Education and Science; the Territorial Departments of Education (all 16 regions and 2 cities), and the Territorial Departments for control of Education.
Korea	Childcare centre	Korea Childcare Promotion Institute (Ministry of Health and Welfare)
	Kindergarten	Regional/Local Education Office (Ministry of Education)
Luxembourg	Day-care families; day-care centres	Regional agents
	Early childhood education programme; compulsory preschool education	Inspectors (national level) who fall within the competency of the Ministry of National Education, Children and Youth
Mexico	Public child development centres for 0-5 year-olds (CENDI); mandatory preschool	Regional/Local Education Office
	Federal social security centre-based care for 0-5 year-olds (IMSS)	m
Netherlands	Childminding; playgroups; childcare	The National Inspection of Health
	Childcare and playgroups/preschools for children from disadvantaged backgrounds	Health and education inspectorates
New Zealand	All ECEC settings	Education Review Office
Norway	All ECEC settings	Municipality
Portugal	Crèche; childminder; family childcare	State Government Regulatory Authority
	Kindergarten	Inspectors (national level)
Slovak Republic	Kindergarten	State School Inspection
Slovenia	Childminding of preschool children	The Inspectorate for Education and Sport (IESRS); Health Inspectorate
	Kindergarten (integrated ECEC setting for 1-5 year-olds)	The Inspectorate for Education and Sport (IESRS); Health Inspectorate
Sweden	Preschool; Pedagogical care (e.g. family day care); preschool class	Swedish Schools Inspectorate (national) and state and municipal authorities
United Kingdom-England	All ECEC settings	Ofsted
United Kingdom-Scotland	Private nurseries in partnership with local authorities	Education Scotland; Care Inspectorate (for care element)
	Local authority nurseries	Education Scotland
	Childminders	Care inspectorate

m = missing

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

StatLink http://dx.doi.org/10.1787/888933243124

Table 3.9. **Frequency of monitoring service quality**

By setting

Jurisdiction	Type of settings	More than once per year	Once per year	Between once every year and every 2 years (incl.)	Between once every 2 and 3 years (incl.)	Depends on last monitoring result	Other
Australia	Family day care and in-home care; long day care; preschool; outside school hours care					X	
	Occasional care	m	m	m	m	m	m
Belgium-Flemish Community	Pre-primary education					X	
Belgium-French Community	Nursery; childminders				X	X	
	Preschool				X	X	
Chile*	Community kindergartens; kindergartens		X			X	
	Pre-primary education for 3-5 year-olds; Pre-primary education for 4-5 year-olds					X	
Czech Republic	Day nursery	m	m	m	m	m	m
	Kindergartens in the school register, funded by the state budget; private kindergartens registered in the school register	m	m	m	m	m	m
	Private institutions that care for children, founded under the Trade Act	m	m	m	m	m	m
Finland	All ECEC settings	Differs by local authority/region					
France	Community crèches; family day care				X		
	Pre-primary school				X		
Germany*	Family day care	m	m	m	m	m	m
	Child day-care centres						Only regulated in Berlin
Ireland	Full-day-care service			X			
Italy*	All ECEC settings						No fixed frequency
Japan	Kindergarten		X				
	Nursery centres	X					
Kazakhstan*	All ECEC settings						Once every 5 years
Korea*	All ECEC settings				X		
Luxembourg	Day-care families; day-care centres		X				
	Early childhood education programme; compulsory preschool education	X					
Mexico	Federal home-based care for 1-5 year-olds of working parents (SEDESOL); federal social security centre-based care for 0-5 year-olds (IMSS)	X					
	Federal centre-based ECEC for 0-5 year olds of state workers (ISSSTE)		X				
	Public child development centres for 0-5 year-olds (CENDI); centre-based care for low SES 0-5 year-olds (SNDIF)		X				
	Mandatory preschool		X				
Netherlands*	Childminding; playgroups; childcare; playgroups and childcare for children with disadvantaged backgrounds		X			X	
New Zealand	All ECEC settings					X	
Norway*	All ECEC settings	not regulated					
Portugal	Crèche; childminder; family childcare					X	
	Kindergarten		X			X	
Slovak Republic*	Nurseries; mother centres / children centres	m	m	m	m	m	m
	Kindergarten					X	
Slovenia*	Childminding of preschool children					X	
	Kindergarten (integrated ECEC setting for 1-5 year-olds)		X (self-evaluations)				Every 5 years for inspections

Table 3.9. **Frequency of monitoring service quality** *(cont.)*

Jurisdiction	Type of settings	More than once per year	Once per year	Between once every year and every 2 years (incl.)	Between once every 2 and 3 years (incl.)	Depends on last monitoring result	Other
Sweden	All ECEC settings		X (internal)				Every 5 years for inspections
United Kingdom-England*	All ECEC settings					X	
United Kingdom-Scotland	All ECEC settings	X					

m = missing

Notes: In Chile, for unregistered or unregulated settings, the regulation does not say how frequently they should be monitored, but JUNJI visits all settings at least once per year. The frequency of visits by the *Agencia de la Calidad* to the registered/regulated settings depends on the last monitoring performance of each setting: settings whose performance ranks as "insufficient" or "medium-low" must be visited at least every two and four years respectively. Settings whose performance ranks as "medium", can be visited whenever the agency considers appropriate, but less than that of the lowest frequency categories. Settings with performance ranked as "high" are not subject to re-evaluative visits, but only to learning visits, which aim to identify successful practices and disseminate these to other settings.
In Germany, no particular regulations on frequency of monitoring exist except in Berlin. The *Berliner Bildungsprogramm* requires that an external evaluation in ECEC centres be conducted every five years. Internal evaluations are seen as a continuous (yearly) process.
In Italy, the service quality of state-run schools is monitored on an *ad hoc* basis and thus, there is no prescribed frequency. Usually, the monitoring process is prompted by complaints. The monitoring of service quality of licensed schools is carried out on a sample basis. No national information is available on the frequency of monitoring settings for the 0-2 age group.
In Kazakhstan, the Committee for Control of Education and Science monitors once in five years. Additional monitoring practices are carried out when these are needed.
In Korea, Child Care Accreditation and Kindergarten Evaluation are implemented every three years.
In the Netherlands, ECEC settings are, in general, monitored once a year, although when a setting is performing well, the frequency can be reduced.
In Norway, the frequency of inspections performed by the municipality is not regulated by law, and varies between settings. The frequency of internal assessment is not regulated explicitly, but regulation requires the development of an "annual plan" for the kindergarten. This plan is required, among other things, to include information about how the kindergarten will work on the care, formation, play and learning of the children, and will set out how the stipulation of the Kindergarten Act on content will be followed up, documented and assessed. In general, kindergartens have some sort of yearly assessments.
In the Slovak Republic, the frequency of internal monitoring is not prescribed by law, and inspections are conducted depending on the subject (content focus) of the monitoring task included in the plan of inspection activity for the respective school year.
In Slovenia, a self-evaluation must be carried out each year in the areas determined by the kindergarten. Regular inspections by the Inspectorate for Education and Sport of the Republic of Slovenia (IESRS) are carried out every five years as a rule. When there is suspicion of illegal activity, an extraordinary inspection procedure is conducted. The initiative for such an inspection is made by the child and pupil, parent, guardian, foster parent, parent council, a representative of the representative trade union in the kindergarten or school, or staff in the kindergarten or school. The frequency of health inspections is determined by a risk assessment. The safety of the playground is supervised every day by the head and must be made once a year by inspectors of the Health Inspectorate.
In the United Kingdom-England, the frequency of monitoring service quality depends on previous monitoring results. When the last monitoring result was an "inadequate" judgement, the setting is monitored again within three months and re-inspected within six months. When the last monitoring result is a judgement of "requires improvement", the setting is re-inspected within a year.

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

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services. The French Community of Belgium and Slovenia point out that the general results of monitoring practices, at an aggregated level, are available publicly. Monitoring results for individual settings are not: they remain internal documents. In France, all monitoring reports remain internal, while in Germany, each setting decides whether the results are shared with the public. The outcomes of monitoring practices in Flemish care settings, as are those of monitoring service quality practices in Mexico and Norway, among others, are available on request. In Norway, for instance, it is decided at the local level whether or not to publish the inspection reports, but they are usually made available on request under the Public Information Act, while ensuring that regulations on privacy are also followed.

In the Netherlands, inspection reports of childcare settings are all made public. An inspection report is based on an unannounced inspection from the Municipal Health Service (*Gemeentelijke Gezondheidsdienst*, GGD), which will assess, among other things,

Table 3.10. **Public availability of service quality monitoring**

Jurisdiction	Publication of the results of monitoring service quality		
	They have to be made available to the public	They are available to the public upon request	They are not shared with the public (they remain internal documents)
Australia	X		
Belgium-Flemish Community	X (pre-primary education)	X (care settings)	
Belgium-French Community	X (general results)		X (individual results)
Chile	X		
Czech Republic	X		
Finland*	Not regulated		
France			X
Germany	Provider decides whether results are shared with public or not		
Ireland	X		
Italy*			X
Japan	m	m	m
Kazakhstan		X	
Korea	X		
Luxembourg	X (for day-care centres and day-care families only)		X (for ECEC programmes and preschool education)
Mexico	X (for mandatory preschool only)	X	
Netherlands	X		
New Zealand	X		
Norway*		X (inspections)	
Portugal	X		
Slovak Republic	X		X (individual results)
Slovenia*	X (general results)		
Sweden	X		
United Kingdom-England	Ofsted (inspection) decides whether reports are made public, but in general all are published		
United Kingdom-Scotland	X		

m = missing

Notes: In Finland, there are no regulations governing publication of monitoring results, although monitoring results are usually published.
In Italy, aspects of monitoring are generally not disclosed to the public and remain internal documents.
In Norway, the results of internal self-evaluations are shared with parents and employees only.
In Slovenia, the kindergarten's monitoring results are sent only to the kindergarten itself and are not published publicly. However, in accordance with the School Inspection Act, the Inspectorate has to submit to the minister an annual report that is published on its website, although this report does not provide data on individual kindergartens; it is in aggregated form.

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

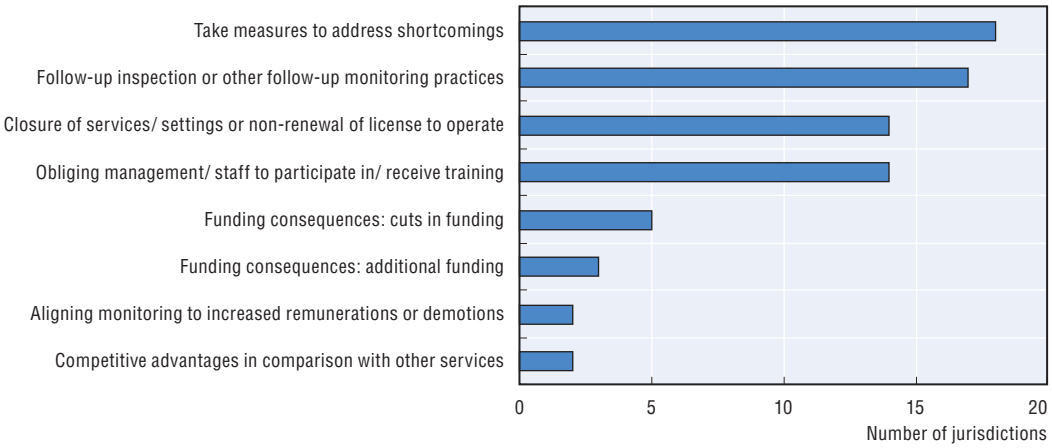
StatLink http://dx.doi.org/10.1787/888933243141

whether a setting meets the national quality requirements regarding the childminder/child ratio and professional qualifications. After the inspection, the GGD inspector prepares a report, which has to be made public.

The most common consequences attached to monitoring service quality results (see Figure 3.3) stipulate that the centre or staff must take measures to address shortcomings (as in Kazakhstan, Luxembourg and the Netherlands, for example), must submit to follow-up inspections or other monitoring practices (as is the case in New Zealand), or in extreme cases, be closed down or denied renewal of their license to operate. This is in force in countries such as the Flemish and French Communities of Belgium, Italy, Norway (see Box 3.3 for an in-depth case study on Bergen's monitoring system and its consequences) and Sweden. In Ireland before 2013, the inspectorate would have had to use the court system to close an early years setting, a complicated

and lengthy procedure. Regulations were introduced in 2013 under which financial sanctions can apply if a setting is in breach of the regulations. Irish authorities regard this as an improvement on the old system.

Figure 3.3. **Consequences of monitoring early childhood education and care service quality**



Consequences of monitoring survey quality results are ranked in descending order of the number of jurisdictions that cited these consequences.

Source: Table 3.11, OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

StatLink http://dx.doi.org/10.1787/888933243192

In addition, it is fairly common to require staff and/or managers to undergo training, based on monitoring results. In Luxembourg, if shortcomings are noted, the setting receives support to address these issues through professional training, a professional training plan for the whole staff, or by receiving regular assistance from a specialist for a certain period of time (see Table 3.11 and Figure 3.3).

It is not common for funding consequences (whether an increase or a decrease in funding) to be attached to monitoring outcomes. However, settings in Korea can receive more funding based on positive inspection results, while budgets for providers in Mexico can be cut for poor performance. In the Czech Republic, private kindergartens receive partial funding from the national government (public kindergartens are fully financed by public resources). If private kindergartens pass the Czech School Inspection with a rating of average or better, they may receive additional (full) funding to cover their operating costs. In other countries, such as New Zealand, those conducting inspections have no authority to impose financial restraints. Monitoring is rarely linked to increased or decreased remunerations for ECEC managers, and settings that perform well rarely get a competitive advantage over other ECEC services. However, in Germany, monitoring can grant providers a quality certificate, which helps parents identify settings that perform well. This may also result in a competitive advantage for such providers, although it has not been established whether this is in fact the case.

Monitoring service quality can have different impacts and results, for example on the level of quality or knowledge gathering on quality. While this area is under-researched, several jurisdictions noted certain useful results that could be linked to monitoring practices. In New Zealand, for instance, parents are better informed of the levels of quality of ECEC settings – and also because monitoring reports are published on line. Portugal

Table 3.11. **Consequences of monitoring service quality results**

Jurisdiction	Take measures to address shortcomings	Obliging management/ staff to participate in/ receive training	Follow-up inspection or other follow-up monitoring practices	Funding consequences: cuts in funding	Funding consequences: additional funding	Competitive advantages in comparison with other services	Aligning monitoring to increased remunerations or demotions	Closure of services/ settings or non-renewal of license to operate
Australia	X	X	X			X		X
Belgium-Flemish Community*	X		X					X
Belgium-French Community	X	X	X	X				X
Chile	X	X					X	
Czech Republic	X	X	X		X			X
Finland*		X	X					
France	X	X	X					X
Germany	X							
Ireland								
Italy*	X							X
Japan	m	m	m	m	m	m	m	m
Kazakhstan	X	X	X		X			X
Korea	X		X		X	X		
Luxembourg*	X	X	X	X				X
Mexico	X	X	X	X				X
Netherlands	X	X	X					X
New Zealand			X					X
Norway								X
Portugal	m	m	m	m	m	m	m	m
Slovak Republic	X	X	X	X			X	X
Slovenia	X	X	X					
Sweden	X		X					X
United Kingdom-England	X	X	X	X				
United Kingdom-Scotland*	X	X	X					

m = missing

Notes: For the Flemish Community of Belgium, the data refer to day-care settings and pre-primary education.
In Finland, consequences of monitoring are not set at the national level and municipalities can determine which consequences are attached to monitoring results. The consequences mentioned in the table may be attached to monitoring results, although these can differ between municipalities in practice.
In Italy, closure of a service is possible in theory but rather uncommon in practice.
In Luxembourg, data refer to day-care centres and day-care families. For ECEC programmes and preschool education, the only possible consequence attached to monitoring results is a follow-up inspection or other follow-up monitoring practice.
In the United Kingdom-Scotland, there can be other consequences in exceptional situations.

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

StatLink http://dx.doi.org/10.1787/888933243152

finds that monitoring ensures that ECEC settings are held more accountable for the quality of children's learning experiences. In Kazakhstan, it is indicated that monitoring enhances quality in (mainly) public provisions with better standards and better trained staff in place. However, Kazakhstan faces challenges with private institutions that tend to comply less with national quality standards. Kazakhstan hopes to resolve this issue by providing training to staff and managers in private ECEC settings on the monitoring standards.

Monitoring service quality was also found to have an impact at policy level. Slovenia mentioned that monitoring is one of the elements that emphasises the importance of early childhood education and has helped maintain high structural standards, despite the high

cost. In addition, it provides policy makers with information on what needs and deserves additional funding or improvement.

Monitoring service quality also contributes to system transparency, according to the Czech Republic, although Mexico indicated that it faces challenges in the transparency of the ECEC system and on which monitoring results to share in particular. Countries with a highly decentralised monitoring system (as in Finland), struggle without a unified monitoring system in place. This is a particular issue in Germany, where ECEC settings in each *Land* have different standards to comply with.

Mexico and France mentioned that they face challenges in adapting monitoring to improve child outcomes, and how to assess this in, for example, Mexican social security centre-based care for 0-6 year-olds (IMSS settings). Lastly, several countries noted the need for better-trained evaluators and inspectors, and indicated that parental involvement in monitoring is not yet widely implemented.

Box 3.6. **The counselling function of inspections in the Flemish Community of Belgium**

The role of the Flemish Inspectorate of preschools/kindergartens is not simply to administer sanctions, but above all to encourage good performance. If deficiencies are noted, the primary concern is to ensure that the quality of preschools reaches the desired level. When a preschool is given negative feedback in its accreditation process, it is given the opportunity to submit a remedial plan and can ask for guidance from educational counselling services. The Inspectorate is a team of inspectors who reach decisions collegially, and includes inspectors with certain specialisations. This helps the Inspectorate to administer its task of quality control, and also has the goal of providing preschools with better-focused feedback that is critical but constructive and positive. If deficiencies or aspects that require specific attention are noted, the Inspectorate makes clear the logic behind these observations, so as to offer schools the levers for improvement. Information from the inspection report is also available to all the preschools so that the preschools are able to scrutinise their functioning pro-actively and are able to compare themselves to others and learn from others. The Inspectorate and counselling services support preschools in this and give them a helping hand in improvement measures. The Inspectorate is thus an instrument for permanent quality control and improvement.

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

Note

1. All of the 24 jurisdictions that responded to our survey and participated in our study monitor service quality in ECEC settings.

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ANNEX A3

Instruments for monitoring service quality

Table A3.1. **Instruments for monitoring service quality**

Name of instrument	Jurisdiction used in*	Age group	Type of setting			Purpose of assessment	Type of instrument	Assessed domains	Developer/marketer	Website
			Centre-/ School-based	Home-based	Example					
Assessment Profile for Early Childhood Program (APECP)*	United States	0-12 years	X	X	Early education; school age programmes; family childcare homes	Determine strengths of a programme; identify possible areas of improvement; accreditation/ licensing	Observational checklist	Categories: scheduling, learning environment, safety and health, curriculum approaches, individualising, interacting Centre-based: programme management, personnel, food service, physical facility, programme development Family childcare practices: interacting, learning environment, health and nutrition, safety, outdoor environment, professional responsibilities	Quality Assist	*www.qassist.com/pages/research-and-evaluation*
Context, Input, Process, Output framework (CIPO referentiekader)	Belgium - Flemish Community	3-6 years (and beyond, used for settings providing education to older children too)	X		Pre-primary education for children 3-6 years, primary school	Inspecting the quality of a setting, to analyse whether settings meet the needs of children/students, and provide recommendations and advise on how to improve	Checklist (list of indicators the inspection checks)	Contextual information such as the building and administration; Inputs such as staff characteristics and characteristics of children/ students; Process: general policies, staff policies, logistical policies, and educational policies; Outputs such as satisfaction of the child, staff and other partners/stakeholders, and child well-being and development	Education Inspectorate of the Flemish Community of Belgium (*Onderwijsinspectie*)	*www.ond.vlaanderen.be/inspectie/opdrachten/doorlichten/extra-info.htm*

Table A3.1. **Instruments for monitoring service quality** *(cont.)*

Name of instrument	Jurisdiction used in*	Age group	Type of setting			Purpose of assessment	Type of instrument	Assessed domains	Developer/marketer	Website
			Centre-/ School-based	Home-based	Example					
Early Childhood Environment Rating Scale Revised Edition (ECERS-R)*	United States, Canada, various European, Asian and South American countries	Usually 2.5-5 years	X		Kindergarten, preschool, childcare classrooms	Observe process quality; information; data collection; make informed choices for programme improvement	Observation using a scale (43 items with 7 subscales) Scale can be used for: supervision by programme directors and programme improvement, monitoring by agency staff, staff self-assessment, teacher training	Space and furnishings Personal care routines Language-reasoning activities Interactions Programme structure Parents and staff	Harms, Clifford, Cryer/ Environment Rating Scale Institute (ERSI)	*www.ersi.info*
Early Childhood Environment Rating Scale Third Edition (ECERS-3)*	United States, Canada, various European, Asian and South American countries	Usually 3-5 years	X		Kindergarten, preschool, childcare classrooms	Observe process quality, with regard to teacher-child interaction and environmental provisions; information; data collection; make informed choices for programme improvement	Observation using a scale (35 items with 6 subscales) Scale can be used for: supervision by programme directors and programme improvement, monitoring by agency staff, staff self-assessment, teacher training and the Quality Rating and Improvement Systems in the United States	Space and furnishings Personal care routines Language and literacy Learning activities Interaction Programme structure	Harms, Clifford, Cryer/ Environment Rating Scale Institute (ERSI)	*www.ersi.info*
Early Language & Literacy Classroom Observation (ELLCO)*	Ohio (United States)	3-8 years	X		Early childhood classrooms, K-3 classrooms (pre-K; K-3)	Assess teaching practices, quality of classroom environment; improve programmes and professional development	Classroom observation, interview with teacher(s) (done by supervisors, principals, researchers, programme directors, administrators and/ or teachers)	Curriculum, books and book reading, language environment, classroom structure, print and early writing	Brookes Publishing	*www.brookespublishing.com/resource-center/screening-and-assessment/ellco/*

Table A3.1. **Instruments for monitoring service quality** *(cont.)*

Name of instrument	Jurisdiction used in*	Age group	Type of setting			Purpose of assessment	Type of instrument	Assessed domains	Developer/marketer	Website
			Centre-/ School-based	Home-based	Example					
ECERS-E: The Four Curricular Subscales Extension to the Early Childhood Environment Rating Scale (ECERS)*	United Kingdom, United States	3-5 years	X		Preschool education and care	Provide additional information on curricular provision in the care settings	Observation using a scale	Literacy, mathematics, science and environment, diversity	Kathy Sylva, Iram Siraj-Blatchford, Brenda Taggart/ Teachers' College Press	*www.ecersuk.org/4.html*
Effective Early Learning Programme (EEL)*	United Kingdom, Portugal, Netherlands, Australia	0-7 years	X		Early childhood settings (with an educational commitment)	Evaluate and compare quality of early learning; improvement of quality and effectiveness of learning (Four stages: evaluation, action planning, improvement, reflection)	Self-evaluation including: observation of children and adults, documentary analysis, questionnaires, interviews of parents, children and colleagues (practitioners working with an external EEL adviser, in co-operation with parents and children) Observation techniques: Child Involvement Scale (child-focused observation) and Adult Engagement Scale (adult-child interactions)	Child involvement signals: concentration, creativity, energy, persistence, precision, facial expression and posture, reaction time, language satisfaction Adult involvement: sensitivity, stimulation, autonomy Others: training, curriculum, staff ratios, teaching styles, interactions, facilities, planning and assessment procedures, daily programmes, home/ school partnership, equal opportunities, quality control procedures	Prof. Christine Pascal, Prof. Tony Bertram (Centre for Research in Early Childhood); based on work by Prof. F. Laevers (Leuven University, Belgium)	*www.crec.co.uk/*

Table A3.1. **Instruments for monitoring service quality** *(cont.)*

Name of instrument	Jurisdiction used in*	Age group	Type of setting			Purpose of assessment	Type of instrument	Assessed domains	Developer/marketer	Website
			Centre-/ School-based	Home-based	Example					
Evaluación Indicativa de Desempeño (Indicative Performance Evaluation)	Chile	3-18 years	X		Pre-primary education for 3-5 year olds (*colegios*), Pre-primary education for 4-5 year olds (*escuelas*), elementary and secondary education	Strengthen institutional and self-evaluation capacities of the education settings Provide guidance for the elaboration of the improvement plans Promote continuous improvement of the offered education	Inspection (by the national quality agency) Information requirements (by the national quality agency) Surveys, focus groups, questionnaires and other if considered suitable by the national quality agency	Leadership, pedagogy, education and training for students, management of human, financial and educational resources	Ministry of Education	*http://archivos.agenciaeducacion.cl/documentos-web/Estandares_Indicativos_de_Desempeno.pdf*
Family Child Care Environment Rating Scale Revised Edition (FCCERS-R)*	United States, Canada, various European, Asian and South American countries	0-12 years		X	Family childcare programmes	Observe process quality; information; data collection; make informed choices for programme improvement	Observation using a scale (38 items with 7 subscales)	Space and furnishings Personal care routines Listening and talking Activities Interaction Programme structure Parents and provider	Environment Rating Scale Institute (ERSI)	*www.ersi.info*
Infant/Toddler Environment Rating Scale (ITERS-R)*	United States, Canada, various European, Asian and South American countries	Until 30 months	X		Centre-based childcare programmes	Observe process quality; information; data collection; make informed choices for programme improvement	Observation using a scale (39 items with 7 subscales) Scale can be used for: supervision by programme directors and programme improvement, monitoring by agency staff, staff self-assessment, teacher training	Space and furnishings Personal care routines Listening and talking Activities Interaction Programme structure Parents and staff	Environment Rating Scale Institute (ERSI)	*www.ersi.info*

Table A3.1. **Instruments for monitoring service quality** *(cont.)*

Name of instrument	Jurisdiction used in*	Age group	Type of setting			Purpose of assessment	Type of instrument	Assessed domains	Developer/marketer	Website
			Centre-/ School-based	Home-based	Example					
Kindergarten-Einschätz-Skala, revidierte Fassung (KES-R) (Kindergarten Evaluation Scale)	Germany	3-5 years	X		Kindergarten	Assess and support pedagogical quality in the area of education, pedagogy and care	Observations using a rating scale with rating indicators linked to physical, social, emotional and cognitive areas; interviews (by a trained observer; can be used for self- and external assessment)	Space and material resources, personal care routines, cognitive and language stimulation, activities, staff-child and child-child interaction, planning and structuring of pedagogical practice, situation of staff and co-operation with parents	German adaption of the ECERS scales by Tietze, Schuster, Grenner, Roßbach/ Cornelsen Scriptor	*www.ewi-psy.fu-berlin.de/einrichtungen/arbeitsbereiche/kleinkindpaedagogik/publikationen/index.html*
Kita!Plus internal monitoring instrument*	Rhineland-Palatinate (Germany)	0-5 years	X		Child day-care centres	Evaluate quality development; increase quality in early childcare facilities	Internal self-evaluative monitoring (and additional interviews, group discussions, symposia)	Collaboration of ECEC settings with parents and families; social environmental aspects	College of Koblenz/ Ministry of Integration, Family, Children, Youth and Women of Rhineland-Palatinate	*https://kita.rlp.de/index.php?id=673*
Krippen Skala (KRIPS-R) (Crèche scale)	Germany, Austria, Switzerland	0-2 years	X		Crèches	Assess and support pedagogical quality in the area of education, pedagogy and care	Observations using a rating scale with rating indicators linked to physical, social, emotional and cognitive areas; interviews (by a trained observer; can be used for self- and external assessment)	Space and material resources, personal care routines, cognitive and language stimulation, activities, staff-child and child-child interaction, planning and structuring of pedagogical practice, situation of staff and co-operation with parents	German adaption of the ITERS-R scales by Tietze, Bolz, Grenner, Schlecht, Wellner / Beltz Verlag	*www.ewi-psy.fu-berlin.de/einrichtungen/arbeitsbereiche/kleinkindpaedagogik/publikationen/index.html*
NCKO-*Kwaliteitsmonitor* (Quality Monitor)*	Netherlands	0-4 years	X		Childcare centres (*Kinderdagopvang*)	Enhance level of quality; overview of weaker and stronger points of a provision	Self-evaluation through rating scales (low, average, high-ranking) to be used by staff and managers of childcare centres to evaluate their own quality. It also includes a checklist of good practices examples (and bad practices to avoid)	Pedagogical quality, interactions of all pedagogical staff, sensitivity of staff to children's needs, structural quality (quality of the care environment, structural aspects of the provision)	Nederlands Consortium Kinderopvang Onderzoek (Dutch Consortium of Child Care Research)	*www.kinderopvang-onderzoek.nl/drupal/content/ncko-kwaliteitsmonitor-0*

Table A3.1. **Instruments for monitoring service quality** *(cont.)*

Name of instrument	Jurisdiction used in*	Age group	Type of setting			Purpose of assessment	Type of instrument	Assessed domains	Developer/marketer	Website
			Centre-/ School-based	Home-based	Example					
Pauta Digital de Fiscalización (Inspection Guideline)	Chile	0-5 years	X		Public and private kindergartens	Provide parents with more transparent information about the level of quality Stimulate settings to enhance their level of quality	Inspections with a rating scale (results posted online in the form of a ranking)	Organisation, tools used for pedagogy, good treatment and family, hygiene and nutrition, security and infrastructure, operation and logistics	JUNJI	*www.bienestararmada.cl/prontus_bienestar/site/artic/20140422/asocfile/20140422094758/valoracion_de_indicadores_de_fiscalizacion_en_jardines_infantiles_particulares.pdf*
Preschool Program Quality Assessment, 2nd Edition (PQA)*	United States	0-5 years	X	X	Infant-toddler programmes, preschool programmes, family childcare	Assess learning environment and adult-child interaction; reporting; training; accreditation	Rating scales completed with the use of observations in the settings, interviews (completed through self-assessment by providers or by independent trained raters)	Infant-Toddler PQA: Observation items (schedules and routines, learning environment, curriculum planning and child observation, adult-child interaction); agency items (parent involvement and family services, programme management, staff qualifications and development) Preschool PQA: Classroom items; agency items (daily routine, learning environment, curriculum planning and assessment, adult-child interaction, parent involvement and family services, programme management, staff qualifications and development) Family Child Care PQA: Daily schedule, safe and healthy environment, provider-child interaction, learning environment	HighScope Educational Research Foundation	*www.highscope.org/Content.asp?ContentId=79*

Table A3.1. **Instruments for monitoring service quality** *(cont.)*

Name of instrument	Jurisdiction used in*	Age group	Type of setting			Purpose of assessment	Type of instrument	Assessed domains	Developer/marketer	Website
			Centre-/ School-based	Home-based	Example					
Self-evaluation Instrument for Care Settings (SiCs/ZiKo)*	Flemish Community of Belgium	0-12 years	X	X	Day-care centres for children aged 0-3; Family day-care providers for children aged 0-3; Out-of-school care for children up to the age of 12	Ensure/improve well-being and involvement of the child and assess its experience in the care environment; enhance practitioners' professional development	Internal process-oriented self-assessment; observation of children with scales (by setting's supervisor, external advisor, or co-ordinator) ; self-assessment of pedagogical approach by practitioners with a scale during group work	Well-being and involvement of the child; pedagogical approach (infrastructure and offer of activities, group climate, child initiative, adult style and organisation, type of guidance by practitioners)	*Kind & Gezin*/ Research Centre for Experiential Education (Leuven University-Belgium)	*www.kindengezin.be/img/sics-ziko-manual.pdf*
Tagespflege-Skala (TAS) (Family Day-Care Scale)	Germany	0-5 years		X	Family day-care	Assess and support pedagogical quality in the area of education, pedagogy and care	Observations using a rating scale with rating indicators linked to physical, social, emotional and cognitive areas; interviews (by a trained observer; can be used for self- and external assessment)	Space and material resources, personal care routines, cognitive and language stimulation, activities, social development, situation of family day carer and co-operation with parents	German adaption of FDCRS (predecessor of the FCCERS-R) by Tietze, Knobeloch, Gerszonowicz/ Beltz Verlag	*www.ewi-psy.fu-berlin.de/einrichtungen/arbeitsbereiche/kleinkindpaedagogik/publikationen/index.html*

a = not available
m = missing

Notes:
The indication of countries does not mean that the instrument is necessarily used in nation-wide settings. The instruments listed in this table may also be implemented in countries other than those listed in the table above.
Please note that the NCKO Quality Monitor, ECERS-3, ECERS-R, ITERS-R, FCCERS-R, ECERS-E, APECP, ELLCO, PQA, SiCs, TAS, KES-R, KRIPS-R and EEL are also listed as instruments for assessing staff quality, and the SiCs in addition for assessing outcomes.
The ECERS-E has been developed to add greater depth in observation of curriculum provision to the ECERS-R. It is intended for use as a complement to the ECERS-R.
The Effective Early Learning Programme (EEL) exists also as Baby Effective Early Learning Programme (BEEL) with slightly adapted forms for this age group.
The *Kita!*Plus project's monitoring instrument is currently being developed and is planned to be completed by the end of 2015.

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Chapter 4

Monitoring staff quality in early childhood education and care (ECEC)

Staff quality is monitored by all the jurisdictions surveyed, mostly through inspections and self-evaluations. Inspections focus on staff qualifications, the overall quality of care and teaching, process quality, as well as planning skills. Observations, interviews, analysis of internal documentation and the results of self-evaluations are often used in inspecting staff quality. Peer reviews focus on the overall pedagogical quality, curriculum implementation, process quality and teamwork between colleagues. Self-evaluations make use of self-reported surveys and self-reflection reports, focusing on communication skills, while parent surveys ask about child development, as well as communication between staff and parents. The frequency of monitoring staff quality is often decided at local or setting level and is dependent on the last monitoring result in most jurisdictions.

Countries monitor staff quality to inform policy making, improve staff performance, enhance quality and determine staff training needs. The benefits of monitoring include better-trained staff, staff who are more highly qualified, and better descriptions of responsibilities for different staff grades in ECEC.

Key messages

- It is widely acknowledged that the quality of ECEC staff and their pedagogical activities, interactions and knowledge have a major impact on children's well-being and development. Effective monitoring of staff is central to the continuous improvement of ECEC services, which indicates the importance of linking staff monitoring to professional development.
- Staff quality is monitored by all 24 jurisdictions that participated in this study. Together with service quality, it is the area most frequently monitored, both to enhance the level of service quality and to inform policy making. In addition, staff performance is monitored to identify whether it needs any improvement.
- Inspections and self-evaluations are the practices most commonly used to monitor staff quality. Parental surveys, peer reviews and staff testing are less popular. The frequency of these practices is not regulated by law in most countries, especially in the case of self-evaluations. In most countries and jurisdictions, the frequency of inspections and self-evaluations depends on the most recent monitoring results or is decided at the setting level.
- Inspections of staff quality focus largely on whether staff have the necessary qualifications, the overall quality of teaching and care, as well as how the staff implement the curriculum. They also focus on the level of process quality, the staff's planning skills, and often on the use of materials. Inspections are mainly conducted through interviews, analysis of internal documentation and results of staff self-evaluations.
- Self-evaluations focus largely on the staff's communication skills, both among staff and with parents. Self-reported surveys and self-reflection reports or journals are commonly used in self-evaluations, and video feedback is not often used.
- Peer reviews tend to focus on the overall quality of staff and on how well the curriculum is being implemented. Teamwork and process quality are regularly monitored in peer reviews. Parent surveys focus more on staff communication with parents and on the curriculum.
- Process quality mainly refers to the implementation of the curriculum, the interactions between staff and children, and the overall quality of instruction and care.
- Monitoring staff quality results have to be made public in most countries, although this refers usually to general or aggregated results rather than individual staff results. Jurisdictions can attach consequences to monitoring results. The most common consequences are that staff is required to take measures to address shortcomings, such as training.

Introduction

All 24 jurisdictions[1] that participated in this study monitor the quality and performance of ECEC staff in regulated or registered settings. General findings for these countries on their monitoring staff quality practices and procedures will be explained in this chapter.

In almost all countries and jurisdictions, monitoring staff quality is recommended, rather than mandatory. External monitoring of staff quality is usually conducted at the regional/state or municipal level, while internal monitoring is done at the setting level. In most countries and jurisdictions, the monitoring of staff quality is integrated with, or explicitly aligned with the monitoring procedure of service quality. There is thus some overlap in practices and approaches between service and staff quality, although differences in focus (monitoring areas) and instruments are found.

Since responsibilities for staff evaluation lie with decentralised authorities or with settings, practices implemented vary widely. Which aspects are monitored and which instruments used is therefore also decided at regional level (as is the case in Berlin, for example) or at setting level for internal monitoring. As a result, there is no national data on monitoring staff quality available for most countries, and only the most common practices, or specific regional examples, for countries and jurisdictions are provided. These examples and common practices are therefore not representative of the general monitoring staff quality system in a country or jurisdiction.

Monitoring of staff is either done by external agents or agencies, or internally by ECEC staff and/or managers. The monitoring of ECEC staff takes mostly place in childcare facilities, preschools, kindergartens and nursery schools. Staff quality is less frequently monitored in family day-care facilities or childminding services, although Australia, the Flemish Community of Belgium, Germany, Luxembourg, Sweden, England and Scotland (United Kingdom) monitor staff performance in home-based care settings or childminding services.

This chapter will first explain what research tells us about the possible effects or impacts of monitoring practices with regard to staff quality. The section is followed by an explanation of countries' and jurisdictions' practices and policies on monitoring staff quality. This chapter also addresses the purposes of monitoring staff performance, and a country's approaches and practices, including which areas are being monitored, the instruments used, the frequency of monitoring, what the monitoring results are used for, and consequences of monitoring. In addition, the chapter addresses the issue of monitoring process quality as part of staff quality.

What are the effects of monitoring staff quality?

The literature widely acknowledges that quality of staff and their pedagogical activities, interactions and knowledge have a large impact on children's well-being and development (Fukkink, 2011; OECD, 2012). Effective monitoring of staff has been found to be central to the continuous improvement of ECEC services. The staff characteristics that research identifies as important in facilitating high-quality services and outcomes include: a solid understanding of child development and learning, the ability to understand children's perspectives, age-appropriate communication and practices, leadership and problem-solving skills, and development of targeted pedagogy or lesson plans (OECD, 2012).

However, it is difficult to measure the impact of monitoring staff quality on, for example, the improvement of the level of service quality, staff performance and implementation of curriculum, and child outcomes/development. The great differences in the design and implementation of monitoring approaches across and even within countries make it difficult to draw general conclusions about the effects or impacts of monitoring staff quality *per se*. While research has emerged (primarily from Anglo-Saxon countries) that begins to scratch the surface of this complex topic, it tends to examine the impact of specific monitoring methods rather than of monitoring staff quality in general (Litjens, 2013).

Rating scales

In New Jersey (United States), the introduction of a quality rating score allowed practitioners and management of the New Jersey Abbott Preschool Program to improve their practices, and statistically significant effects were found on children's literacy skills (Frede et al., 2007; Frede et al., 2009). Observation data have been systematically collected since the 1999-2000 school year, and results have been reported periodically since then. Classroom quality increased steadily each year, and by 2004-05, children were entering kindergarten with language and literacy skills closer to the national average than in prior years. This progress is attributed in part to rating scales used during observations, which provide staff with an indication of teaching practices that could require improvement and, hence, a basis for goal setting.

Self-evaluations

Several studies indicate that self-evaluation among staff is an important tool in enhancing the skills of the practitioner, while teaching staff to reflect more on their work. Self-evaluation may highlight those aspects of staff practices that have been particularly effective (Cubey and Dalli, 1996). In addition, it was found to lead to greater awareness of ongoing activities and pedagogical processes (Sheridan, 2001). Research in Italy found that systematic documentation and analysis of educational practice in self-assessments can be useful in encouraging professionalism among early childhood education practitioners (Picchio et al., 2012).

A study in the United Kingdom examined the effectiveness of self-assessment as a method of monitoring, evaluating and enhancing the quality of service provision in day-care settings (Munton, Mooney and Rowland, 1997). ECEC providers self-assessed such aspects of their work as managing children's behaviour, helping children to learn and creating a warm and friendly atmosphere. Results of the evaluation study found no significant differences in the quality of day-care provision between the providers who had used the self-assessment materials and those who had not. However, a small exception was noted between control and intervention providers concerning staff-child interactions and staff skills, namely the tone of adult-child interactions, discipline and cultural awareness. It is possible nevertheless that the quality of care provided by the intervention groups improved over the period of the evaluation in ways that were not assessed by the measures used. In general, the research concluded that a greater understanding of how providers implement self-assessment procedures and initiate changes in practice is required.

In the Flemish Community of Belgium, a process-oriented self-evaluation instrument for staff in care settings (named SiCs) was introduced in 2004. Significant changes have been observed in the settings that use the self-evaluation instrument. Practitioners feel that it contributes to their professional development and teamwork. In their pedagogical approach, they indicated they learned to take into account the perspective of the child, and because of this, to create optimal conditions for social-emotional and cognitive development (OECD, 2006). While these results are subjective, they indicate that monitoring can contribute to more conscious appreciation of practices and knowledge.

Using child outcome test results

In examining the use of test results of children's learning outcomes, researchers are not convinced that test results are sufficiently valid and reliable to make any fair conclusions on individual staff quality (Goe, 2007; Lockwood, Louis and McCaffrey, 2002; Waterman et al., 2012; Zaslow, Calkins and Halle, 2000). The fact that teachers and caregivers, and staff-child interactions matter for child outcomes and children's development does not

necessarily imply that child outcomes are the result of the instruction and activities of the professional. Staff members are not the only element that affect children's learning outcomes, since the child's home environment and environmental aspects such as the noise and distractive behaviour of other children also factor in. Lastly, the influence of staff instruction is not limited to knowledge and skills that can be assessed through testing, but also includes the transfer of psychological and lifelong learning skills (Barblett and Maloney, 2010; Isoré, 2009; Margo et al., 2008).

Linking monitoring to professional development

When monitoring is linked to professional development, it can have beneficial outcomes both for children and for staff. For example, an evaluation of staff quality involving 51 early childhood classes for preschool-age children throughout the United States exposed weaknesses in the instruction of certain subjects in the curriculum. As a result, staff training was developed and offered in those areas. Training staff in subjects in which they were less competent, and offering pedagogical training on how to instruct children better in these subjects, was found to result in better child outcomes in these subjects (Odom et al., 2010).

Why do countries monitor staff quality?

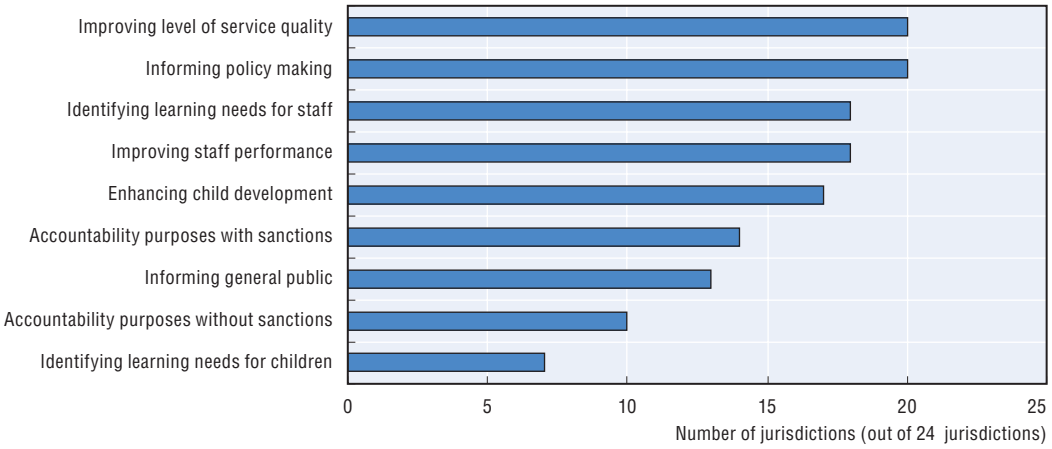
The objectives or purposes of monitoring staff quality vary (see Table 4.1). Figure 4.1 shows that most countries report that they monitor staff practices in the ECEC system to inform policy making (20 out of 24). The findings are used to help shape policy changes or new policy proposals. Raising the quality of ECEC is also frequently mentioned in conjunction with this goal; 80% of respondents reported that both of these objectives played a role in monitoring staff quality and performance. In addition, staff quality is monitored to identify how staff performance can be improved (18 out of 24 jurisdictions). Both can contribute to better pedagogical quality and improved child development.

Another key reason to improve staff quality and performance is to enhance children's development, which is often the main goal of providing ECEC, as noted in *Starting Strong III* (OECD, 2012). Few countries monitor staff to identify children's learning needs (only 7 out of 24).

Fourteen respondents indicated that staff are monitored for purposes of accountability, and that the monitoring is associated with rewards or sanctions. Monitoring of either staff or service quality can entail consequences for ECEC settings and their staff. In a minority of jurisdictions (10), staff quality is monitored for accountability purposes and is not linked to sanctions or rewards. Just over half (13) of the jurisdictions monitor staff quality to inform the public, contributing to accountability and transparency.

The reasons given for monitoring staff performance are varied. In New Zealand, the main purpose of staff evaluations is to improve staff practices and to identify any areas where staff need further training. In Slovenia, staff quality is monitored for all the purposes mentioned in Table 4.1, with the overarching goal to provide recommendations to the ECEC setting and their staff. ECEC staff in Slovenia have a legal right to professional development, to enhance the skills and knowledge of pedagogical staff, and thus the quality and efficiency of ECEC settings. Staff performance and self-evaluation results help identify training programmes that could benefit staff members. Participation in these programmes is covered by public funding.

Figure 4.1. **Purposes of monitoring early childhood education and care staff quality**



Purposes of monitoring staff quality are ranked in descending order of the number of jurisdictions that cited these purposes.

Source: Table 4.1, OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

StatLink http://dx.doi.org/10.1787/888933243300

Table 4.1. **Purposes of monitoring staff quality in early childhood education and care**

Jurisdiction	Purposes of monitoring staff quality								
	Accountability		Informing policy making	Informing general public	Improving level of service quality	Improving staff performance	Identifying learning needs for staff	Enhancing child development	Identifying learning needs for children
	Without sanctions/ rewards	With sanctions/ rewards							
Australia		X	X	X	X			X	
Belgium-Flemish Community*	X		X	X	X	X	X	X	
Belgium-French Community		X	X		X		X	X	
Chile		X	X			X	X		
Czech Republic	X	X	X	X	X	X	X	X	X
Finland	X		X		X	X	X	X	X
France	X		X		X	X	X	X	
Germany					X	X			
Ireland		X	X	X	X			X	
Italy			X		X				
Japan									
Kazakhstan		X	X	X	X	X	X	X	X
Korea	X		X	X	X	X	X	X	
Luxembourg		X	X		X	X	X	X	
Mexico	X		X	X	X	X	X	X	
Netherlands	X	X	X		X	X			
New Zealand						X	X		
Norway	X	X	X	X	X	X	X	X	X
Portugal						X	X		
Slovak Republic		X	X	X	X	X	X	X	X
Slovenia	X	X	X	X	X	X	X	X	X
Sweden	X	X	X	X	X	X	X	X	
United Kingdom-England		X	X	X	X		X	X	
United Kingdom-Scotland		X	X	X	X	X	X	X	X

Note: For Belgium-Flemish Community, data in the table refers to pre-primary education and day-care centres only.

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

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What are the typical practices for monitoring staff quality?

This section will explain the range of internal and external monitoring practices. Internal monitoring refers to monitoring by members of the ECEC setting under review, and external monitoring refers to evaluations and assessments of staff performance and quality by actors who are not employed by the setting. This section gives an overview of which external and internal practices are used in the different jurisdictions (see Table 4.2).

External monitoring of staff performance

The following external monitoring practices are commonly used in countries (see Table 4.2 for a complete overview, by jurisdiction):

- *Inspections* are widely used in OECD countries to observe and evaluate a setting's performance. Overall staff performance is generally taken into account when inspecting service quality, and monitoring service and staff quality are therefore often integrated, if inspecting staff quality is part of the service-quality exercise. National inspections rarely assess individual staff performance, but focus on overall staff performance, with some exceptions. Newly qualified teachers in Ireland, for example, are registered conditionally, pending an evaluation by the Department of Education and Skills Inspectorate. On two unannounced visits, the Inspectorate evaluates the professional competence of probationary teachers by observing teaching and learning, examining preparation and progress records, and evaluating samples of pupils' work. This determines whether the teacher can move to full registration (Litjens, 2013; OECD Network on Early Childhood Education and Care, 2012).
- *Parent surveys* on staff practice are usually distributed at the setting level, and are rarely standardised, prescribed or obligatory at national level. Settings can usually choose whether to conduct parent surveys or not. Parents can assess staff quality through the continuous interaction they have with the staff members, and such surveys are usually conducted to analyse parental satisfaction. Surveys and questionnaires are used to evaluate and assess staff quality in several OECD countries (see Table 4.2).
- *Peer reviews:* External peer reviews involve observation by evaluators who do not work in the same setting as the staff being monitored. They may be conducted by ECEC staff or by managers from other ECEC settings. Peer review of staff performance allows staff members to enhance their skills, adapt their practices to children's needs and offers input on the staff's professional development, based on the judgment of a peer colleague or expert (Litjens, 2013).

The practices used to monitor staff quality are often not prescribed at national level, and local authorities or ECEC settings (as in Finland, Norway, Japan and England [United Kingdom]) are free to choose which they adopt. Wide variations are thus observed between regions and settings. The data in Table 4.2 shows the most common practices for monitoring staff quality.

In general, inspections are the most commonly used practice for externally monitoring staff quality: 22 out of 24 jurisdictions make use of inspections (see Table 4.2). Inspections are used commonly in Finland, Japan and Norway at the municipal level, but no inspections take place at national level, while in other countries, such as France, inspections are organised at national level.

Table 4.2. **External and internal monitoring practices for staff quality**

By setting

Jurisdiction	Type of setting	External			Internal		
		Inspections	Parent surveys	Peer reviews	Self-assessments	Peer reviews	Tests for staff
Australia	All ECEC settings	X					
Belgium-Flemish Community	Childcare settings (Family day-care providers and day-care centres)	X			X		
	Pre-primary education	X			X		
Belgium-French Community	Nurseries	X			X	X	
	Childminders and preschool	X			X		
Chile	Kindergartens and community kindergartens	X			X		
	Pre-primary education for 3-5 year-olds	X	X		X		
	Pre-primary education for 4-5 year-olds	X	X	X	X	X	
Czech Republic*	Kindergartens in the school register, funded by the state budget; private kindergartens registered in the school register	X			X	X	
Finland*	All ECEC settings	X			X		
France	crèches and family day care	X	X	X	X		
	Pre-primary school	X	X				
Germany	Child day-care centres	X			X		
Ireland	Full-day-care service	X					
Italy*	Integrative services for early childhood, such as centres for parents and babies	X					
	Nursery schools	X			X		
	Pre-primary school	X	X		X		
Japan*	Kindergarten	Decided at regional/municipal level - no data available for national level					
	Nursery centres		X				
Kazakhstan	All ECEC settings	X	X	X	X	X	X
Korea	Childcare centres	X	X		X		
	Kindergartens	X	X		X	X	
Luxembourg	Day-care families	X					
	Day-care centres; early childhood education programme programmes; compulsory preschool education	X			X		
Mexico	Federal home-based early education for 0-3 year-olds (CONAFE)				X	X	
	Public child development centres for 0-5 year-olds (CENDI) and mandatory preschool	X				X	
	Federal social security centre-based care for 0-5 year-olds (IMSS)	X	X				
Netherlands	All ECEC settings	X	X		X		
New Zealand	All ECEC settings				X	X	
Norway	All ECEC settings	X			X		
Portugal	Kindergarten	X			X		
Slovak Republic	Kindergartens	X	X	X	X	X	
Slovenia*	Childminding of preschool children	X					
	Kindergartens (integrated ECEC setting for 1-5 year-olds)	X	X		X	X	
Sweden	Pedagogical care (e.g. family day care)	X					
	Preschool and preschool classes	X	X	X	X		
United Kingdom-England	All ECEC settings	X	X		Decided at regional/ local level		
United Kingdom-Scotland*	All ECEC settings	X	X	X	X	X	

Notes: In the Czech Republic, no monitoring is conducted for nursery and private institutions taking care of children founded under the Trade Act.

In Finland, how to monitor staff quality is decided at regional/municipal level, although inspections and self-evaluations are also commonly implemented.

In Italy, how to monitor staff quality is decided at regional/municipal level. Data in the table refer to the most common practices in Italy.

In Japan, no mandatory national monitoring practices of ECEC staff quality take place and thus no national data are available, but such practices are conducted at regional/municipal level. Staff quality in kindergartens is commonly monitored by parents and other local stakeholders, and staff in nurseries are monitored in external surveys completed by stakeholders (including parents) and authorities.

In Slovenia, there are no parental surveys at national level, only at setting level.

In the United Kingdom-Scotland, the national government does not conduct parent surveys on the quality of early years staff. Parent surveys are conducted at the local level: local authorities are required by law under the Children and Young People Act to consult with representative populations of parents every two years on which patterns of provision for early learning and out-of-school care best meet their needs.

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

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In 13 jurisdictions, parent surveys are used to monitor staff quality. In France, for instance, a parental satisfaction survey is sent to around 1200 families every two years to survey them about whether the childcare and crèche services meet their needs and demands. They are asked to rate their satisfaction on a number of topics, including the flexibility in hours and the training and skills of staff professionals.

Schools in Chile, French crèches and family day care, Kazakh ECEC settings, Slovak kindergartens, as well as preschools and preschool classes in Sweden and all Scottish ECEC settings, for instance, make use of peer reviews. In Germany, Local Youth Welfare Offices in Germany operate a system of so-called *Fachberater* (specialist counsellors), who visit and consult, rather than inspect, child day-care centres, as well as family day-care providers and their staff and managers.

It is noteworthy that, in general, external monitoring of staff quality is more common in kindergartens and preschools, or integrated settings, than in settings and providers that focus more on care, such as childminders, family day care and day-care centres.

Internal monitoring of staff performance

Internally, the following monitoring practices are used:

- *Self-evaluation or self-assessment*: a common source of assessing staff performance is the use of self-evaluations, where staff members evaluate their own performance (OECD, 2012). These can be conducted through the use of self-reported questionnaires (surveys about a staff member's practices and teaching and caring skills, filled in by staff themselves), self-reflection reports, journals or sheets, portfolios, and/or video feedback. The self-reflection process gives professionals insight into their own strengths and weaknesses, and helps identify their needs for improvement, professional development or coaching (Isoré, 2009). Self-evaluations can take place as part of peer reviews or as an individual exercise.
- *Peer reviews*: in internal peer reviews, ECEC professionals within the same setting and/or the manager observe staff and give constructive feedback to the person under evaluation. Different instruments (tools) can be used in peer reviews, as discussed in the next section.
- *Tests for staff*: staff knowledge and pedagogical skills may be evaluated through testing professionals, although this method is rarely applied in OECD countries (see Table 4.2). Tests for staff are more frequently used for new pre-primary education teachers in some countries, and are usually not part of staff monitoring practices. This is the case in Chile, Luxembourg and Spain, where a competitive examination determines entry into the teaching profession. Such tests often involve exams both on curriculum subjects and pedagogical practices (OECD, 2014). In Chile, pre-primary teachers take an initial professional test before joining the labour force. This test comprises disciplinary and pedagogical themes and is aligned with professional standards. Test results provide diagnostic information to universities and schools training preschool teachers and provide data on the aspects of their curriculum that need improvement.

Self-evaluations are widely used: 20 out of 24 jurisdictions make use of this practice (see Table 4.2). These are used in Italian pre-primary schools, Dutch ECEC settings, Scottish ECEC settings, as well as pre-primary provisions in Chile. Ten jurisdictions make use of internal peer reviews. These are used in nurseries in the French Community of Belgium, Chilean pre-primary schools for 4-5 year-olds, Czech kindergartens, ECEC settings in

Kazakhstan, Korean kindergartens, preschools in Mexico as well as Mexican federal home-based early education for children up to 3 years of age (CONAFE) and public child development centres for children up to 5 (CENDI), New Zealand ECEC settings, Slovak and Slovenian kindergartens, and Scottish ECEC settings. Tests for staff as a method in monitoring or assessing staff performance are only implemented in Kazakhstan.

Which areas are being monitored?

This section provides an overview of the scope, i.e. what areas are being monitored, in the different practices countries use to monitor staff performance.

When monitoring staff quality, areas or aspects that can be monitored include:

- *Staff qualifications*: obtained through formal education or professional development, they help enhance pedagogical quality, which is in the last analysis closely associated with better child outcomes. It is not the qualification *per se* that influences staff performance and child outcomes but the ability of better qualified staff members to create a high-quality pedagogical environment (OECD, 2012).
- *Process quality:* this refers to the quality of the processes occurring in an ECEC setting. It may refer to the quality of education and care, the interactions and relationships between ECEC staff and children, collaboration between practitioners and parents, between practitioners and management, and also among practitioners themselves. In addition, it refers to the pedagogy and pedagogical approaches and practices, as well as to the implementation of the curriculum and the staff's time spent in preparing their practices and pedagogical approaches. This chapter will also address monitoring process quality in detail.
- *Use of materials:* this refers to the availability of toys and books, for example, and how and when these are used by practitioners to enhance or support their own practices, as well as the children's development.
- *Time management:* how time in ECEC settings is organised for staff and children may affect staff performance. Schedules can support staff in organising their activities and determining their pedagogical approaches. Their use of the time available, whether indoor group activities or outdoor field visits, can also affect their performance and may require some adaptation in their approaches.
- *Knowledge of subjects (learning areas)*: practitioners' mastery of the subjects or areas in which they instruct children is naturally highly important. Without the necessary knowledge both of the subject, and of how to explain it in an age-appropriate manner, staff will be less able to promote children's development.
- *The overall quality of teaching/instruction/care, implementation of the curriculum, preparatory work:* this area refers to the general quality of the teaching, care and instructions to staff. It includes how a practitioner implements the curriculum and prepares for the practices and pedagogical approaches he/she will use.
- *Teamwork and communication skills:* collaboration with colleagues and managers can provide new insights, increase knowledge and enhance a practitioner's, or even manager's, performance in providing high-quality ECEC. Sharing information, best practices and learning from each other's experiences (peer-learning) can give staff and managers complementary information on how to best handle a situation, implement a curriculum subject, interact with children or stimulate a child's development.

- *Communication between staff and parents:* collaboration between staff and parents can provide – as can collaboration with colleagues and managers – complementary information on children's development and their needs. Through this, staff practices can be adapted to better fit the individual needs of children, with the ultimate goal not only of enhancing staff practices, but children's early development.
- *Management and leadership:* strong management and leadership can enhance the quality of staff. Managers, for example, can offer opportunities for professional development, providing guidance to staff and setting an example to practitioners.
- *Working conditions:* working conditions include staff salaries (remuneration), workload and working hours, but may also refer to the time spent with children versus administrative work. Such working conditions can affect the staff's ability to perform well.
- *Professional development opportunities:* possibilities for staff to upgrade their qualifications or enhance their knowledge affect not only the knowledge they have of certain subjects, such as the latest pedagogical approaches or a newly developed curriculum, but can also improve their skills and practices in, for example, interacting with children and developing age-appropriate practices.
- *Child outcomes:* monitoring staff quality and performance may consider child outcomes. This can refer to how a child is developing in general, but also to children's development or performance on specific subjects or in accordance with development goals set out in the curriculum.

What is being monitored and which aspects or areas are considered in monitoring staff performance may differ between the (internal and external) practices countries use for monitoring staff performance. An overview can be found in Table 4.3.

Through inspections

If inspections are used to evaluate staff quality, the areas most frequently monitored are staff qualifications (which are monitored by all jurisdictions that make use of inspections), i.e. whether staff have the required qualifications and whether the ratio of different levels of qualified staff is being met. In addition, the overall quality of care and instruction and the implementation of curriculum is monitored by around 80% of the jurisdictions. Time management or planning of activities, the use of materials, as well as process quality are also often monitored. Process quality is a focus of inspections in England (United Kingdom) for instance (see Box 4.1). Management and leadership, as well as communication between staff and parents, are least frequently inspected, followed by the staff's mastery of the subjects they are teaching. It is interesting that in half (12) of all jurisdictions that inspect staff quality, child development outcomes are taken into account in monitoring staff quality. While child development provides some information on the outputs of ECEC and the child's environment, it is not necessarily a direct output of staff efforts, as the literature shows. Child development in ECEC is influenced by many other factors besides staff, including the home environment.

Other aspects of staff quality can be monitored. In France, qualitative national research collects further information on aspects of staff quality. These can be collected in various ways, through surveys or observations. Such studies collect additional information on, among other things, personal opinions on staff practices; the preference of staff for certain practices; the rationale behind the choice of certain practices; and the content of professional training. Such research can complement the inspections or other staff quality monitoring practices.

Box 4.1. **Focusing on process quality in monitoring staff quality in England (United Kingdom)**

The scope of inspections of staff quality is to evaluate how well the provider and practitioners assess and plan for the progress that children in their care make towards early learning goals. The inspector must judge whether the adults have appropriately high expectations for children. In particular, the inspector must judge whether children are performing at typical levels of development and whether gaps for disadvantaged children are narrowing.

Inspections of staff quality also involve the collection of first-hand evidence, by observing children and practitioners in learning activities, play and daily care routines, and examining how well practitioners know and understand the Early Years Foundation Stage learning and development requirements. The inspector is required to observe whether adult interactions are merely concerned with supervising and caring for children, or whether adults motivate children, encourage them to be independent and support them to manage their personal needs relative to their ages. In particular, the inspector should evaluate whether adults' questions challenge children to think and find out more by encouraging them to speculate and test ideas through trial and error.

They should also assess whether adults model language well, develop children's ability to express their ideas and extend their use of new words. The inspector should identify what children can do by themselves and what they can do when supported by a practitioner.

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

Through parent surveys

Parental satisfaction surveys are usually not conducted at the national level and mostly implemented at setting level. The aspects monitored through parent surveys differ between settings, and sometimes, no national data are available on the most common aspect monitored. However, the majority of jurisdictions that use parent surveys were able to provide some information on what topics are commonly asked about in parent surveys regarding ECEC staff (see Table 4.3). Besides surveys, some countries implement additional practices to provide parents with opportunities to assess quality. In Scotland (United Kingdom) for instance, the Care Inspectorate meets a group of parents during the inspection of child-minding services, to discuss quality of service and staff with them.

In three-quarters of the jurisdictions that conduct parent surveys on staff quality, the focus of the questions is on parents' opinion of the overall quality of the staff, the curriculum and their communication with the ECEC staff. In addition, parent surveys relatively often ask parents about the development of their child (6 out of 14). Parents are relatively frequently asked about the process quality as well, which is most likely linked to the overall quality of teaching and caring. It may be difficult for parents, however, to provide an objective or clear opinion of staff processes or the setting's overall quality, since parents are not present at the setting. In addition, parents may regard aspects of staff quality important that differ from what research findings indicate is critical for quality and child development. Parent surveys rarely ask about the leadership and management of the setting as well as teamwork between ECEC staff, two areas that are difficult to review for parents, since it is unlikely they will be observing these aspects. Other less commonly monitored areas through parent surveys are the planning processes and use of materials.

Through peer reviews (external and internal)

The overall quality of staff practices and curriculum implementation are an important element in what is monitored during peer reviews. All jurisdictions report using peer reviews to assess these areas. Teamwork and communication, as well as process quality, are also particularly important areas of peer reviews (9 out of 10 jurisdictions focus on these aspects). In Korea, for instance, staff evaluation focuses largely on the implementation of the curriculum and process quality, with particular attention to whether the environment created by staff is developmentally appropriate. Peer reviews also pay attention to the staff's knowledge of subject matter, as well to professional development opportunities for the staff. These two may be linked: any challenges or weaknesses in knowledge can be tackled in professional development. Least frequently reviewed are management and leadership skills, although these are important for organising activities and running settings smoothly.

Through self-evaluations

Self-evaluations are implemented and usually designed at the setting level. The aspects monitored listed in Table 4.3 refer to the most commonly monitored aspects in self-evaluations. Many self-evaluation practices in jurisdictions focus on the staff's communication skills, including communication between staff (17 out of 20 jurisdictions) and communication with parents (15 out of 20). In addition, the use of materials and the implementation of the curriculum are important areas for self-evaluation: three-quarters of jurisdictions' self-evaluations commonly assess these topics. In self-evaluation practices, staff also frequently have the opportunity to evaluate their own caring and teaching skills, as well as their management and leadership skills: 14 out of 20 jurisdictions mentioned this as an aspect monitored. It is highly uncommon that self-evaluations are based on child developmental outcomes.

Which instruments and tools are being used?

Different instruments or tools can be used in monitoring practices, ranging from observing methods to paper- or computer-based checklists. The instruments used differ by monitoring practice. Which instruments are used during monitoring practices is generally not prescribed, and is often decided at regional or local level when the task is to monitor staff quality (as is the case in France for example), or at setting level (which is usually the case for internal monitoring practices). Data in this section covers the most commonly used tools or instruments. An overview of common instruments used to monitor staff quality can be found in Table A4.1 in this chapter's Annex.

Inspections

Interviews (19 out of 22), observations (18) and analysis of internal documentation (18) are the most frequently used instruments during inspections. Results of self-evaluations, which are often conducted before an inspection takes place, are also commonly considered. Checklists and surveys made by the inspectors are also fairly popular and used in 12 out of 22 jurisdictions that inspect staff quality. Less frequently used tools include surveys conducted by management and staff, or parent surveys. A mix of instruments is commonly used in monitoring staff quality through inspections (see Table 4.4).

In Berlin (Germany), for example, external evaluators provide ECEC settings with professional feedback on pedagogical processes, on organisation and co-operation among staff, and on co-operation with parents. This inspection process is coordinated by the

Table 4.3. **Areas/aspects monitored as part of staff quality**
By type of monitoring practice

Jurisdiction	Type of settings	Staff qualification	Process quality	Use of materials	Time management/ planning	Knowledge of subjects	Curriculum implementation	Overall quality of teaching/ instruction/ caring	Team work and communication (staff)	Communication between staff and parents	Management and leadership	Working conditions	Professional development opportunities	Child outcomes/ development
Australia	All ECEC settings	I	I	I	I	I	I	I	I					I
Belgium-Flemish Community*	Day-care centres	I	I	I; S	I			I; S	S	S	S			
	Family day-care providers	I	I	I; S	I			I; S		S	S			
	Pre-primary education	I	I	I; S	I	I	I; S	I; S	I; S	S	S	S	I	I
Belgium-French Community*	Nurseries and childminders	I		I			I	I	I	I			I	
	Preschool	I		I	I	I	I	I	I				I	I
Chile*	Community kindergartens; Kindergartens			S					S	S	S	S		
	Pre-primary education for 3-5 year-olds; pre-primary education for 4-5 year-olds	I	PS	PS; S	I		P	P; PS	I; S	PS; S	I; S	I; S		
Czech Republic*	Kindergartens in the school register, funded by the state budget; private kindergartens registered in the school register	I; P; S	I; P; S	I; P; S	I; P; S	I; P; S	I; P; S	I; P; S	I; P; S	I; P; S	S	I; P; S	I; P; S	I; P; S
Finland	All ECEC settings	I	I	I	I	I	I	I	I			I	I	
France	Community crèches and family day care	I	I; PS; S	I; S	I; PS; S	I	PS	I; PS; S	I; PS; S	PS; S	S	I; S	I	
	Pre-primary school		I	I	I	I	I	I	I				I	I
Germany	Child day-care centres	I	I, S	I, S	I, S		I, S	I	I, S	I, S	I, S			
Ireland	Full-day-care service	I												
Italy*	Integrative services for early childhood, such as centres for parents and babies or playcentres	I												
	Nursery schools	I								S				
	Pre-primary schools	I	PS		PS		PS; S	PS		PS; S				
Japan	m	m	m	m	m	m	m	m	m	m	m	m	m	m
Kazakhstan	All ECEC settings	I; P; PS; S; T	I; P; PS; S; T	I; P; PS; S; T	I; P; PS; S; T	I; P; PS; S; T	I; P; PS; S; T	I; P; PS; S; T	I; P; PS; S; T	I; P; PS; S; T	I; P; PS; S; T	I; P; PS; S; T	I; P; PS; S; T	I; P; PS; S; T
Korea*	Childcare centres	I	I	I, S	I	I	I,S	I	I,S	I,S	I,S	I, S	I	I
	Kindergarten	I	I, PS, P	I, PS, P, S	I, P	I, PS, P	I, PS, P, S	I, PS, P	I, P, S	I, PS, S	I, S	I, S	I	I, PS

Table 4.3. **Areas/aspects monitored as part of staff quality** *(cont.)*

Jurisdiction	Type of settings	Staff qualification	Process quality	Use of materials	Time management/ planning	Knowledge of subjects	Curriculum implementation	Overall quality of teaching/ instruction/ caring	Team work and communication (staff)	Communication between staff and parents	Management and leadership	Working conditions	Professional development opportunities	Child outcomes/ development
Luxembourg	Day-care families	I	I	I	I		I	I						
	Day-care centres	I	I	I	I		I	I; S	S	S	S	I, S		
	Early childhood education programme programmes; compulsory preschool education		I	I; S	I	I	I; S	I	S	I, S				I
Mexico	Federal home-based early education for 0-3 year-olds (CONAFE)		P	P; S	P	P	P; S	P; S	P; S	S		S		P
	Public child-development centres for 0-5 year-olds (CENDI) and mandatory preschool			I	I; P		I	I						I; P
	Federal social security centre-based care for 0-5 year-olds (IMSS)	I		I	I		I; PS	I; PS						
Netherlands	Childminding, playgroups and childcare	I	I	I	I	I			I					
	Childcare for children from disadvantaged backgrounds; playgroup/preschool for children from disadvantaged backgrounds	I; S	I; S	I; S	I; S	I; S	I; S	I; S	I; S					
New Zealand*	All ECEC settings		P; S				P; S	P; S	P; S	P; S	P; S			
Norway	All ECEC settings	I		S			I; S	I; S	S	S	S	S		
Portugal	Kindergartens	I	I, S	I, S	I, S	S	I	I, S	S	S	I	I, S	S	S
Slovak Republic	Nurseries	m	m	m	m	m	m	m	m	m	m	m	m	m
	Kindergartens	I; P	I; PS; P	I; P; S	I; P	I; P	I; PS; P; S	I; PS; P; S	I; P; S	PS; S	S	I; P; S	I; P	I; PS; P
Slovenia*	Childminding of preschool children	I									I			
	Kindergartens (integrated ECEC setting for 1-5 year-olds)	I	I; PS; P; S	I; PS; S	I; PS; S		I; P; S	I; PS; P; S	P; S	PS; S	I; S	I; S	I; P	PS
Sweden*	Pedagogical care (e.g. family day care)	I	I											
	Preschools and preschool classes	I; P; S	I; P; S				I; PS; P; S	I; PS; P; S	I; P; S	PS	S		I; P; S	PS

Table 4.3. **Areas/aspects monitored as part of staff quality** *(cont.)*

Jurisdiction	Type of settings	Staff qualification	Process quality	Use of materials	Time management/ planning	Knowledge of subjects	Curriculum implementation	Overall quality of teaching/ instruction/ caring	Team work and communication (staff)	Communication between staff and parents	Management and leadership	Working conditions	Professional development opportunities	Child outcomes/ development
United Kingdom-England*	All centre-based ECEC settings	I	I	I	I		I	I		I	I	I	I	I
United Kingdom-Scotland*	Private nurseries in partnership with local authorities and local authority nurseries	I	I; P	I; S	I; PS	I; P	I; PS; P; S	I; P; S	I; P; S	PS; S	S	I	I; P	I; PS
	Childminders	m	m	m	m	m	m	m	m	m	m	m	m	m

Abbreviations in the table refer to inspections (I), parental satisfaction surveys (PS), peer reviews (P), self-assessment (S) or tests for staff (T).

Notes: In Belgium-Flemish Community, for the care sector (0-2 year-olds), the relationship between staff and children in different situations, and identifying the needs of the staff regarding further professional development are also monitored. Curriculum implementation for child day-care centres and family day carers was not inspected, since in 2013 no curriculum or steering document had yet been formulated. A pedagogical framework was implemented in 2014.

In Belgium-French Community, the aspects monitored in peer reviews and self-assessments are not regulated and therefore differ by municipality/setting. No data are available at central level on this topic. Typically, they at least cover staff qualifications and professional development opportunities.

In Chile, in addition to the areas evaluated in self-assessments, as listed in the table, the following area is assessed: management of human and financial resources. Regarding peer reviews, the data refer to pre-primary education for 4- and 5-year-olds only.

In Italy, inspections in preschools are conducted on an *ad hoc* basis, usually after complaints have been filed about a setting or staff. Inspections focus mostly on compliance with regulations, including staff qualifications. Self-evaluations are implemented at setting level and not at national level. They often focus at least on communication between staff and parents, and on the curriculum. The tools listed are those known from the experience of country representatives. For the 0-3 segment, according to INVALSI's analysis of current normative documents, 17 out of 21 regions and autonomous provinces monitor overall regulation compliance, including staff qualifications requirements. Only two regions monitor staff performance or leadership and management according to their regulations. No specific tools are mentioned in the normative documents examined, thus those listed are examples from the experience of country representatives.

In Korea, kindergartens are monitored through "Kindergarten Evaluation" and "Appraisal for Kindergarten Teacher Professional Development", and childcare centres are monitored through "Child Care Accreditation".

In the Netherlands, aspects monitored in self-evaluations refer to the most commonly monitored aspects. What is monitored in parent surveys are decided by settings and thus differs between settings. No data on commonly monitored areas in parent surveys are currently available at national level.

In New Zealand, monitoring staff quality is conducted at service-level only and teacher criteria indicate which criteria staff should meet. Data refer to the key areas/aspects monitored. Actual aspects monitored can differ by setting. Some services use parent surveys to monitor some of these aspects.

In Slovenia, no parent satisfaction survey exists at the national level. Parent satisfaction (surveys) can be used, however, as part of self-evaluations.

In Sweden, external monitoring by the Swedish school inspectorate includes a self-evaluation by the municipality. In this document, municipalities are asked to report on different aspects of the quality in the preschools, e.g. results, the work in the preschools, norms and values, whether the environment is good for the children. The aspects monitored in internal self-evaluations (which are used in systematic quality work) are decided at setting and/or municipal level, and variations between the aspects monitored can occur. The data in the table regarding self-assessments refer to commonly monitored aspects.

In the United Kingdom-England, parent surveys are distributed at local or setting level, and the aspects these cover can differ among authorities and settings.

In the United Kingdom-Scotland, the national government does not conduct parent surveys on the quality of ECEC staff. Local authorities are required by law under the Children and Young People Act to consult every two years with representative populations of parents about which patterns of provision for early learning and out-of-school care would best meet their needs. The information given on which aspects parent surveys cover refers to the most common aspects monitored.

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

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Table 4.4. **Tools/instruments used in inspections and peer reviews**

By setting

Jurisdiction	Type of setting	Tools/instruments									
		Surveys (taken by inspectors)	Rating scales	Checklists	Observations (other than rating scales or checklists)	Interviews	Results of self-evaluations	Results of surveys completed by management/ staff	Results of surveys completed by parents	Analysis of setting's/ staff's internal documentation	Portfolios
Australia	All ECEC settings	I			I	I	I			I	
Belgium - Flemish Community	Day-care centres		I	I	I	I	I			I	
	Pre-primary education	I	I		I	I	I	I		I	
Belgium - French Community*	All ECEC settings				I	I	I			I	
Chile	Kindergartens			I	I				I	I	
	Community kindergartens			I	I						
	Pre-primary education for 3-5 year-olds			I	I	I	I			I	
	Pre-primary education for 4-5 year-olds		P	I	I	I; P	I	P		I	
Czech Republic	Day nursery			I							
	Kindergartens in the school register, funded by the state budget; private kindergartens registered in the school register	I	I	I	I	I	I	I		I	
Finland	All ECEC settings	Settings/municipalities decide on the tools that are used. No data available at national level.									
France	Family day care			I	I	I		I		I	
	Crèche			I	I	I		I; P		I	
	Pre-primary school				I	I		I		I	
Germany	Child day-care centres		I	I	I	I	I			I	
Ireland	Full-day-care service			I	I	I				I	
Italy*	Integrative services for early childhood, such as centres for parents and babies or playcentres; nursery schools								I	I	
	Pre-primary school				I	I		I	I	I	
Japan	All ECEC settings	m	m	m	m	m	m	m	m	m	m
Kazakhstan	All ECEC settings	I	I; P	I; P	I; P	I; P	I; P	I; P	I; P	I	P
Korea	Childcare centres	I	I	I	I	I	I	I		I	I
	Kindergartens	I	I; P	I	I; P	I	I	I	I	I	I, P
Luxembourg	Day-care families; day-care centres				I	I				I	
	Early childhood education programme programmes; compulsory preschool education				I	I				I	
Mexico	Federal home-based early education for 0-3 year-olds (CONAFE)				P	P					
	Federal social security centre-based care for 0-5 year-olds (IMSS)	I		I	I						
	Public child development centres for 0-5 year-olds (CENDI) and mandatory preschool			I	I		I				
Netherlands	Playgroups and childcare	I	I	I	I	I					
	Childcare for children from disadvantaged background; playgroup/preschool for children from disadvantaged background	I	I	I	I	I	I				
New Zealand*	All ECEC settings				P		P			P	P
Norway	All ECEC settings	Settings/municipalities decide on the tools that are used.									
Portugal	Kindergartens	I			I	I		I		I	
Slovak Republic	Kindergartens	I	I	I; P	I; P	I; P	I; P	I; P	I; P	I	P

Table 4.4. **Tools/instruments used in inspections and peer reviews** *(cont.)*

Jurisdiction	Type of setting	Tools/instruments									
		Surveys (taken by inspectors)	Rating scales	Checklists	Observations (other than rating scales or checklists)	Interviews	Results of self-evaluations	Results of surveys completed by management/ staff	Results of surveys completed by parents	Analysis of setting's/ staff's internal documentation	Portfolios
Slovenia*	Childminding of preschool children	I		I		I				I	
	Kindergartens (integrated ECEC setting for 1-5 year-olds)	I		I	P	I	I		I	I	
Sweden*	Pedagogical care (e.g. family day care)				I	I	I	I	I	I	
	Preschools and preschool classes				I; P	I; P	I; P	I; P	I; P	I	P
United Kingdom - England	All ECEC settings	I				I	I	I	I	I	
United Kingdom - Scotland*	Childminders	I	I		I	I	I		I		
	Private nurseries in partnership with local authorities	I	I		I	I	I	I	I	I	
	Local authority nurseries	I	I		I	I	I				

Abbreviations in the table refer to inspections (I) and peer reviews (P).

Notes: In Belgium-French Community, evaluators of childcare programmes always share their points of view on quality and performance with the staff in ECEC settings as well.
In Italy, the tools in the table refer to the most common practices used. Settings are free to choose their own tools. Peer reviews are rather uncommon.
In New Zealand, the use of tools varies by settings, but services that employ qualified and registered teachers are required to assess teacher performance against the Registered Teacher Criteria from the New Zealand Teachers Council.
In Slovenia, instruments tools and areas of self-evaluation are not set at national level and they can therefore differ between kindergartens. But the kindergartens have to produce an annual self-evaluation report, which is checked by the inspection.
In Sweden, tools can differ between municipalities, which are free to choose which tools to use.
In the United-Kingdom-Scotland, peer reviews are informal and undertaken by individual managers of ECEC settings for staff. Data on the tools used in peer reviews are therefore not available and differ by setting.

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

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Berliner Kita-Institut für Qualitätsentwicklung (Institute for quality development, or BeKi) on behalf of the Berlin Ministry for Education, Youth and Sciences. Assessments are required to consider the perspectives of the ECEC provider, management, individual staff and parents. Evaluators use interviews or written questionnaires and include observations on, for example, material resources as well as on interactions between children and staff. After the data are analysed, the ECEC provider and the team of practitioners receive feedback face to face and a written evaluation report. The report includes statements on the level of quality achieved, on areas where improvement is needed and includes concrete recommendations for further quality development. No sanctions or rewards are involved, and the results are expressed in the form of recommendations. In addition, the results are not made publicly available unless the ECEC provider decides to do so (see also Box 2.2 in Chapter 2).

In Chile, teacher assessment (*Evaluación Docente*) combines a self-evaluation of the staff member, a peer-review interview, a third-party monitoring report and a teacher performance portfolio. Teachers are evaluated against reference standards set out in Chile's Good Teaching Framework. The portfolio is a showcase of best pedagogical practices by the teacher and includes a set of pedagogical materials, with a planned schedule for a full day in kindergarten and reflection on practices, as well as a video recording of a class given by the practitioner. The combination of the four instruments gives a complete picture of preschool teachers' performance, and they receive a rating between unsatisfactory and outstanding, based on the result of the assessment.

Box 4.2. **Monitoring staff engagement in Portugal**

In 1998, the Ministry of Education in Portugal acquired the copyright of the Effective Early Learning (EEL) Project, a project initiated in the United Kingdom. The corresponding name of this project in Portugal is *Desenvolvendo a Qualidade em Parcerias* (DQP). It focuses on the implementation of a model for assessment and for quality development in preschool institutions. It can be used in preschool teacher training, as well as in the monitoring and review of the teaching practice in kindergartens. One of the instruments of the DQP is the Adult Engagement Scale, which is used by preschool teachers to evaluate their own practices, and to monitor process quality of their colleagues in peer reviews. This scale assesses the effectiveness of the teaching-learning process in kindergartens, and the quality of adult intervention. The scale focuses on the types of interactions between the practitioner and the child, and the interactions are classified under three areas:

- **Sensitivity** refers to the attention paid by the practitioner to the child's feelings and emotional well-being. Indicators for sensitivity include empathy, sincerity and authenticity. The observations focus on the way the preschool teacher responds to the diversity of needs of the children, including: conveying to the child the feeling that they are valued and accepted; listening to the child, recognising children's need to receive attention; recognising and responding to children's insecurities and uncertainties; treating children with loving care; and praising and supporting the child.
- **Stimulation** focuses on how the adult stimulates the child's learning and development process. The observations focus on the following actions staff initiate: proposing an activity; providing information; and supporting the development of an activity to stimulate action, reasoning or communication.
- **Autonomy** is the degree of freedom that the practitioner gives to the child, to experiment, give opinions, choose activities, and to express his or her ideas. It also refers to how the adult supports conflict resolution and the establishment of rules and behavioural management. The observation of autonomy focuses on the following aspects: the degree of freedom for a child in choosing an activity; the opportunities a child gets to experiment; the freedom to choose and decide how to carry out activities for the child; the respect of staff for the work, ideas and views of the child; the opportunity for children to independently solve problems and conflicts; and the involvement of the children in the making of and compliance with rules.

Results of the engagement scale can be used to discuss, analyse and improve a practitioner's own practice or those of a colleague in an open dialogue. Preschool teachers are trained on the use of DQP and the Adult Engagement Scale during pre-service education and professional development, and a DQP handbook has been developed to support staff.

Source: Case study prepared by the Ministry of Education in Portugal with information used from the online source *http://www.dge.mec.pt/recursos-0*, and edited by the OECD Secretariat.

Parent surveys

A survey for parents is not only a practice, but a tool in itself. A little over half of the jurisdictions (13 out of 24) that monitor staff quality indicated that parent surveys are used in their countries. However, these are mostly implemented at setting level, and the data collected through such surveys are usually not aggregated at national level. Hence, there is often no clear picture on parental satisfaction with the provision of ECEC in a given country at national level. Aggregated data collection from parental surveys at national level would also require a standardised parental survey, while in most countries, ECEC settings can opt to implement such a survey, and the design of a parent survey is usually left to the settings, and therefore differs between settings, regions and jurisdictions.

Peer reviews

Little data is available on the instruments used in peer reviews, as the tools used are not determined at national or central level. However, the instruments most commonly used by jurisdictions are observations of staff practices and approaches, interviews, results of surveys conducted by management and/or staff, as well as reviewing portfolios (see Table 4.4). Surveys undertaken by the inspector, analysis of internal documentation, and checklists are not commonly used in peer reviews. In the Netherlands, video interaction training is sometimes used in peer reviews in certain settings, where staff is filmed and practices are discussed with peers to improve staff performance. This practice is, however, not commonly used.

Box 4.3. **External peer review of staff quality in Chile**

When monitoring staff quality in Chile, the Ministry of Education first requires the head of the ECEC setting to send a review of the professional performance of the educators. Following up on this review, external peer review is conducted by an educator working in another ECEC setting. He or she will interview the educator and evaluate him or her. The peer evaluator is, in general, a practitioner at the same educational level and in the same area(s) of teaching as the staff member under evaluation. Evaluators receive training on peer review by the Ministry of Education to prepare them for this task.

Peer review is conducted through a structured questionnaire covering a range of areas of the practitioner's pedagogical activities. The survey includes 13 questions, which are standardised at the national level. For each question, the evaluators rate the teacher's performance according to four performance levels. The results of the survey and interviews as well as observations feed into a final evaluation report that is delivered to the respective ECEC setting and staff eight months later.

The final evaluation report consists of five parts, including: *i)* basic information on both the teacher and the evaluators; *ii)* the ratings given by the evaluators on a range of domains and criteria (as listed in 13 questions); *iii)* information about the past performance of the teacher, including whether the teacher has been evaluated before, the actions taken as a result of previous evaluations, and comparison of the staff member's current performance relative to the previous evaluation; *iv)* contextual information; and *v)* a qualitative assessment of the teacher's strengths and weaknesses. The results are used by the Municipal Evaluation Commission as background information on staff and setting performance, and are also used to provide feedback to teachers. The teacher evaluation process will be a central part of the educational reforms currently being undertaken in Chile.

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

Self-evaluations

In self-evaluations, self-reflection reports or journals, and self-reported surveys are often used. The use of portfolios and checklists are also popular and used by half of the jurisdictions that commonly make use of self-assessments. Only a minority of countries use video feedback: this evaluation tool is used in four jurisdictions, and this practice is not widespread in these countries (see Table 4.5). Many countries and jurisdictions point out that self-evaluation tools vary widely among services, since settings are typically free to choose the tools they use in self-evaluations. Furthermore, self-evaluations are often not obligatory in many jurisdictions, although they are frequently conducted.

Table 4.5. **Tools/instruments used in self-assessments**

By setting

Jurisdiction	Type of setting	Tools/instruments				
		Self-reported questionnaire/ survey	Self-reflection reports or journals	Portfolios	Checklists	Video feedback
Australia	All ECEC settings	a	a	a	a	a
Belgium-Flemish Community	Day-care centres				X	
	Pre-primary education	Settings decide on the tools that are used				
Belgium-French Community	Nursery	Settings decide on the tools that are used				
	Preschool			X		
Chile	Kindergartens	X				
	Pre-primary education for 3-5 year-olds	X				
	Pre-primary education for 4-5 year-olds	X	X			
Czech Republic*	Kindergartens in the school register, funded by the state budget; private kindergartens registered in the school register	X	X	X	X	X
Finland	All ECEC settings	Settings/municipalities decide on the tools that are used				
France*	Community crèches; family day care	X	X			
	Pre-primary school	a	a	a	a	a
Germany	Child day-care centres	Providers/settings decide on the tools that are used				
Ireland	m	m	m	m	m	
Italy*	Nursery schools		X		X	
	Pre-primary school	X	X		X	
Japan	Nursery centres	a	a	a	a	a
	Kindergartens	m	m	m	m	m
Kazakhstan	All ECEC settings	X	X	X	X	
Korea	All ECEC settings	X	X	X	X	
Luxembourg	Day-care families		X			
	Day-care centres; early childhood education programme programmes; compulsory preschool education		X			
Mexico	Federal home-based early education for 0-3 year-olds (CONAFE)	X	X			
Netherlands	Pre-primary education				X	
New Zealand*	All ECEC settings		X	X		
Norway*	All ECEC settings	X	X	X	X	X
Portugal	Kindergartens	X	X	X	X	
Slovak Republic	Kindergartens	X		X	X	X
Slovenia*	Kindergartens (integrated ECEC setting for 1-5 year-olds)	X	X	X	X	
Sweden*	Preschool	X	X	X	X	X
	Preschool class	X	X			
United Kingdom-England	All ECEC settings	Settings decide locally whether self-assessments are undertaken and the tools that are used.				
United Kingdom-Scotland	All ECEC settings	m	m	m	m	m

Notes: In the Czech Republic, settings can decide on what tools they actually use. The instruments listed in the table are commonly used.
In France, tools can differ between regions/departments.
In Italy, the tools mentioned in the table above are those available in Italian and/or used by universities assisting ECEC settings in their self-evaluation procedures. The information in this table for Italy is not derived from national-level surveys on this topic but rather on policy knowledge on most common practices. Thus, there might be other tools, used locally.
In New Zealand, data refers to the most common tools used. Actual tools can differ by setting.
In Norway, settings decide on which tools to use, these are examples of tools that that are commonly available and in use.
In Slovenia, these are examples of tools, which can differ between kindergartens.
In Sweden, these are examples of tools mentioned, although, in practice, they can differ between regions and settings, since settings can choose their own tools.

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

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In Sweden, for example, self-evaluations are not regulated on the national level: ECEC settings are free to decide whether they should take place, although the role of heads of preschools is, among other things, to encourage the use of self-evaluations. The self-evaluation practices and instruments thus differ between municipalities. Swedish preschools usually conduct self-evaluation on a yearly basis, but they can also be implemented more frequently – for example on a continuous basis or after a certain period during which staff has worked on a particular subject or theme. Self-evaluations mostly focus on the work of staff as a whole and include aspects and questions such as: *i)* What areas/goals from the curriculum shall we work with, what are the needs and interests of the children, what did we see in our last self-evaluation? Have we reached these objectives and have we met the needs and interests of children? *ii)* What outcome do we expect from the work? What knowledge, skills, interests or experiences in the group of children do we intend to encourage? Did we achieve the outcomes and were we able to stimulate the knowledge, skills and interests we set out to achieve? *iii)* How are we going to evaluate this? As part of the self-evaluation procedure, questionnaires completed by parents are considered and discussions with children take place. The use of photos and videos is common.

How is process quality monitored?

Process quality is monitored in several OECD jurisdictions, as shown in Table 4.6. An analysis of the areas monitored in process quality provides information on what constitutes process quality in different jurisdictions. In general, the following areas are monitored when jurisdictions assess process quality:

- *Relationships and interactions between staff and children:* this area is closely related to process quality, since it refers to the interactions and the communication between ECEC staff and children and how these relationships are established and nurtured. *Starting Strong III* (OECD, 2012) noted that these interactions are key to children's early learning and development and are crucially important in providing high-quality care and education.
- *Collaboration between staff and parents:* parental engagement and involvement in the early development process of their children can help enhance children's early learning – especially in reading (OECD, 2012). Information-sharing between staff and parents can provide both parties with complementary information on a child's development and can help staff and parents adapt practices to the child's needs (OECD, 2006).
- *Collaboration between colleagues (ECEC staff):* it is vital that ECEC staff collaborate between themselves. They can learn from each other (peer-learning), share experiences and exchange information on best practices and children's development. Productive collaboration between staff can benefit staff and process quality.
- *Sensitivity:* refers to child-responsive actions and practices, helping practitioners to recognise children's intentions and enrich their activities by encouraging them to function at the upper limits of their current abilities. It also refers to the attentiveness of staff to children and the warmth of staff responses.
- *Responsiveness to children's individual needs:* refers to recognising the individuality of each child and adapting practices, activities and language to a child's needs, skills and capabilities.

Table 4.6. **Aspects monitored as part of process quality**

By setting

Jurisdiction	Type of setting	Overall quality of teaching/ instruction/ caring	Relationships and interactions between staff and children	Collaboration between staff and parents	Collaboration between colleagues (staff)	Sensitivity (warmth, attentiveness, etc.)	Responsiveness to children's individual needs	Age-appropriateness of practices	Pedagogy	Implementation of curriculum
Australia	Family day care and in-home care; long day care; preschool; care outside school hours	X	X	X	X	X	X	X	X	X
	Occassional care									
Belgium-Flemish Community	Family day-care providers; day-care centres			X		X	X	X		
	Pre-primary education	X			X		X		X	X
Belgium-French Community*	Preschool	X	X					X	X	X
Chile	Kindergartens and community kindergartens									
	Pre-primary education for 3-5 year olds; pre-primary education for 4-5 year-olds	X	X		X					
Czech Republic*	Day nursery; private institutions that care for children, founded under the Trade Act	m	m	m	m	m	m	m	m	m
	Kindergartens in the school register, funded by the state budget; private kindergartens registered in the school register	X	X	X	X	X	X	X	X	X
Finland*	All ECEC settings	X	X	X	X	X	X	X	X	X
France	Community crèches; pre-primary school	X	X	X	X	X	X	X	X	X
Germany	Child day-care centres	X	X	X	X	X	X	X	X	X
Ireland	Full-day-care service	X	X							
Italy*	m	m	m	m	m	m	m	m	m	m
Japan	m	m	m	m	m	m	m	m		
Kazakhstan	All ECEC settings	X	X	X	X	X	X		X	X
Korea*	All ECEC settings	X	X	X	X	X	X	X	X	X
Luxembourg*	Day-care families	X		X		X	X	X	X	X
	Day-care centres	X	X	X	X	X	X	X	X	X
	Early childhood education programme; and compulsory preschool education	X	X	X	X	X	X	X	X	X
Mexico*	Federal home-based early education for 0-3 year-olds (CONAFE)		X	X	X	X	X	X	X	X
	Mandatory preschool	X	X	X	X		X	X		X
	Federal social security centre-based care for 0-5 year-olds (IMSS)		X	X			X		X	X
Netherlands	m	m	m	m	m	m	m	m	m	m
New Zealand*	All ECEC settings	X	X	X					X	X
Norway*	All ECEC settings	a	a	a	a	a	a	a	a	a
Portugal*	Kindergarten	X	X	X	X	X	X	X	X	X
Slovak Republic	Nurseries; mother centres/ children centres	m	m	m	m	m	m	m	m	m
	Kindergarten	X	X	X	X	X	X	X	X	X
Slovenia*	Childminding of preschool children	a	a	a	a	a	a	a	a	a
	Kindergarten (integrated ECEC setting for 1-5 year-olds)	X	X	X	X		X	X	X	X
Sweden	Preschool; preschool class	X	X	X	X		X	X	X	X
	Pedagogical care (e.g. family day care)	m	m	m	m	m	m	m	m	m

Table 4.6. **Aspects monitored as part of process quality** *(cont.)*

Jurisdiction	Type of setting	Overall quality of teaching/ instruction/ caring	Relationships and interactions between staff and children	Collaboration between staff and parents	Collaboration between colleagues (staff)	Sensitivity (warmth, attentiveness, etc.)	Responsiveness to children's individual needs	Age-appropriateness of practices	Pedagogy	Implementation of curriculum
United Kingdom-England*	All ECEC settings	X	X	X	X	X	X	X	X	X
United Kingdom-Scotland*	Private nurseries in partnership with local authorities; local authority nurseries	X	X	X	X	X	X	X	X	X
	Childminders	m	m	m	m	m	m	m	m	m

Notes: In Belgium-French Community, monitoring process quality in inspections is carried out as part of monitoring the whole setting, not individual staff. Monitoring of process quality of individuals is conducted by directors at the setting level. Aspects monitored in the table refer to commonly monitored aspects.
In the Czech Republic, for day nursery and private institutions founded under the Trade Act, what is monitored relative to process quality is not set out at the national level in regulations. No data are thus available on this topic.
In Finland, the aspects monitored depend on municipalities' independent decisions; no national guidance is given on this topic. Aspects mentioned in the table are commonly monitored.
In Italy, process quality is rarely monitored, but when it is, this is done at setting level, at the decision of the setting. Process quality is not monitored at national level, nor included in usual inspection practices.
In Korea, the scope for monitoring staff quality, and within this, process quality, in kindergarten and childcare centres is very similar. Aspects that are monitored focus on the interactions of staff with children, e.g. respecting and treating each child equally, intervening in conflicts between children, or encouraging children's motivation and curiosity. In kindergarten, helping children adjust to kindergarten, reviewing children's development and reflecting this in curriculum implementation or conversation with parents, or questioning children to stimulate their curiosity and motivation/participation, are monitored within the scope of the staff's process quality.
In Mexico, the monitoring of pedagogy/process quality in IMSS day care facilities also includes information regarding the attitude of staff working with children, and the activities they plan/organise. A guide is in place for the care of children with moderate disabilities, and monitoring also looks at individual development plans, integration activities, how particular needs are addressed, and what goals and strategies are developed in line with follow-up activities.
In New Zealand, data refers to the key areas/aspects monitored. Actual aspects monitored can differ by setting.
In Norway, this is not applicable: the Ministry of Education and Research, through the National Research Council, has funded a project to study the effect of kindergartens on children's well-being and learning that is to continue from 2012-17. This will be used: *i)* to provide information on process quality in Norwegian kindergartens; and *ii)* to develop a tool for quality assessment of kindergartens.
In Portugal, a *Manual for Quality in Crèche Services* was issued by the Institute for Social Security for day-care centres, childminders and family childcare. This provides guidelines for staff including some of the areas noted here, but it is not mandatory.
In Slovenia, the aspects monitored in kindergarten self-evaluations are determined by the kindergarten itself. The data in the table above refers to commonly monitored aspects.
In the United Kingdom-Scotland, children's learning experiences are included in the aspects monitored.

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

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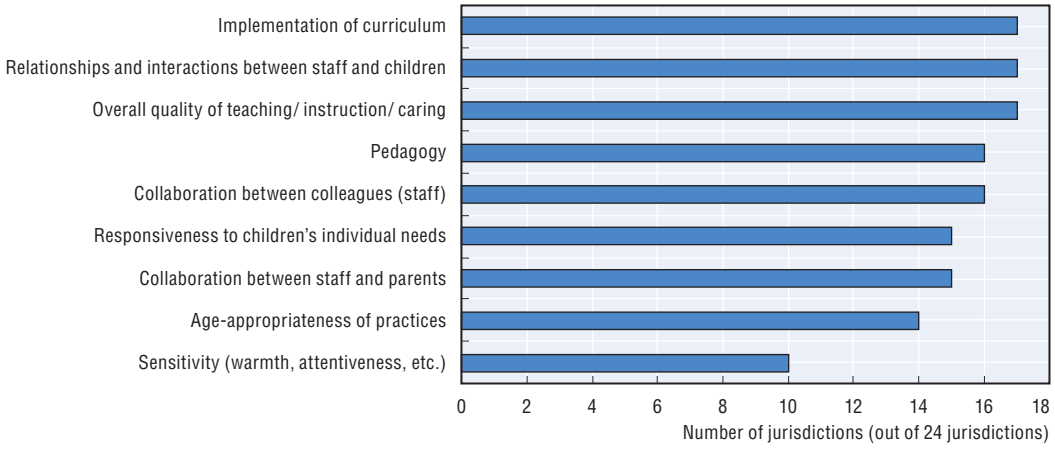
- *Age-appropriateness of practices*: means that staff members use knowledge about child development to create a programme and practices suitable for the age and development stage of the children in their care.
- *Pedagogy*: this refers to the method of teaching and care that the ECEC staff use with the children. Pedagogy refers not only to the actual practices of a practitioner, but also to the way a practitioner implements the practices, how he or she intervenes in activities, the way groups and practices are organised, and the daily schedule. Pedagogy, an element in process quality, refers to the direct actions of ECEC staff and has been found to be very important in children's development (OECD, 2012).
- *Implementation of curriculum*: this area is also part of process quality, and refers to the way a practitioner implements the national, regional or local curriculum. A curriculum document can specify the topics that practitioners are expected to address with their group of children, but can also include specific or broad learning goals, and provide

recommendations for staff practices. The approach a practitioner takes in interpreting the curriculum, adapting it to children's specific needs, and deciding how best to use the document all relate to curriculum implementation.

The focus areas of monitoring process quality do not differ much between integrated, care-focused or early education-focused settings. Education-focused or integrated settings have a strong focus on curriculum, staff-child relationships and the overall quality of teaching and care (see Figure 4.2). What is being evaluated in process quality across all settings also focuses on the overall quality of staff's practices and caring (20 out of 24 jurisdictions monitor this aspect), the relationships between staff (19) and how staff implement the curriculum (18). The broader topic of pedagogy, or pedagogical approaches and practices, is usually also part of process quality. Collaboration between colleagues is also frequently monitored as part of process quality. Age-appropriateness of practices and responsiveness to children's individual needs is monitored in 16 jurisdictions as part of process quality, as is the collaboration between staff and parents. Sensitivity is the least frequently evaluated, given that this is a very subjective aspect to evaluate. A detailed description of inspections monitor relative to process quality in the Czech Republic is found in Box 4.4.

Figure 4.2. **Process quality aspects monitored in pre-primary education (or integrated settings)**



Areas/aspectsmonitored are ranked in descending order of the number of jurisdictions that cited these areas/aspects.

Source: Table 4.6, OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

StatLink http://dx.doi.org/10.1787/888933243316

One widespread instrument for assessing process quality is the Classroom Assessment Scoring System™ (CLASS). This is an observation instrument that assesses the quality of staff-child interactions in centre-based ECEC play and classrooms in the areas of emotional support, classroom organisation and instructional support. An observer rates the various dimensions of each domain on a seven-point scale. The tool can provide information to centres and teachers to improve the quality of interactions with children. However, CLASS does not measure other key components of high-quality teaching and learning, such as the curriculum in place, the process of the ongoing assessment of child development and progress, or individualised teaching (CASTL, 2011; Litjens, 2013). Among the countries participating in this study, the tool is used in Portugal and the Slovak Republic.

In Korea, process quality is evaluated through inspections in both childcare settings and kindergartens. Observers (for childcare centres) and evaluation committees (for kindergartens) visit each setting and conduct on-site inspection. They review relevant documents, such as lesson plans, and observe interactions between staff and children. They can also ask staff pedagogical questions to gather more information. This process helps to assess the level of process quality.

Box 4.4. **Observing staff process quality in the Czech Republic**

The pedagogical method in the Czech Republic places particular importance on individual choices of children and active participation of the child. The practitioner is expected to guide the child in activities and to engage the child's active interest and desire to explore, to listen, discover and learn. The responsibility for development is placed on the practitioners, not on the children. Inspections in the Czech Republic are intended to observe practitioners' ability to implement practices and activities that meet these expectations and goals.

During the inspection of staff performance, observation sheets are used to monitor the educators' work. The main areas monitored during these staff inspections focus on process quality and include aspects such as whether learning and teaching methods of staff are developmentally appropriate and are being adapted to the physical, cognitive, social and emotional prerequisites typical for this age group; whether the education and care meets children's individual needs and whether staff provide them with (additional) support and help when needed; whether the pedagogical activities stimulate children's development and whether the practitioner responds to learning opportunities and scaffolds that arise; and whether staff provide opportunities for spontaneous learning and development.

In addition, inspectors monitor the activities themselves and how well these are balanced between planned and spontaneous activities, as well as whether group and individual activities take place.

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

Inspections in England (United Kingdom) and Ireland have a strong focus on the relationships between staff and children, whereas in most other countries, even though a majority of them monitor the interactions between staff and children, monitoring process quality has a broader focus. This is not surprising, since staff/child interactions form the core of process quality.

When and how often is staff quality monitored?

The frequency of monitoring staff quality is not regulated by law in many countries, especially in the case of internal monitoring. In most countries and jurisdictions, the frequency of monitoring staff quality depends on the last monitoring results, as shown in Table 4.7. In some countries, such as Germany, the providers or settings usually decide on the frequency of staff monitoring. An exception in Germany is Berlin, which conducts annual internal evaluations and an external evaluation every five years.

In Slovenia, the frequency of self-evaluations is regulated. According to the Organisation and Financing of Education Act, the head of the kindergarten is responsible for the implementation of the self-evaluation at least once a year. By contrast, in the Czech Republic, the frequency of internal staff monitoring practices is not regulated. However,

Table 4.7. **Frequency of monitoring staff quality**

By setting

Jurisdiction	Type of setting	More than once a year	Once per year	Between every year and every 2 years (incl.)	Between every 2 and 3 years (incl.)	Depends on last monitoring result
Australia*	Family day care and in-home care; long day care; preschool; care outside school hours					X
	Occasional care	m	m	m	m	m
Belgium-Flemish Community	Pre-primary education and childcare settings (family day-care providers and day-care centres)					X
Belgium-French Community*	Nursery				X	X
	Childminders; preschool				X	X
Chile	Kindergartens; community kindergartens; pre-primary education for 3-5 year-olds	m	m	m	m	m
	Pre-primary education for 4-5 year-olds					X
Czech Republic*	Kindergartens in the school register, funded by the state budget; private kindergartens registered in the school register					Every 4 to 6 years (external)
Finland	All ECEC settings		Decided at regional/municipal level			
France	All ECEC settings				X	
Germany	Child day-care centres		Decided at provider level (except in Berlin)			
Ireland	Full-day-care service			X		
Italy*	Integrative services for early childhood, such as centres for parents and babies; nursery school			Not regulated		
	Pre-primary school			Not regulated		
Japan	Kindergarten; nursery centres		Decided at regional/municipal level			
Kazakhstan*	All ECEC settings	X (internal)				X (external)
Korea*	Childcare centre				X	
	Kindergarten		X		X	
Luxembourg	Day-care families and day-care centres		X			
	Early childhood education programmes; compulsory preschool education	X				
Mexico*	Federal home-based early education for 0-3 year-olds (CONAFE)	X				
	Mandatory preschool					X
	Federal social security centre-based care for 0-5 year-olds (IMSS)	X				
Netherlands	Childminding; playgroups; childcare		X			
	Childcare					X
New Zealand*	All ECEC settings		X			
Norway*	All ECEC settings			Not regulated		
Portugal	Kindergarten		X			X
	Crèche, childminder and family childcare					X
Slovak Republic*	Nurseries; mother centres/ children centres			Not regulated		
	Kindergarten			Not regulated		
Slovenia*	Childminding of preschool children					X
	Kindergarten (integrated ECEC setting for 1-5 year-olds)		X (self-evaluation)			X
Sweden*	All ECEC settings		X (internal)			Once every 5 years (external inspections)
United Kingdom-England	All ECEC settings					X
United Kingdom-Scotland	All ECEC settings	m	m	m	m	m

Notes: In Australia, the frequency of monitoring staff quality for occasional care is not known.
In Belgium-French Community, for nurseries it is at least every three years and more frequently, if necessary.
In the Czech Republic, the frequency of internal staff monitoring practices is not regulated. However, external staff and service quality evaluations are required to take place every four to six years in kindergartens.

Table 4.7. **Frequency of monitoring staff quality** *(cont.)*

In Italy, pre-primary school has no scheduled timing for monitoring staff quality. For state-run pre-primary schools, staff qualifications are checked at the time of employment. For non-state-run pre-primary schools, staff qualifications are checked during the monitoring process, which takes place when accreditation is granted. No national information is available for the 0-2 age group, but it is reasonable to believe that the qualifications are checked during accreditation processes as part of the regulation compliance check.
In Kazakhstan, external monitoring is carried out every five years or earlier if there are any complaints. Internal monitoring is conducted on a continuous basis.
In Korea, kindergarten evaluation and childcare accreditation are conducted every three years. Appraisal for kindergarten teacher professional development is done every year.
In Mexico, in IMSS settings: the zone co-ordinator undertakes comprehensive monitoring practices, checking the profile of ECEC staff. The day-care director observes the staff quality on a continuous basis.
In New Zealand generally, staff quality is monitored by individual early childhood services on an annual cycle; and teacher registration is renewed every three years.
In Norway, the frequency of inspections performed by the municipality is not regulated by law, and thus varies. The frequency of internal assessment is not regulated explicitly, but regulation requires the development of an annual plan for kindergartens. This, among other things, specifies how the staff will work on the care, training, play and learning of the children, and how compliance with the Kindergarten Act is followed up, documented and assessed.
In the Slovak Republic, the frequency of internal monitoring is not regulated: it depends on settings' needs. Comprehensive inspection in kindergartens is undertaken once every five years. The frequency of other types of monitoring is not prescribed by law and is performed according to the subject (content focus) of the monitoring task.
In Slovenia, based on the monitoring results, the inspector sets out the time limits for the rectification of irregularities. Otherwise, an inspection is carried out every five years. According to the Organisation and Financing of Education Act, the head of the kindergarten or school is responsible for conducting self-evaluations once a year.
In Sweden, inspections take place every fifth year, and internally at least once a year. The National Agency for Education monitors the staff qualifications (level of education/training) yearly.

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

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external staff and service quality evaluations are required to take place every four to six years in kindergartens. In New Zealand, internal staff quality monitoring takes place on an annual basis.

In Chile, all teachers in pre-primary education for 4-5 year-olds are evaluated every four years. Teachers who are rated as "basic" require a new evaluation two years later, and teachers who are rated as "unsatisfactory" require another one within a year. As of 2011, teachers who receive an unsatisfactory rating two times consecutively can be removed from their teaching post.

How are the results of staff quality used?

Table 4.8 offers an overview of the public availability of monitoring staff quality results. Monitoring staff quality results have to be made public in most countries, including Australia, Chile, the Czech Republic and Ireland. Overall, the general results of staff quality are shared with the public, but individual staff performance evaluations are not widely available for reasons of confidentiality. In Norway and the Flemish Community of Belgium (for care settings only), these results are only shared with the public upon request, while respecting the regulations on privacy. In a small number of jurisdictions, the results remain confidential and are not shared with the general public. This is the case in France, Italy, Mexico and Scotland (United Kingdom).

Consequences and effects of monitoring

The most common consequences of monitoring staff quality (see Figure 4.3 and Table 4.9) include the requirement that the centre or staff take measures to address shortcomings (20 out of 24 jurisdictions mention this as a consequence), conduct follow-up evaluation and monitoring practices (17 out of 24), or require management or staff to complete further training (15 out of 24). In some jurisdictions, the operating license of a setting may be revoked or the setting closed. This is on the whole only possible when ECEC settings underperform in general, and thus does not merely depend on staff quality, although

Table 4.8. **Public availability of monitoring staff quality results**

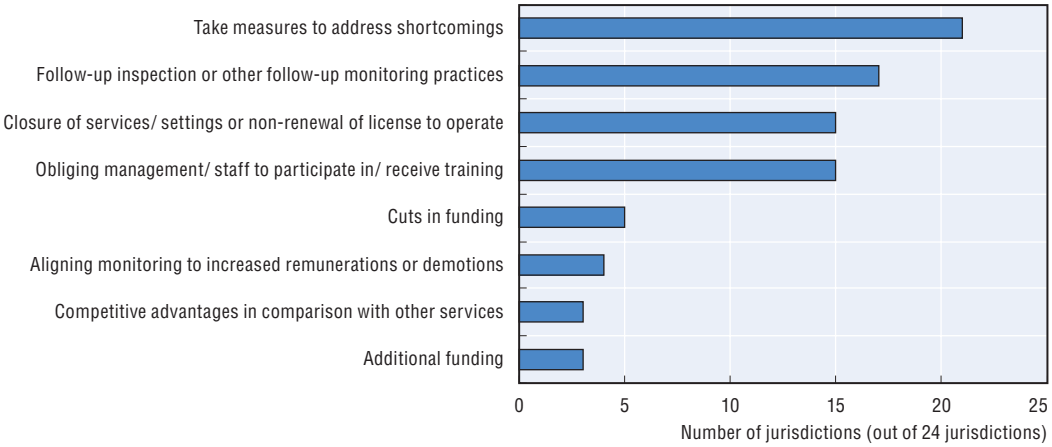
Jurisdiction	They have to be made available to the public	They are available to the public upon request	They are not shared with the public (they remain internal documents)
Australia	X		
Belgium-Flemish Community	X (pre-primary education)	X (care settings)	
Belgium-French Community	X (general results)		X (individual results)
Chile	X (general results)		X (individual results)
Czech Republic	X		
Finland*	X (only for national evaluation results)		
France			X
Germany		Decision is taken by the provider	
Ireland	X		
Italy			X
Japan	m	m	m
Kazakhstan		X	
Korea	X		
Luxembourg	X (for day-care centres and day-are families only)		X (for ECEC programmes and preschool education)
Mexico			X
Netherlands	X		
New Zealand*			X
Norway		X	
Portugal	m	m	m
Slovak Republic	X		
Slovenia	X (general results)		
Sweden	X		
United Kingdom-England	X		
United Kingdom-Scotland			X

Notes: In Finland, the results of evaluations conducted at municipal level, are usually only published at municipal level.
In New Zealand, Teacher Registration information is available in an online register that lists all teachers who are registered and have a certificate to practise in New Zealand. It also shows all teachers whose registration has been cancelled.

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

StatLink http://dx.doi.org/10.1787/888933243279

Figure 4.3. **Consequences of monitoring early childhood education and care staff**



Consequences of monitoring results are ranked in descending order of the number of countries that cited these aspects.

Source: Table 4.9, OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

StatLink http://dx.doi.org/10.1787/888933243327

Table 4.9. **Consequences of monitoring staff quality results**

Jurisdiction	Consequences attached to monitoring results/ outcomes							
	Take measures to address shortcomings	Obliging management/ staff to participate in/ receive training	Follow-up inspection or other follow-up monitoring practices	Funding consequences:		Competitive advantages in comparison with other services	Aligning monitoring to increased remunerations or demotions	Closure of services/ settings or non-renewal of license to operate
				Cuts in funding	Additional funding			
Australia	X	X	X			X		X
Belgium-Flemish Community	X		X					X
Belgium-French Community	X	X	X	X				X
Chile	X	X					X	
Czech Republic	X	X	X					X
Finland*	X	X	X					
France	X	X	X					X
Germany	X							
Ireland	m	m	m	m	m	m	m	m
Italy*	X							X
Japan	m	m	m	m	m	m	m	m
Kazakhstan	X	X	X		X		X	X
Korea	X		X		X	X		
Luxembourg	X	X	X	X				X
Mexico	X	X	X	X				X
Netherlands	X	X	X					X
New Zealand*	m	m	m	m	m	m	m	m
Norway	X							X
Portugal	X	X	X					X
Slovak Republic	X	X	X	X			X	X
Slovenia	X	X	X					
Sweden	X		X					X
United Kingdom-England	X	X	X	X	X	X	X	X
United Kingdom-Scotland	X	X	X					

Notes: In Finland, no funding consequences are prescribed or set at national or municipal level. However, management/staff may receive some training as an outcome of monitoring, although this is never mandatory. In addition, follow-up inspections can be implemented and centres may have to take action to address shortcomings. None of these consequences are prescribed at national level and can differ between municipalities.

In Italy, since monitoring preschools has been mainly carried out through inspections prompted by complaints, the consequences are generally legally managed and legal action may be undertaken in extreme cases. This could also apply to the 0-3 year-old segment, but since monitoring practices are set at regional and local level, no information is available on this.

In New Zealand, consequences vary by setting and no national data are available.

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

StatLink *http://dx.doi.org/10.1787/888933243281*

it can be an aspect monitored as part of a broader monitoring exercise. Aligning the results of monitoring staff quality results with increased remuneration or staff demotions is not common. Positive staff evaluations do not commonly result in increased wages and vice versa. Settings with well-performing staff rarely enjoy a competitive advantage by comparison with other ECEC services. This may be because the general public is not aware of the performance of the setting and its staff or because such results are not shared with the public.

Monitoring staff quality can have different impacts and results, for example on policy design or staff training participation. Whether monitoring staff quality has an impact on policies, or staff quality in general, is not well researched. However, countries and jurisdictions noted that, based on past evaluations, certain noteworthy results were observed. Most of the findings are related to staff training and professional development, such as a greater interest in and a need for professional development by staff (Mexico, the Slovak Republic and Slovenia); training programmes better able to meet staff needs (France); and improved

qualifications, competences and skills of staff (Ireland, Kazakhstan, Korea, the Slovak Republic and Scotland [United Kingdom]). In Korea, staff were found to have better teaching practices and improved interaction skills after staff quality was monitored. In the Slovak Republic, more staff members have obtained a bachelor or master's degree as a result of being monitored. Comparing results from monitoring over time can give useful insights into the status of staff quality and can draw attention to areas that may need support or require changes. For example, Ofsted inspections in England (United Kingdom) have shown a wide variety of effects and outcomes of monitoring. These are described in detail in Box 4.5.

Box 4.5. **Monitoring staff quality findings: the relationship between qualifications and quality**

Monitoring staff can provide very useful insights into the state of staff quality in ECEC as analysis from the Office for Standards in Education, Children's Services and Skills (Ofsted), a non-ministerial department of the government of the United Kingdom, shows. A wide variety of outcomes as a result of their monitoring practices were found. One of the main conclusions was that settings led by better qualified staff offer higher quality support for children, particularly for children aged 30 months to 5 years, in developing communication, language, literacy, reasoning, thinking and mathematical skills.

Data from the Childcare and Early Years Providers Survey found that, since 2008, there has been a gradual increase in the number of senior managers qualified to at least level 6 (equivalent to ISCED level 6). In 2013, 33% of senior managers in full-day-care had a qualification at level 6 and above, compared to 17% in 2008. An evaluation of the Graduate Leader Fund (GLF) found that the use of specialised early years graduate training pathways can lead to improvements in quality within the sector, particularly for pre-school aged children.

Settings with a graduate leader with Early Years Professional Status (EYPS) significantly improved the quality of provision and child outcomes for preschool children. Gains were seen in overall quality and in a number of individual dimensions of practice, including positive staff-child interactions and language and literacy. For maximum impact, the GLF evaluation found that the graduate should be working directly with children. The more time staff with the EYPS status spent in rooms with children, the greater the impact on quality of provision in this room. The GLF evaluation found that the relationship between qualifications and quality was less obvious for the infant/toddler age range (birth to 30 months).

The proportion of full-day-care staff with at least a level 3 qualification (equivalent to ISCED level 3) had risen from 75% in 2008 to 87% in 2013. The proportion of full-day-care staff with a level 6 qualification increased from 5% in 2008 to 13% in 2013. In 2013, the proportion of staff with a level 6 qualification was 35% in nursery schools, 40% in primary schools with nursery and reception, and 45% in primary schools with reception but no nursery. Childminders had also seen further increases in qualification levels in 2013, with 66% qualified at level 3, compared to 44% in 2008. The number of full-day-care settings with at least one EYPS graduate was 59% in 2013.

Turnover rates for full-day-care providers fell slightly between 2008 and 2013, from 16% in 2008 to 12% in 2013. Turnover rates also fell slightly between 2008 and 2013 for sessional providers from 11% in 2008 to 10% in 2013. In 2013, the staff turnover rates in school-based provision was highest in nursery schools (9%), compared to primary schools with both a nursery and reception class (7%) and primary schools with reception but no nursery classes (8%). In 2013, sessional providers had the longest average length of service among the childcare providers with 6 years and 11 months. The average length of service in full-day-care providers increased between 2008 and 2013, from an average of 4 years and 9 months in 2008 to an average of 6 years and 7 months in 2013.

In 2013, childminders had received an average of 7 days of training in the last 12 months, compared with a mean of 9 days in 2008 and 7 days in 2007. No data for this is available on full-day-care and sessional providers.

Source: Monitoring Case study prepared by the Department for Education in England and edited by the OECD Secretariat.

Other effects of monitoring staff performance noted by respondents include better co-operation between staff and with parents (Slovak Republic). In Mexico, for federal home-based early education settings for 0-3 year-olds (CONAFE settings), training strategies were revised and internal monitoring tools developed and defined for staff. Follow-up actions to monitoring have also been defined and documents created to help staff in their daily practices and responsibilities. In Sweden, the pedagogical responsibility of preschool teachers was clarified after monitoring results indicated that these needed more attention. Also, new sections on the responsibilities of preschool heads were also added to the curriculum. Australia and England (United Kingdom) have found some improvements in quality over time, and the Netherlands indicated that there is greater political attention on improving quality in ECEC.

A few unintended effects of monitoring were also noted. In Australia, monitoring is considered to have put a greater regulatory burden on ECEC settings. Kazakhstan found that some ECEC staff are not well qualified to work in the sector given their low qualifications, reducing the level of quality provided. Such unintended effects can draw attention to a need for further policy action on the topic of staff quality, since results of monitoring can highlight challenges the monitoring or ECEC system is facing. Challenges regarding monitoring that jurisdictions are experiencing will be addressed in more detail in Chapter 6.

Note

1. The 24 are Australia, Belgium-Flemish Community, Belgium-French Community, Chile, the Czech Republic, Finland, France, Germany, Ireland, Italy, Japan, Kazakhstan, Korea, Luxembourg, Mexico, the Netherlands, New Zealand, Norway, Portugal, the Slovak Republic, Slovenia, Sweden, the United Kingdom-England and the United Kingdom-Scotland.

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ANNEX A4

Instruments for monitoring staff quality

Table A4.1. **Instruments for monitoring staff quality**

Name of Instrument	Countries used in*	Age group	Type of setting			Purpose of assessment	Type of instrument	Assessed domains	Developer/marketer	Website/References
			Centre-/ school-based	Home-based	Example					
Adult Engagement Scale	United Kingdom, Portugal	0-5 years (can be used for other age groups as well)	X	m	Care settings, early childhood education	Measure quality of adult-child interaction	Self-evaluation	Sensitivity, stimulation, autonomy	Laevers, Bertram, Pascal	Bertram, A.D. (1996) "Effective Educators of Young Children: Developing a Methodology for Improvement", doctoral thesis presented September 1996, Coventry University; Laevers, F. (1994), "The Leuven Involvement Scale for Young Children" [manual and videotape]. Leuven: Centre for Experimental Education; Pascal, C. and A.C. Bertram, F. Ramsden, J. Georgeson, M. Saunders, and C. Mould (1996) *Evaluating and Developing Quality in Early Childhood Settings: A Professional Development Programme*, Worcester; Amber Publications
Assessment Profile for Early Childhood Programs (APECP)*	United States	0-12 years	X	X	Early education; school age programmes; family childcare homes	Determine strengths of a program; identify possible areas of improvement; accreditation/ licensing	Checklist (used during classroom observations, document review, and teacher interviews)	Categories: scheduling, learning environment, safety and health, curriculum approaches, individualising, interacting Centre-based: programme management, personnel, food service, physical facility, programme development Family childcare practices: interacting, learning environment, health and nutrition, safety, outdoor environment, professional responsibilities	Quality Assist	*www.qassist.com/pages/research-and-evaluation*
Caregiver Interaction Scale (CIS)	United States, United Kingdom	0-5/6 years	X	X	Preschool education and care	Assessing quality of caregiver interaction	Observation of teacher in classroom setting with rating scale filled in by observer	Sensitivity, harshness, detachment, permissiveness	Arnett	*http://fpg.unc.edu/sites/fpg.unc.edu/files/resources/assessments-and-instruments/SmartStart_Tool6_CIS.pdf*

Table A4.1. **Instruments for monitoring staff quality** *(cont.)*

Name of Instrument	Countries used in*	Age group	Type of setting			Purpose of assessment	Type of instrument	Assessed domains	Developer/marketer	Website/References
			Centre- / school-based	Home-based	Example					
Classroom Assessment Scoring System™ (CLASS™)	Various states of the United States within Quality Rating and Improvement Systems (QRIS), Portugal	0-17 years	X		PK-12 classrooms	Assess quality of teacher-child interaction and classroom quality in order to provide information to centres and teachers; improve the quality of interactions with children through targeted feedback to districts, schools and teachers	Observation of child-teacher interaction (by a CLASS™ certified observer who rates the various dimensions of each domain on a seven-point scale)	Domains of teacher-child interaction: *Infant*: responsive caregiving (relational climate, teacher sensitivity, facilitated exploitation, early language support) *Toddler:* emotional and behavioural support (positive/negative climate, teacher sensitivity, regard for child perspectives, behaviour guidance; engaged support for learning (facilitation of learning and development, quality of feedback, language modelling) *Pre-K:* emotional support (positive/negative climate, teacher sensitivity, regard for student perspectives), classroom organisation (behaviour management, productivity, instructional learning formats), and instructional support (concept development, quality of feedback, language modelling) *K-3:* same as for Pre-K *Upper Elementary*: emotional support (positive climate, teacher sensitivity, regard for student perspectives), classroom organisation (behaviour management, productivity, negative climate), instructional support (instructional learning formats, content understanding, analysis and inquiry, quality of feedback, instructional dialogue) and student engagement *Secondary:* same as for upper elementary	Development of CLASS measure: Center for Advanced Study of Teaching and Learning (CASTL), University of Virginia's Curry School of Education. Teachstone/Brookes Publishing	*http://teachstone.com/the-class-system/*

Table A4.1. **Instruments for monitoring staff quality** *(cont.)*

Name of Instrument	Countries used in*	Age group	Type of setting			Purpose of assessment	Type of instrument	Assessed domains	Developer/marketer	Website/References
			Centre- / school-based	Home-based	Example					
Early Childhood Environment Rating Scale Revised Edition (ECERS-R)*	United States, Canada, various European, Asian and South American countries	Usually 2.5-5 years	X		Kindergarten, preschool, childcare classrooms	Observe process quality; information; data collection; make informed choices for programme improvement	Observation using a scale (43 items with 7 subscales) Scale can be used for: supervision by programme directors and programme improvement, monitoring by agency staff, staff self-assessment, teacher training	Space and furnishings Personal care routines Language-reasoning Activities Interactions Programme structure Parents and staff	Harms, Clifford, Cryer/ Environment Rating Scale Institute (ERSI)	*www.ersi.info*
Early Childhood Environment Rating Scale Third Edition (ECERS-3)*	United States, Canada, various European, Asian and South American countries	Usually 3-5 years	X		Kindergarten, preschool, childcare classrooms	Observe process quality, with regard to teacher-child interaction and environmental provisions ; information; data collection; make informed choices for programme improvement	Observation using a scale (35 items with 6 subscales) Scale can be used for: supervision by programme directors and programme improvement, monitoring by agency staff, staff self-assessment, teacher training and the Quality Rating and Improvement Systems in the United States	Space and furnishings Personal care routines Language and literacy Learning activities Interaction Programme structure	Harms, Clifford, Cryer/ Environment Rating Scale Institute (ERSI)	*www.ersi.info*
Early Language & Literacy Classroom Observation (ELLCO)*	Ohio (United States)	3-8 years	X		Early childhood classrooms, K-3 classrooms (pre-K; K-3)	Assess teaching practices, quality of classroom environment; improve programmes and professional development	Classroom observation, interview with teacher(s) (done by supervisors, principals, researchers, programme directors, administrators and/or teachers)	Curriculum, books and book reading, language environment, classroom structure, print and early writing	Brookes Publishing	*www.brookespublishing.com/resource-center/screening-and-assessment/ellco/*
ECERS-E: The Four Curricular Subscales Extension to the Early Childhood Environment Rating Scale (ECERS)*	United Kingdom, United States	3-5 years	X		Preschool education and care	Provide additional information on curricular provision in the care settings	Observation using a scale	Literacy, mathematics, science and environment, diversity	Kathy Sylva, Iram Siraj-Blatchford, Brenda Taggart/ Teachers' College Press	*www.ecersuk.org/4.html*

Table A4.1. **Instruments for monitoring staff quality** *(cont.)*

Name of Instrument	Countries used in*	Age group	Type of setting			Purpose of assessment	Type of instrument	Assessed domains	Developer/marketer	Website/References
			Centre-/ school-based	Home-based	Example					
Effective Early Learning Programme (EEL)*	United Kingdom, Portugal, the Netherlands, Australia	0-7 years	X		Early childhood settings (with an educational commitment)	Evaluate and compare quality of early learning; improvement of quality and effectiveness of learning (four stages: evaluation, action planning, improvement, reflection)	Self-evaluation including: observation of children and adults, documentary analysis, questionnaires, interviews of parents, children and colleagues (practitioners working with an external EEL adviser, in co-operation with parents and children) Observation techniques: Child Involvement Scale (child-focused observation) and Adult Engagement Scale (adult-child interactions)	Child involvement signals: concentration, creativity, energy, persistence, precision, facial expression and posture, reaction time, language satisfaction Adult involvement: sensitivity, stimulation, autonomy Others: training, curriculum, staff ratios, teaching styles, interactions, facilities, planning and assessment procedures, daily programmes, home/school partnership, equal opportunities, quality-control procedures	Prof. Christine Pascal, Prof. Tony Bertram (Centre for Research in Early Childhood); based on work by Prof. F. Laevers (Leuven University, Belgium)	*www.crec.co.uk/*
Evaluación Inicia (initial evaluation)*	Chile	0-18 years	m	m	Pre-primary education, basic school and upper secondary education	Verify quality and pedagogic and disciplinary knowledge of newly graduates from initial teacher education Provide information about the quality of education and performance of graduates to the education institutions, to the public and to the graduates	Professional tests with questions taken by teachers (designed by external specialists and technicians)	Disciplinary and pedagogical themes, written communication, ICT in a pedagogical environment; all aligned with graduating teacher standards published by the Ministry of Education	System created by the Ministry of Education, tests created by specialists and technicians under the supervision of the *Centro de Perfeccionamiento, Experimentación e Investigaciones Pedagógicas* (CPEIP)	*www.mineduc.cl/index2.php?id_portal=79&id_seccion=4245&id_contenido=20559*
Family Child Care Environment Rating Scale Revised Edition (FCCERS-R)*	United States, Canada, various European, Asian and South American countries	0-12 years		X	Family childcare programmes	Observe process quality; information; data collection; make informed choices for programme improvement	Observation using a scale (38 items with 7 subscales)	Space and furnishings Personal care routines Listening and talking Activities Interaction Programme structure Parents and provider	Environment Rating Scale Institute (ERSI)	*www.ersi.info*

Table A4.1. **Instruments for monitoring staff quality** *(cont.)*

Name of Instrument	Countries used in*	Age group	Type of setting			Purpose of assessment	Type of instrument	Assessed domains	Developer/marketer	Website/References
			Centre- / school-based	Home-based	Example					
Infant/Toddler Environment Rating Scale (ITERS-R)*	United States, Canada, various European, Asian and South American countries	Until 30 months	X		Centre-based childcare programmes	Observe process quality; information; data collection; make informed choices for programme improvement	Observation using a scale (39 items with 7 subscales) Scale can be used for: supervision by programme directors and programme improvement, monitoring by agency staff, staff self-assessment, teacher training	Space and furnishings Personal care routines Listening and talking Activities Interaction Programme structure Parents and staff	Environment Rating Scale Institute (ERSI)	*www.ersi.info*
Kindergarten-Einschätz-Skala, revidierte Fassung (KES-R) (Kindergarten Evaluation Scale)	Germany	3-5 years	X		Kindergarten	Assess and support pedagogical quality in the area of education, pedagogy and care	Observations using a rating scale with rating indicators linked to physical, social, emotional and cognitive areas; interviews (by a trained observer; can be used for self- and external assessment)	Space and material resources, personal care routines, cognitive and language stimulation, activities, staff-child and child-child interaction, planning and structuring of pedagogical practice, situation of staff and co-operation with parents	German adaption of the ECERS scales by Tietze, Schuster, Grenner, Roßbach / Cornelsen Scriptor	*www.ewi-psy.fu-berlin.de/einrichtungen/arbeitsbereiche/kleinkindpaedagogik/publikationen/index.html*
Krippen Skala (KRIPS-R) (Crèche scale)	Germany, Austria, Switzerland	0-2 years	X		Crèches	Assess and support pedagogical quality in the area of education, pedagogy and care	Observations using a rating scale with rating indicators linked to physical, social, emotional and cognitive areas; interviews (by a trained observer; can be used for self- and external assessment)	Space and material resources, personal care routines, cognitive and language stimulation, activities, staff-child and child-child interaction, planning and structuring of pedagogical practice, situation of staff and co-operation with parents	German adaption of the ITERS-R scales by Tietze, Bolz, Grenner, Schlecht, Wellner / Beltz Verlag	*www.ewi-psy.fu-berlin.de/einrichtungen/arbeitsbereiche/kleinkindpaedagogik/publikationen/index.html*
NCKO-*Kwaliteitsmonitor* (Quality Monitor)*	Netherlands	0-4 years	X		Childcare centres *(Kinderdagopvang)*	Enhance level of quality; overview of weaker and stronger points of a provision	Self-evaluation through rating scales (low, average, high ranking) to be used by staff and managers of childcare centres to evaluate their own quality. It also includes a checklist of good practices examples (and bad practices to avoid)	Pedagogical quality, interactions of all pedagogical staff, sensitivity of staff to children's needs, structural quality (quality of the care environment, structural aspects of the provision)	*Nederlands Consortium Kinderopvang Onderzoek* (Dutch Consortium of Child Care Research)	*www.kinderopvangonderzoek.nl/drupal/content/ncko-kwaliteitsmonitor-0*

Table A4.1. **Instruments for monitoring staff quality** *(cont.)*

Name of Instrument	Countries used in*	Age group	Type of setting			Purpose of assessment	Type of instrument	Assessed domains	Developer/marketer	Website/References
			Centre- / school-based	Home-based	Example					
Preschool Program Quality Assessment, 2nd Edition (PQA)*	United States	0-5 years	X	X	Infant-toddler programmes, preschool programmes, family childcare	Assess learning environment and adult-child interaction; reporting; training; accreditation	Rating scales completed with the use of observations in the settings, interviews (completed through self-assessment by providers or by independent trained raters)	Infant-Toddler PQA: Observation items (schedules and routines, learning environment, curriculum planning and child observation, adult-child interaction); agency items (parent involvement and family services, programme management, staff qualifications and development) Preschool PQA: Classroom items; agency items (daily routine, learning environment, curriculum planning and assessment, adult-child interaction, parent involvement and family services, programme management, staff qualifications and development) Family Child Care PQA: Daily schedule, safe and healthy environment, provider-child interaction, learning environment	HighScope Educational Research Foundation	*www.highscope.org/Content.asp?ContentId=79*
Self-evaluation Instrument for Care Settings (SiCs/ZiKo)*	Flemish Community of Belgium	0-12 years	X	X	Day-care centres for children aged 0-3; family day-care providers for children aged 0-3; out-of-school care for children up to the age of 12	Ensure/improve well-being and involvement of the child and assess its experience in the care environment; enhance practioners' professional development	Internal process-oriented self-assessment; observation of children with scales (by setting's supervisor, external advisor, or co-ordinator); self-assessment of pedagogical approach by practitioners with a scale during group work	Well-being and involvement of the child; pedagogical approach (infrastructure and offer of activities, group climate, child initiative, adult style and organisation, type of guidance by practitioners)	*Kind & Gezin*/ Research Centre for Experiential Education (Leuven University-Belgium)	*www.kindengezin.be/img/sics-ziko-manual.pdf*

Table A4.1. **Instruments for monitoring staff quality** *(cont.)*

Name of Instrument	Countries used in*	Age group	Type of setting			Purpose of assessment	Type of instrument	Assessed domains	Developer/marketer	Website/References
			Centre- / school-based	Home-based	Example					
Sistema de evaluación del desempeño docente (National Teacher Evaluation System)	Chile	0 years - adult*	X		Municipal (public) schools in preschool, primary, secondary, special and adult education	Strengthen teaching profession, improve education quality	Rating scale combining: - Self-evaluation of staff members - Peer-assessment (external colleague, including an interview) - Supervisor assessment (the school's headmaster and head of pedagogy rate the teacher's performance) - Teacher performance portfolio (video recording of a class, pedagogical decisions, teaching, classroom practice)	Teaching and classroom practice, pedagogical decisions, professional performance, working context	Instrument development, process implementation: Measurement Centre of the Catholic University of Chile (MIDE UC) Coordination: Ministry of Education of Chile	*www.docentemas.cl/index.php*
Tagespflege-Skala (TAS) (Family Day-Care Scale)	Germany	0-5 years		X	Family day care	Assess and support pedagogical quality in the area of education, pedagogy and care	Observations using a rating scale with rating indicators linked to physical, social, emotional and cognitive areas; interviews (by a trained observer; can be used for self- and external assessment)	Space and material resources, personal care routines, cognitive and language stimulation, activities, social development, situation of family day carer and co-operation with parents	German adaption of FDCRS (predecessor of the FCCERS-R) by Tietze, Knobeloch, Gerszonowicz / Beltz Verlag	*www.ewi-psy.fu-berlin.de/einrichtungen/arbeitsbereiche/kleinkindpaedagogik/publikationen/index.html*

a = not available

m = missing

Notes:

The indication of countries does not mean that the instrument is necessarily used in nation-wide settings. The instruments listed in this table may also be implemented in countries other than those listed in the table above.

Please note that the NCKO Quality Monitor, ECERS-3, ECERS-R, ITERS-R, FCCERS-R, ECERS-E, APECP, ELLCO, PQA, SiCs, TAS, KES-R, KRIPS-R and EEL are also listed as instruments for assessing service quality, and the SiCs in addition for assessing outcomes.

The ECERS-E has been developed to add greater depth in observation of curriculum provision to the ECERS-R. It is intended for use as a complement to the ECERS-R.

The Effective Early Learning Programme (EEL) exists also as Baby Effective Early Learning Programme (BEEL) with slightly adapted forms for this age group.

Inicia is a Programme for the Promotion of Quality in Initial Teacher Education in Chile.

In Chile, the National Teacher Evaluation System is an evaluation process for teachers in preschool, primary, secondary, special and adult education.

Table A4.1. **Instruments for monitoring staff quality** *(cont.)*

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StatLink *http://dx.doi.org/10.1787/888933243296*

Chapter 5

Monitoring child development and outcomes in early childhood education and care (ECEC)

Monitoring child development and outcomes is increasingly widespread, to identify children's learning needs, enhance their development, raise service quality, staff performance and inform policy making. It is key to choose tools in a way that meets the goals of the monitoring practice and is appropriate to children's developmental stages. Most practices are locally defined rather than nationally regulated. Many tools are used, covering a broad range of developmental domains. The tools used range from locally designed approaches to standardised tools validated in and adapted to the needs of various countries.

The practices used for monitoring differ greatly within and between countries, depending on the age group and settings concerned. Observational tools are most common and often allow to monitor a wide range of domains, from language and literacy to socio-emotional skills. This is also done through narrative assessments. Direct assessments are less widespread and tend to have a narrower focus, e.g. on language skills and health. The key actors monitoring child development and outcomes are ECEC staff, who often perform it in a regular manner, sometimes complemented by monitoring through ECEC managers and external agents. Despite those efforts, further refinement is needed to ensure that the monitoring tools in place can provide more accurate information to support children, staff and policy makers.

Key messages

- Children's development and outcomes are increasingly being monitored. In most countries, this is typically performed by ECEC staff in a regular manner, and monitoring by external agencies is rare. Monitoring of this kind is not necessarily regulated at the national level, but is decided upon by local authorities or even by settings themselves.
- These monitoring practices are primarily driven by concern about children's learning needs and the desire to enhance their development. Policy makers are also concerned about ensuring service and staff quality, as well as making information on quality transparent. A variety of tools are used that could be appropriate for different purposes.
- Common areas of assessment for children younger than primary school age include, for instance, assessing language skills and identifying developmental delays. A wide range of well-developed tools is available for this purpose. To facilitate the transition and support the child, child records are shared with primary schools in the majority of jurisdictions.
- The most widespread way of monitoring child development is through observational tools. Holistic narrative assessments are also common. Such tools often cover, for instance, language and literacy, socio-emotional skills, and motor and numeracy skills. Direct assessments tend to cover a narrower set of domains than observations and narrative assessments in many jurisdictions. More than half of the surveyed jurisdictions apply these, often with a focus on skills such as language and literacy, health development, socio-emotional and motor skills.
- Country examples show that monitoring child outcomes may be associated with a greater emphasis on quality improvements through policy and a greater awareness of children's needs, helping to better tailor services to them. This is also supported by the growing practice of monitoring children's views. Research emphasises and countries' experiences confirm the importance of carefully selecting the tools used and ensuring that they are appropriate to the age and development of the child. The tools best suited to inform everyday staff practice may well be different from those needed to collect data to inform policy decisions.

Introduction

Monitoring child development and outcomes is less common than monitoring service quality, but it is nevertheless increasingly practised. The 21 surveyed countries and jurisdictions attribute major benefits to monitoring child development and outcomes, to better address children's needs, inform staff practices, formulate better ECEC policies and foster children's development.[1] This is mostly a local rather than a nationally regulated practice. The jurisdictions that do monitor child development and outcomes apply a diverse set of tools and often cover a comprehensive set of developmental domains.

This chapter will first discuss research on the benefits and challenges of monitoring child development and outcomes. It will then turn to the purposes for which outcomes are being monitored in participating countries and jurisdictions, which instruments they use

and which developmental areas they cover. We will provide examples of who is conducting the monitoring in various countries, how often this takes place and what variations exist. Lastly, we will discuss the results of monitoring child development and outcomes and the consequences of such results.

What are the effects of monitoring child development and outcomes?

As the literature on monitoring quality in ECEC suggests, monitoring child well-being, development and outcomes can play an important role in improving staff practices and service provision and thus enhance children's development (Litjens, 2013). To achieve such benefits and objectives in everyday practice, researchers emphasise the need for age-appropriate monitoring tools, consideration about whether tests are enjoyable or stressful for children, and ongoing monitoring of children (Barnett et al., forthcoming; Meisels and Atkins-Burnett, 2000; NAEYC, 2010; NICHD, 2002; Sattler, 1998). To inform policy making, it is important that the aspects monitored and assessed are relevant, that the practice is practical and affordable and that results allow for comparison over time (Barnett et al., forthcoming). Generally speaking, tests are designed for more limited purposes than, for instance, narrative assessments. A match between the assessment and its intended purpose is key. For instance, for teachers' use in the class- or playroom, the tools used in higher-stakes decisions regarding accountability of settings or the identification of children with special needs may not be appropriate (Waterman et al., 2012).

Multiple and age-appropriate assessments inform staff practices

The monitoring of child development or outcomes can help ECEC staff identify the needs of children and support their development. It is thus a key component of the development and teaching or caring cycle (Barblett and Maloney, 2010). Monitoring of child development is a crucial part of making information on children's skills and development available to ECEC staff and parents and of informing their decisions. Such knowledge can improve staff interactions with children and help adapt curricula and standards to meet children's needs (Litjens, 2013).

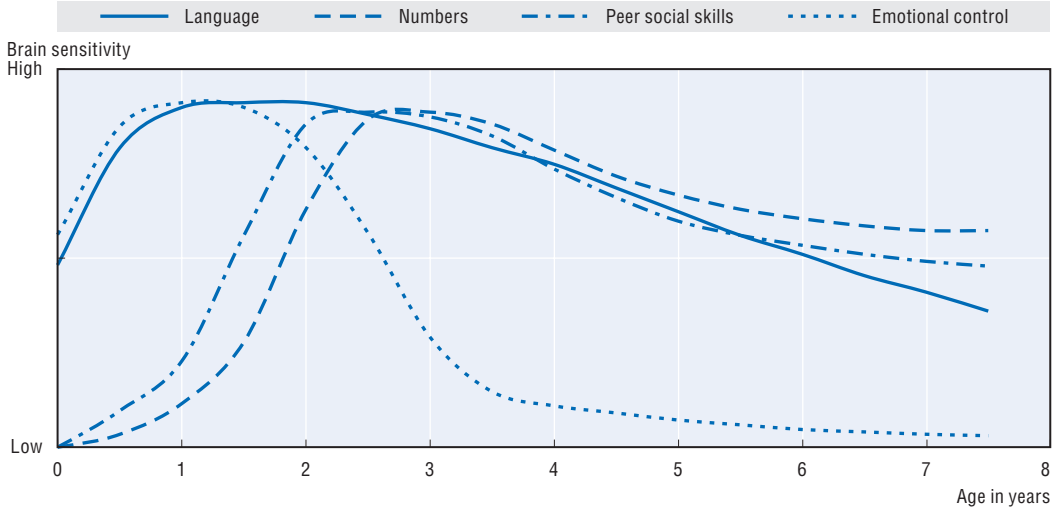
Capturing children's skills and abilities at a single moment in time is a challenging proposition (Zaslow, Calkins and Halle, 2000). Brain sensitivity is higher and development more rapid in the period from birth to age 8 than at later periods (see also Figure 5.1). To assess individual children's abilities in different domains, basing monitoring of child outcomes on multiple sources of information is recommended, rather than single tests or monitoring practices, especially if assessment results are used for high-stakes decisions and tracking at an early age (NAEYC, 2010; Waterman et al, 2012). However, such broad and in-depth assessments drive up the cost of monitoring (Barnett et al., forthcoming).

It is moreover important to ensure the developmental appropriateness of the tools used for this end (Meisels and Atkins-Burnett, 2000; NICHD, 2002; Sattler, 1998). Assessment tools should be designed to identify children's well-being, learning and development needs, abilities and skills, according to their age (Barnett et al., forthcoming; Waterman et al., 2012; Neisworth and Bagnato, 2004).

Research suggests that a particularly suitable approach to monitoring the development of young children and supporting their development in ECEC settings is through so-called authentic, naturalistic observations that are carried out on an ongoing basis, for instance by using portfolios or narrative assessments (Meisels and Atkins-Burnett, 2000; Meisels, 2007,

NAEYC, 2010). There is evidence for a positive relationship between the use of non-formal monitoring practices such as observation, documentation through portfolios or narrative assessments, and childrens development and outcomes (Bagnato, 2005; Meisels et al., 2003; Neisworth and Bagnato, 2004; Grisham-Brown, 2008). A study conducted in the United States used a tool for measuring practices and environments to promote children's development in literacy and language and found positive effects. Classrooms where a curriculum-based child assessment tool was used, where the development of portfolios was aligned with the federal programme for early learning, and where the child assessment information was integrated into individual and classroom instructional planning, were found to achieve higher levels of classroom quality (Hallam et al., 2007).

Figure 5.1. **Children's brain sensitivity, by age**



Source: adapted from Council for Early Childhood Development (2010), in Naudeau S. et al. (2011).

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Monitoring the view of the child can provide key insights

Research suggests that children's voices can be considered competent and that they can provide useful information about their experience in ECEC and wider societal issues (Clark, 2005; McNaughton, 2003; Sorin, 2003). The importance of considering the view of the child in monitoring the quality of ECEC provision has been established, but more research and reflection on the validity of instruments and results and their effective implementation is needed (Clark and Williams, 2008; Meisels, 2007; NAEYC, 2010; Neisworth and Bagnato, 2004). Quantitative studies of children's self-perception suggest that their perceptions can provide information on their development in areas such as academic competence, achievement motivation, social competence, peer acceptance, and depression and aggression, which are convergent with the ratings of carers and teachers (Measelle et al., 1998).

Some caution is warranted in using monitoring results of child outcomes and development

The results of monitoring child outcomes must be approached with caution. For instance, while diagnostic work is important, if it is used to determine "school readiness" with the goal of delaying or denying school entry, it may negatively impact child development. The risk is that some children may be labelled as failures at the very start of their school career. Postponing admission to school has not been linked to better performance, and

such a delay can deprive children of interaction with their peers, which provides a key opportunity for cognitive development. Children subject to such delays have also been found to display more behaviour problems (Bredekamp and Copple, 1997; Byrd, Weitzman and Auinger, 1997; NAEYC, 2010; Shore, 1998).

Another concern over the focus on child outcomes and their measurement at an early age is "schoolification". If ECEC settings and practices, including monitoring, become similar to those at higher levels of schooling, the focus may shift away from children's participation and specific pedagogical approaches for young children (Alcock and Haggerty, 2014; Bennett, 2005; Lazzari and Vandenbroeck, 2013). Such considerations emphasise the importance of ensuring age-appropriate monitoring practices and the need to consider holistic assessments that are not limited to measuring narrow cognitive domains (see also Barnett et al., forthcoming).

Longitudinal studies make it possible to capture long-term effects

Longitudinal studies of child development and concurrent and later outcomes are particularly well-suited to exploring potential causality between early interventions and later outcomes or 'returns' on the public funds allocated to the sector. Such studies are a rich source of information not only on the development of individuals over time, but also on contextual factors beyond ECEC that may influence such outcomes. Such studies have frequently been consulted for policy making (Lazzari and Vandenbroeck, 2013). North American longitudinal studies after targeted interventions have been influential in this regard, building a case for investing in the early years to boost cognitive and non-cognitive skills and success later in the labour market (Kautz et al., 2014). As Box 5.1 shows, Scotland (United Kingdom) is one of several OECD countries that have recently launched such longitudinal studies to inform both policy and practice.

Monitoring needs to consider the context and complexity of child development and childhood

It is important to acknowledge the complexity of child development and its determinants. Child development is not only reflected in and affected by academic knowledge and cognitive skills, but also by physical well-being, motor development, socio-emotional development and approaches towards learning (Barblett and Maloney, 2010; Raver, 2002; Snow, 2007). Monitoring child development should be carried out in a way that respects values and beliefs about child development in a particular society and involve family and community members in ensuring that the cultural context is duly considered in monitoring practices (Espinosa and López, 2007; Oliver et al., 2011). This is also stressed in the OECD Network on ECEC's document "Early Learning and Development: Common Understandings" (2015). It emphasises the importance of children's play and inquiry, capitalising on their natural curiosity and exuberance, authentic involvement and co-operation with families, respect for diversity, equity and inclusion, as well as knowledgeable, responsive, reflective and qualified (or authorised) early childhood professionals.

In analysing the monitoring of child outcomes, it is crucial to remember that although quality ECEC services play a key role, the outcomes are partly shaped by contextual factors, such as the home learning environment, the socio-economic background of the children's families, the engagement of parents and the community in ECEC (OECD, 2012; Barnett et al., forthcoming). What is captured by monitoring child development and outcomes cannot exclusively be seen as the outcome of ECEC services.

Box 5.1. **Longitudinal assessments of child development and outcomes: an example from Scotland (United Kingdom)**

In Scotland (United Kingdom), a longitudinal research study called *Growing Up in Scotland* (GUS) has been running since 2005 and is following about 10 000 children and their families from birth through childhood: around 3 500 children born in 2004/05 and another 6 000 children born in 2010/11. Longitudinal data allow researchers to explore the relationship between early experiences and outcomes later in life. With two birth cohorts, research can moreover examine the changing circumstances in which children grow up and how their experiences are evolving. The study is funded by the Scottish government and seeks to provide new information to support policy making, but its findings are also intended as a resource for practitioners, the voluntary sector, academics and others.

The focus of GUS is broad, covering various aspects of children's lives and measuring a wide range of child outcomes. The tools used differ according to the age of the child and include several widely used and validated scales. Social, emotional and behavioural development is measured with the Strengths and Difficulties Questionnaire (SDQ). For cognitive outcomes such as vocabulary and problem solving, the British Ability Scales (BASII) is used. Height and weight are also tracked, to calculate Body Mass Index (BMI). Beyond ECEC age, at age 7, children's subjective well-being is measured using a five-item scale adapted from Huebner's nine-item Student Life Satisfaction Scale. GUS also collects data from main carers, using both face-to-face interviews and online data collection. From the age of 7, the children themselves complete questionnaires. At age 10, data are also collected from teachers.

GUS findings are regularly published. A 2014 report on the impact of preschool education and care on children's social and cognitive development found no statistical relationship between children's backgrounds and their likelihood of attending higher-quality preschools. Higher quality, as graded by the Care Inspectorate, was found to be associated with higher child outcomes in the area of vocabulary skills, with positive effects at age 5, irrespective of their skills two years earlier, even after controlling for children's backgrounds (Bradshaw et al., 2014).

The GUS findings feed into the development of ECEC through the Scottish government and Care Inspectorate and into the development of national guidance material on the early years. They are also being used by Scotland's Early Years Collaborative, a coalition of Community Planning Partners (including social services, health, education, police and third sector professionals), which seeks to ensure high-quality support to children and families in Scotland.

Source: Case study prepared by the Scottish government and edited by the OECD Secretariat; see also Bradshaw et al., 2014.

Child outcomes measures can be designed to inform policies

The focus of the literature lies in the benefits and shortcomings of measuring child outcomes to draw conclusions about the individual child. However, a forthcoming review by Barnett et al. seeks to provide analysis for decision making on the assessment of children's learning, development, and well-being for national and international data collections designed to inform ECEC policies. Considering the challenges set out above, the review proposes the following criteria to determine the scope and tools of child outcomes assessments for an international study:

1. Measures should cover the aspects of the children's learning, development and well-being that are important and of concern to policy makers and the general public.

2. Measures must be valid, reliable, fair, and age and developmentally appropriate to indicate what matters.
3. Assessments should be both practical and affordable.
4. Results should enable comparability within and across countries and over time, especially for international studies.

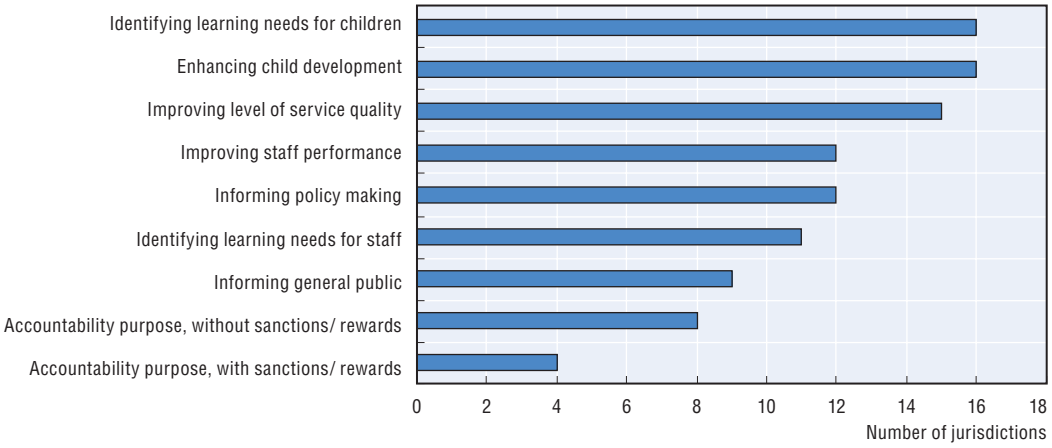
In their critical review of selected comprehensive measures of child development, the authors conclude that "[t]he assessments available offer many choices for measuring children's physical, social, emotional, linguistic and cognitive development with respect to age, mode of assessment, the source or respondent and burdens on respondents. There are fewer choices for assessments of executive functions and for some cognitive measures in the areas of math and science. Very few options are available for assessing development in the arts and culture and for approaches to learning […]. None of the [reviewed comprehensive] assessments […] measured self-esteem, self-efficacy, values and respect, or subjective states of well-being, such as happiness" (Barnett et al., forthcoming). These findings are mirrored by the analysis of countries' current monitoring practices in the area of child development and outcomes, which will be discussed in the rest of this chapter.

Why do countries monitor child development?

The reasons for monitoring child development and outcomes vary across countries, but follow similar patterns, as with the monitoring of other quality areas within countries (see Figure 5.2, and Table A5.1 in this chapter's Annex).

In line with the potential benefits suggested in the research, the most commonly cited reason for monitoring child development and outcomes is to enhance child development (16 out of 21 jurisdictions) and to identify the learning needs of children (16), followed by improving the level of service quality (15), informing policy making (12), and improving staff performance (12). Accountability is also a factor (in 12 jurisdictions).

Figure 5.2. **Purposes of monitoring child development**



Source: Table 5.1, OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

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Some countries and jurisdictions, such as Scotland (United Kingdom) or the Czech Republic, monitor for a broad variety of reasons, including accountability, information for policy making, staff performance and to foster child development. This means that the information raised through monitoring child development and outcomes is thought to feed

Table 5.1. **Purposes of monitoring child development**

Jurisdiction	Purposes of monitoring								
	Accountability		Informing policy making	Informing general public	Improving level of service quality	Improving staff performance	Identifying learning needs for staff	Enhancing child development	Identifying learning needs for children
	Without sanctions/ rewards	With sanctions/ rewards							
Australia		X	X	X	X	X	X	X	
Belgium-Flemish Education	X		X	X	X	X	X	X	X
Belgium-French Community	X		X		X		X	X	X
Chile	X		X		X				X
Czech Republic	X	X	X	X	X	X	X	X	X
Finland					X	X	X	X	X
France			X	X	X	X			X
Germany						X	X	X	
Italy	m	m	m	m	m	m	m	m	m
Japan								X	
Kazakhstan	X							X	X
Luxembourg	X		X		X	X		X	X
Mexico	X		X	X	X		X	X	X
Netherlands	m	m	m	m	m	m	m	m	m
New Zealand					X		X		X
Norway					X	X		X	X
Portugal			X	X	X	X		X	X
Slovak Republic		X	X	X	X	X	X	X	X
Slovenia								X	X
United Kingdom-England		X	X	X	X	X	X	X	X
United Kingdom-Scotland	X		X	X	X	X	X	X	X

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

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into the entire "value chain" of the sector, from the general public to policy makers, providers, staff and of course, children themselves. This puts high demands on monitoring approaches and practices, since, as noted above, different purposes often require different instruments and tools. Continuous and informal monitoring may greatly help improve staff practices and foster the development of individual children in the settings concerned, but it can hardly provide the comparable and reliable data needed to inform policy makers' decisions regarding all children or settings, or hold providers accountable (see also Litjens, 2013).

Other countries define the purpose of monitoring more narrowly, restricting it to informing the everyday work in ECEC settings. Germany, for instance, says the purpose is to improve staff performance, identify learning needs for staff and enhance child development, while Japan reports that the focus is solely on child development. Finland notes that children's development is monitored at the setting level to ensure that every child gets the individual support he or she needs, but data from this monitoring is not collected at the national level. At the individual level, development is documented in every child's individual plan for ECEC, which is mandatory.

Which instruments and tools are being used?

The jurisdictions surveyed use a wide array of tools for monitoring child development and outcomes, as introduced in this section and summarised in Table 5.2. Direct assessments are much less common than narrative assessments and observational tools, observations being the most commonly used. Whether child outcomes and development are being assessed or not, and which kind of tools are applied for this purpose varies widely across settings within countries. Surprisingly, perhaps, no clear pattern emerges of the types of

Table 5.2. **Monitoring tools and instruments of child development in place**

Jurisdiction	Direct assessments		Narrative assessments		Observational tools		Age group concerned
	Tests for children	Screening	Story-telling	Portfolios	Rating scales	Checklists	
Australia	X	X	X	X	X	X	m
Belgium-Flemish Community*	X	X	X	X	X	X	m
Belgium-French Community*	X			X	X	X	m
Chile	X				X		1-7 year-olds
Czech Republic			X	X	X	X	3-6 year-olds
Finland*			X	X	X	X	1-6 year-olds
France				X		X	3-5 year-olds
Germany*	X	X	X	X	X	X	4-5 year-olds for screening
Italy*	X	X	X	X	X	X	3-6 year-olds
Japan*		X					m
Kazakhstan*		X	X	X	X	X	varies according to assessment
Luxembourg*				X		X	3-6 year-olds
Mexico*	X	X	X	X	X	X	varies according to setting
Netherlands						X	2.5-6 year-olds
New Zealand			X	X			0-6 year-olds
Norway*	Settings decide on which tools to use						0-5 year-olds
Portugal			X	X	X	X	3-6 year-olds
Slovak Republic			X	X	X	X	3-6 year-olds
Slovenia*	X					X	varies according to assessment tool
United Kingdom-England	X	X				X	0-5 year-olds
United Kingdom-Scotland		X				X	27-30 month health review

Notes:
In Belgium-Flemish Community, information refers to the education sector only.
In Belgium-French Community, information refers to the education sector only.
In Germany, monitoring tools/instruments of child development in place do not refer to specific ages; but they are used "continuously" for story-telling, portfolios, rating scales and checklists. Rating scales are less commonly used than the other tools.
In Finland, all monitoring tools/instruments of child development are used, but municipalities decide what to use, and there is no standard national test for children.
In Italy, ratings scales are used for 4-5 year-olds (not for the full 3 to 6 age bracket, like the other tools).
In Japan, ratings scales are used once a year in kindergartens (medical checkup); twice a year in childcare/nursery (medical checkup).
In Kazakhstan, the age group concerned by these assessments varies from 1- to 6-year-olds for direct assessment; 2- to 6-year-olds for narrative assessment; and 5- to 6-year-olds for observational tools.
In Luxembourg, one particular observational tool is recommended, and specific training is offered for its implementation, but it is not compulsory.
In Mexico, the age group involved in these assessments varies: from the first month of age in ISSSTE; 0-3 year-olds in CONAFE; from 45 days old in SNDIF; 0-3 year-olds in CENDI; 3-year-olds in mandatory preschool, and from 43 days in IMSS.
In Norway, narrative assessments and observational tools are most common. Direct assessments are mostly used outside ECEC settings, in health checks or special needs assessment.
In Slovenia, the monitoring tools/instruments are implemented at the kindergarten's level for the monitoring of the child's literacy and language skills. Kindergartens decide on assessment tool/instruments and cases when to use them.
In the United Kingdom-England, there is a progress check for 2-year-olds and the early years foundation stage.
In the United Kingdom, Scotland, there is a 27-30 month health review. Tools can vary locally but there is a set of core components including development (social, emotional, behaviour, speech and language, gross and fine-motor skills).

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

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tools applied according to the age group concerned. In interpreting countries' responses, it is important to note that they do not necessarily imply nationwide regulations. The tools discussed here concern common practices to be found in various, but not necessarily all, ECEC settings on the ground as implementation may be voluntary for individual settings. The different types of assessment tools, which will be discussed in more detail, can be broadly divided into direct assessments, narrative assessments and observational tools. An indicative overview of specific instruments for monitoring child development and outcomes available in participating and other jurisdictions can be found in this chapter's Annex (Table A5.4).

Direct assessments

The use of direct assessments, that is to say the unmediated assessment of children's capacities and development results, is not very common among participating countries and jurisdictions. It is reported only in 12 instances and often not at national level. The fact that the number of countries using these tools is limited may not only be explained by concerns about the appropriateness and desirability of testing in this age group, as, for instance, indicated by several Nordic countries, but also by the fact that such tools can be costly to implement. If they are carried out by external personnel, they must be paid for their services. Several standardised tools also require license fees to the developer or owner of the instrument. Even if those tools are free of charge and administered by staff themselves, they require an investment of additional time (i.e. opportunity cost). This, in turn, may result into less time spent with children (see also Barnett et al., forthcoming). Direct assessment tools can be divided into two main types:

Tests

Tests are formal assessments, often administered on paper or on a computer, intended to measure children's knowledge, skills and/or aptitudes. Tests of this kind are being carried out in nine participating countries and jurisdictions, Australia, the French and Flemish communities of Belgium, Chile, Germany, Italy, Mexico, Slovenia and England (United Kingdom), albeit not in a systematic way and nation-wide or in settings. Those in the Flemish Community, for instance, involve only children in pre-primary school (3-5 year-olds). Germany reports that tests and screenings are being used for compulsory language assessments only. Contrary to what is known about widespread standardised assessment practices in compulsory schooling (OECD, 2013), the application of such standardised instruments is less prevalent in ECEC. Standardised tests are designed in such a way that the questions, conditions for administering, scoring procedures and interpretations are consistent and are administered and scored in a predetermined, standard manner for all "tested" children. Among participating countries and jurisdictions, such standardised tests can only be found in Chile's kindergartens and Mexico's CONAFE and IMSS, as well as in some kindergartens in Slovenia which use standardised assessment tests on literacy and language skills on a voluntary basis and mostly to respond to individual children's development and learning needs, and in Germany. Longitudinal studies such as *Growing up in Scotland*, described in Box 5.1, commonly use standardised instruments to allow comparisons. Administering tests may involve only the time of teachers and children, but assessing children, internally or externally, requires a significant commitment of resources (Barnett et al., forthcoming).

Screening

Screening is designed to identify problems or delays during normal childhood development. It usually involves a short test to assess whether a child is learning basic skills when he or she should, or whether any delays are apparent. Screening tools can include some questions the professional asks a child or parent (depending on a child's age). They may be conducted through talk and play with the child during an assessment to see how he or she plays, learns, speaks, behaves and moves. Screening is often used to identify developmental delays or learning disabilities, speech or language problems, autism, intellectual disability, emotional/behavioural conditions, hearing or vision impairment, or

Box 5.2. **The Ages and Stages Questionnaire in Mexico**

Mexico's *Consejo Nacional de Fomento Educativo* or CONAFE (National Council for Education Development) uses a variety of tools to assess the development of children in its Early Education Programme. One of the tools also used in the Mexican context that is in use in many other countries within and outside the OECD is the Ages and Stages Questionnaire (ASQ). The ASQ-3, third edition, is a screening tool consisting of 21 questionnaires specified for ages from 1 to 66 months. The questionnaires, completed by parents, collect information partly for demographic purposes but primarily for information on the child's development. Questions are phrased in simple language and parents' responses are based on a limited set of options: "yes", "sometimes" and "not yet". The questionnaire seeks to measure the development of children in five different areas:

1. communication,
2. gross motor skills,
3. fine motor skills,
4. problem-solving skills,
5. personal-social skills.

The result is a score for each of these areas, which are compared to cut-off points, indicating the need for further assessments, a need for discussion and continued monitoring, or that the child's development is on track. The tool thus serves to identify delays in development.

In Mexico, this tool was selected by the *Centro de Investigación y Docencia Económicas*, or CIDE, (Centre for Economic Research and Teaching) and the World Bank, because it was identified as a useful instrument in detecting the strengths and weaknesses of the socio-emotional development of children. It was used during the impact assessment of CONAFE Early Education Programme (2011-2015). The instrument was translated and adapted by CIDE researchers and implemented in a representative sample of communities in six Mexican states: Chiapas, Estado de México, Oaxaca, Puebla, Queretaro and Veracruz. At the time of writing, the results are being processed for evaluation and are expected to yield recommendations to CONAFE.

Sources: Draft case study provided by Mexico's CONAFE, and edited by the OECD Secretariat; Barnett et al., forthcoming.

attention deficit hyperactivity disorder (ADHD), and is often followed by further in-depth assessment. This type of tool is being used in nine participating jurisdictions albeit not always nationally: Australia, the Flemish Community of Belgium, Germany, Kazakhstan, Italy, Mexico (see also Box 5.2 for the Ages and Stages Questionnaire [ASQ]), England and Scotland) (United Kingdom). In the Flemish Community of Belgium, as well as in several other countries, such assessments are used for children aged 3 to 5 rather than for younger children (see Table A5.1 in this chapter's Annex). Participating countries and jurisdictions do not report the use of standardised screening tools at central level. However, in Germany, some *Länder* apply standardised screenings. Similar to tests, the analysis of results of screening tools – which may involve tests themselves – can require a major resource commitment and may not be affordable for all countries and in all settings. It may be noted that more screening practices may well take place for children of the same age group, but outside the area of ECEC.

Narrative assessments

Narrative assessments describe the development of children through narratives or stories. They are used in 15 participating countries and jurisdictions. This represents a more inclusive approach to assessing child development, as it involves not only the professionals but also the children's work, and can also include inputs or feedback from parents. It is a combination or package of what a child has done and learnt, such as examples of drawings and exercises, feedback from staff, and staff planning or examples of practices. Narrative assessments also form the basis of monitoring child development in the Reggio Emilia programmes, which use pedagogical documentation not only to follow children's learning, but also as a tool to improve service quality. Such documentations may include samples of children's work at several different stages of completion, so that the learning process and progression of the child can be followed. This approach is not restricted to looking at the final product, but informs staff and parents about the way the child has carried out a specific task, planned and completed it (Katz and Chard, 1996). As outlined above, using multiple sources for child assessment over time may be particularly beneficial to inform staff practices and allow them to address children's individual needs and abilities at different ages. However, they may also be seen as costly, as they require a lot of staff training and time in recording and assessing children's intermediate and final products, etc. Children's time is less affected, since the assessment may be integrated into everyday activities (Barnett et al., forthcoming). Narrative assessments may include results from observations, which will be discussed below (Litjens, 2013). Two common types of such narrative assessments are presented below.

Storytelling

Storytelling usually involves different examples of work and feedback that tell the story of the child's development during a certain period of time. This approach can be found in 11 participating jurisdictions: the French and Flemish Communities of Belgium (only in Flemish pre-primary schools), the Czech Republic, Finland, Germany, Italy, Kazakhstan, Mexico, New Zealand, Portugal and the Slovak Republic.

Portfolios

Portfolios are a collection of pieces of work that tell a story about a child's progress, or achievement in given areas. Portfolios are more common than storytelling and are found in 14 participating jurisdictions, more than half of those that monitor child development and outcomes. They are the Flemish (pre-pre-primary only) and French Communities in Belgium, the Czech Republic, France, Germany, Kazakhstan, Luxembourg, Mexico, New Zealand, Portugal and the Slovak Republic.

Observation

Observation is a method of collecting information on a child by seeking to take an outsider's view. It is used in as many as 18 participating countries and jurisdictions and can be intended for a more narrowly defined, specific purpose (e.g. inspection, peer review) or remain open-ended (e.g. to document a child's progress for parents). Like narrative assessments, which may use observation results, observational tools do not affect children's activities and thus do not put additional burdens on them. However, teachers or other assessors must invest a significant amount of time completing the forms of the observation tool. Regardless of whether they are standardised or not, such tools are relatively easy to administer, frequently relying on staff who regularly work with the child

and the parents. The resource commitment for staff and providers may, however, increase depending on the amount of training needed to apply such tools. Two observation tools are widely used across participating jurisdictions. This may be explained by the relative simplicity of their application and research findings that suggest such instruments can be particularly beneficial to orient practices towards child development:

Rating scales

Rating scales work with a set of categories designed to gather information about a quantitative or a qualitative attribute and to code the observation. One example is a 1-10 rating scale, in which a person (evaluator or assessor) selects the number considered to reflect the perceived performance or behaviour of the child being monitored. This type of tool is being used in 12 participating jurisdictions: Australia, the Flemish and the French communities in Belgium (only in the education sector), Chile, the Czech Republic, Finland, Germany, Italy, Japan, Kazakhstan, Mexico and the Slovak Republic. As Germany and Italy report, such tools are not necessarily widespread and may only be used on a local basis.

Checklists

Checklists may include a list of tasks, skills and abilities to assess children's development or knowledge, such as "child can count to 5" or "child is able to play independently". However, unlike a rating scale, checklists only indicate whether a child is able to complete a certain task or has a certain skill, so the results of a checklist are often less specific and detailed. Checklists are the most common tool for monitoring child development and outcomes, and are used by 17 participating jurisdictions: Australia, Flemish and French Communities of Belgium, the Czech Republic, Finland, France, Germany, Italy, Kazakhstan, Luxembourg, Mexico, the Netherlands, Portugal, the Slovak Republic, England and Scotland (United Kingdom). An example of the use of such a checklist can be found in Box 5.4, which presents the Early Development Instrument (EDI). In England (United Kingdom), outcomes are monitored through the Early Years Foundation Stage Profile, a standardised assessment using observation over a period of time. In the Flemish Community of Belgium, the ZIKO (SICS) self-evaluation tool is used for this purpose; a version for home-based settings, ZIKO-Vo (SIVS-Vo) is also available for childcare settings.

Monitoring children's views may be integrated into other instruments and it has become a widespread practice. Indeed, 11 participating jurisdictions monitor children's views in some or all settings: Australia, the Flemish Community of Belgium, the Czech Republic, Finland, France, Luxembourg, Mexico, Norway, Portugal, the Slovak Republic, Slovenia and Sweden. While this is more common for children from age 3, it also takes place in settings with younger children, such as the integrated settings in Nordic countries or family day care and day care in the Flemish Community of Belgium that use the ZIKO (SICS) self-evaluation instrument. In most cases, the ways children's views are monitored are not regulated, but interviews are the most common practice across jurisdictions. This is also illustrated by the example from Finland reported in Box 5.3.

Only a minority of jurisdictions prescribes the tools to be applied by law. In Germany, those differ across the *Länder*, and concern only language assessment, while for French preschool education, this is defined at the national level. In Japan, health checklists are defined by law, and in Mexico's IMSS, the child development evaluation tool is mandatory. In England (United Kingdom), there are two statutory assessments: the 2-year-old progress check and the reception Early Years Foundation Stage Profile.

Box 5.3 **Monitoring children's views in Finland**

Finland provides an interesting example of how monitoring children's views can be used to inform policy making. At the end of 2013 and in the beginning of 2014, a large survey of parents was conducted by the Finnish Ministry of Education and Culture to inform the preparation of a new law on the ECEC sector. The process also included interviews with children, to ensure that the children's voices were being heard. This was done for the first time ever in the preparation of a new law. Finland reports that the emphasis put on hearing the child's opinion in the country stems from the UN Convention on the Rights of the Child.

To inform the revision of the legal framework, 48 children across the country were interviewed in their ECEC settings, either by their own teachers or other staff. The interviews sought to reveal information about how children experience their days and practices in ECEC and what meaning they attribute to its different aspects. To express their opinions, children took photographs, made drawings and used them to discuss with staff what they appreciated in ECEC and what they did not like and wanted to change.

Finland reports that in the interviews, children emphasised the importance of being able to participate in activities with their friends. They particularly liked being allowed to play and move. They also enjoyed games involving physical activities. On the question of the ECEC environment, they considered their bed and the sleeping room unpleasant, i.e. the rooms where activities and free movement are restricted. Long sedentary periods were also seen as unpleasant. Children reported that they expect personalised care from adults and that they mediate when differences in group situations emerge. While overall, children enjoy being in ECEC, they asked for more time for play, movement and physical activities, as well as to be able to make use of modern technology. Activities regarded as important by staff and adults, such as long morning meetings in a circle, were not regarded by children as at all meaningful and important.

For the ministry, this represents valuable feedback from the users of the ECEC services under their responsibility that can contribute to their evaluation. The findings also encourage Finland to involve children more often in the development of practices.

Sources: Draft case study provided by Finnish Ministry of Education and Culture and edited by the OECD Secretariat.

What areas of child development are being monitored?

Participating countries and jurisdictions monitor a wide range of child development and outcomes. Before discussing *how* these different domains are being assessed, i.e. using which of the presented tools, the following offers a brief overview of *what* we mean by the various terms:

- *Language and literacy skills* refer to children's productive and receptive language skills on all levels: syntax (ability to form sentences), morphology (ability to form words), semantics (understanding the meaning of words/sentences), phonology (awareness of speech sounds), pragmatics (how language is used in different contexts) and vocabulary. It also refers to children's (precursor) literacy skills, that is to say all the skills related to reading and writing, such as recognising and writing letters and words, understanding pictures, etc.
- *Numeracy skills* describe the ability to reason and to apply simple numerical concepts and understand numbers. Basic numeracy skills consist of knowing and recognising space, shapes, location and direction, the basic properties of sets, quantity, order and number

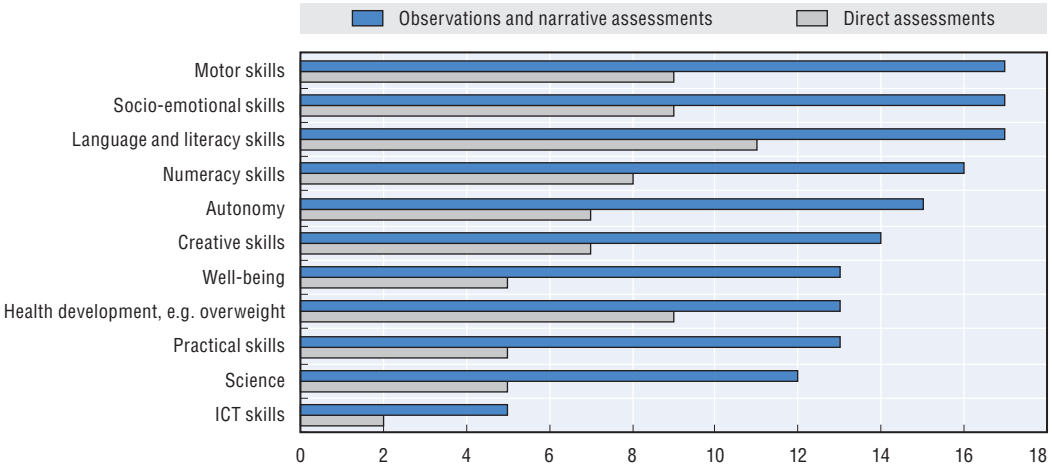
concepts, time and change, being able to count, and comprehending fundamental mathematics like addition, subtraction, multiplication and division.

- *Socio-emotional skills* are indicative of a child's emotional and social development. This includes children's ability to express and regulate emotions, children's relations and play with others (including peers), self-concept, development of a personal identity, self-efficacy and the personality of a child that forms his/her thinking, feeling and behaviour. It also refers to co-operation and the ability to solve problems collaboratively. Examples of socio-emotional development include the forming and sustaining of positive relationships, experiencing, managing and expressing emotions, and exploring and engaging with the environment.
- *Motor skills* refer to the ability to perform complex muscle and nerve actions that produce movements, and the ability to coordinate their body. It refers to both fine and gross motor skills and awareness of their own body. Fine motor skills are small movements like drawing and writing or putting shoes on. Gross motor skills involve large movements like walking and kicking, running and cycling.
- *Autonomy* is the ability of a child to undertake activities, tasks, etc. without the help of others (mastery of skills), to make his/her own decisions, and to express his/her own opinions or ideas, feel secure in themselves and have confidence in their own ability.
- *Creative skills* summarise the child's capacities and competencies to generate ideas and feelings, use imagination and convey thoughts and experiences in many forms of expressions, including artistic skills (e.g. arts, music and dance).
- *Practical skills* are abilities that involve active involvement of the child him- or herself and refer only to the skills that children need in daily life, such as tying shoe laces, brushing teeth, etc.
- *Health development* refers to the physical health status of a child, which includes physical well-being, as reflected in such conditions as overweight (adapted from WHO, 2006). Mental, emotional, and social development are in this definition excluded – these are included in the definition of "*Socio-emotional skills*".
- *Well-being* is understood as subjective well-being, i.e. how children experience their own lives, how they perceive their material environment, their social relationships and their own abilities.
- *Science skills* refer to scientific subjects such as geography and natural science, interest and understanding of different cycles in nature, but also to the development of scientific knowledge, the ability to question scientific phenomena, and the ability to draw conclusions about scientific subjects. Science also refers to the development of awareness of how science and technology shape and affect our material, intellectual and cultural environment and the ability to understand that we all are a part of nature's cycles.
- *ICT skills* refer to the capacity to use digital and technological environments for development, communication and knowledge creation. Digital environments refer to computers (including laptops, tablets, netbooks, smart boards, etc.) and computer games, the Internet, television and radio among other media.

Wide differences are observed across countries in the way these domains are or are not monitored. Direct assessments are mostly applied to testing language and literacy (in 10 jurisdictions), health development, socio-emotional and motor skills (each in

8 jurisdictions) followed by numeracy skills (7), autonomy and creativity (6 each) (Table A5.1 in this chapter's Annex). Testing practical skills, science skills, well-being and ICT skills is much less common (Figure 5.3, and Table A5.1 in this chapter's Annex). Little information is available on how practical and creative skills are being monitored in practice. Health check-ups are common, for instance annually in kindergartens and twice a year in nursery centres in Japan, in the form of a child health review at 27-30 months in Scotland (United Kingdom) or, in the French Community of Belgium, on a regular basis for children in nurseries and childminders and once a year in their pre-primary schools.

Figure 5.3. **Areas of early child development monitored, by monitoring method**



Developmental areas are ranked in descending order of the number of jurisdictions that cited observations and narrative assessments to monitor development areas.

Note: Information on use of direct assessments and observations and narrative assessments to monitor developmental areas based on 21 countries.

Source: Table A5.1, OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

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Monitoring of well-being is closely linked to monitoring of children's views, as discussed in Box 5.3 in the case of Finland. Other countries, such as Slovenia, use a rating scale for the involvement and well-being of preschool children, and some Czech schools monitor children's well-being and happiness as part of their self-evaluation. Research projects, for instance in Norway, have investigated the impact of kindergartens on children's well-being and on learning.

As discussed above, monitoring of child development through observations and narrative assessments is more common and comprehensive than direct assessments among participating jurisdictions (see Table A5.2 in this chapter's Annex). The most prevalent areas for observations are language and literacy skills, socio-emotional skills and motor skills (each in 17 jurisdictions). Monitoring numeracy skills (16), autonomy (15) and creative skills (14) is also common. Again, monitoring ICT skills (5) is rare. These findings also hold true for narrative assessment in all countries but Mexico. There, narrative assessments are less common than observations in federal social security centre-based care for 0-6 year-olds (IMSS), federal centre-based ECEC for 0-6 year olds of state workers (ISSSTE) and federal home-based early education for 0-3 year-olds (CONAFE). For IMSS, a Daily Incidents Report describes achievements and incidents involving each child, every day.

At CONAFE, narrative assessments mostly focus on non-cognitive and socio-emotional skills, while ISSSTE focuses on language, literacy and numeracy.

While not all countries clearly specify developmental standards for various domains, some countries, such as Kazakhstan, have adopted specific standards for different developmental domains and age groups. The state educational standard of preschool education and training sets benchmarks for children's competencies at each developmental stage, for instance with regard to health behaviour, language and communication, creativity and social skills. In addition to standards for readiness for school and society, several development standards are provided for each age group, as summarised in Table 5.3.

Table 5.3. **Development standard for cognitive competence in Kazakhstan**

Developmental area/ age	1-3 year-olds	3-5 year-olds	5-6 year-olds
Orientation in properties of objects	Distinguishes between primary colours, shape, size, texture of objects	Describes symptoms and characteristic differences of objects based on tactile, auditory and olfactory perception	Examines the properties and attributes of objects as a category of cognitive activity
Recognition of the world	Shows curiosity and interest in people and their actions	Understands simple causal relationships in living, inanimate nature and social life, talks about it, composes 2 to 3 sentences	Can solve cognitive tasks in visual-motor and visual-shape plan, is able to distinguish similarities and differences, organise and classify for various reasons
Constructive skills	Can reproduce a simple construction demonstrated by an adult	Shows independence in choosing a construction material, tries to carry out constructions in a beautiful manner	Understands several ways to create simpler generalised designs and uses the same methods to get different results
Fundamentals of ecological culture	Exhibits a friendly and caring attitude to wildlife	Understands certain rules of behaviour in nature, and that adults care for plants and animals	Understands the diversity of the world, features and properties of plants, animals, and the relationship with the environment
Elementary mathematical representations	Shows rudimentary skills of orientation in space	Demonstrates basic concepts of time, space, causality, number	Knows the structural characteristics of geometric shapes, quantitative relations backwards and forwards
Search and experimental work	Experiments with different objects (disconnects, connects, designs)	Experiment purposefully with new materials, models surroundings, reflects on common relationships between objects	Sets a goal in the experimental activities to achieve results
Working with information	Interested in different information sources	Understands the need to obtain new information	Understands how to provide new information and to whom it will be interesting

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

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It is worth noting that the use of these tools and their implementation may vary across settings and at the sub-national level, as also reported by countries such as Germany, Finland, Norway, Portugal and Sweden. While not all can be covered in the present report, a few examples are discussed in the following paragraphs.

Portugal reports that each setting uses its own tools, in line with the curriculum guidelines and the organisation of pedagogical work. Similarly, Norway's answers suggest that various instruments or methods are used as part of a more holistic assessment of child well-being, development and learning at the local level. According to the Norwegian framework plan, the curriculum, "[t]he well-being and development of the group of children and individual children shall […] be observed and assessed on an ongoing basis" (Norwegian Ministry of Education and Research, 2006). Norway reports that according to a national sample survey, 95% of kindergartens use observations, and that narrative assessments

such as pedagogical documentation and learning stories are also common. So-called "child interviews" or "systematic dialogues" have also become more widespread and can be found in more than a third of Norwegian kindergartens. To support the systematic observation conducted by teachers and staff, a diversity of tools are available and in use, based on local decisions and needs. These tools can be locally developed or designed by experts, and are to a varying extent validated.

In Mexico, CONAFE has designed a specific competencies screening tool called "*Sigue tu crecimiento*" (Continue your development) to assess and analyse child development for different age periods from birth to age 4. It is designed for children who benefit from the Early Childhood Education Programme and is used for the evaluation of the programme and its impact on physical, cognitive and socio-emotional development. It acknowledges the importance of the home learning environment for child development, and it also assesses parenting skills of adults in charge of the care of the assessed children. The tools used differ in other Mexican settings. For mandatory preschool (3 to 5 years), three screenings are produced each year to assess the achievement of competencies in children over one school year, in line with those outlined in the programme. For *Centros de Desarollo Infantil* or CENDI (Centers of Child Development) preschools, with children of age 0 to 3, ECEC staff predominantly use observation to assess child development. A widespread screening tool and a checklist instrument used by CONAFE are described in Boxes 5.2 and 5.4 respectively.

Who conducts direct assessments?

The key agents of monitoring are ECEC staff. However, as will be discussed below, other actors are also involved in many countries, especially when it comes to the implementation of more formalised instruments. Monitoring child development and outcomes is mostly internal and often linked to staff practices, and an important role is also played by external agencies. This reflects the fact that in most countries, monitoring of child development and outcomes takes place much more frequently than in other areas, often continuously or several times per year, as will be discussed below. As noted earlier, most commonly this takes place through narrative assessments and observational tools.

The more detailed information some countries provided on who conducts direct assessments also shows the important role of ECEC staff, while revealing some variation. ECEC staff carry out direct assessments with children cared for by childminders and in nurseries in England (United Kingdom), in pre-primary education in the Flemish and in all settings in the French Community of Belgium. This is also the case for kindergartens in Chile, in German child day-care centres, in all Kazakh settings, CONAFE, CENDI and IMSS in Mexico, and in New Zealand. ECEC management only conducts direct assessments of child development in ISSSTE in Mexico. New Zealand points out that in some settings, such as Māori language nests, parents may also be involved in such an exercise.

In five countries and jurisdictions, external agencies and agents conduct direct assessments. In the French community of Belgium, medical staff comes regularly to nurseries and childminders to evaluate children's health development and motor skills. In preschools, those skills are evaluated not only by teachers, but also by psycho-medical staff once a year. In Chile, the Labour Ministry and *Fundación Integra* commission directs assessments of children to external institutions. For JUNJI, the National Board of Kindergartens, a sample of children is assessed by internal staff annually, while every other year, an external assessment is made of children's development. Germany points out that tests and screenings to assess language are usually done internally, but that in some

Länder, such as North Rhine-Westphalia and Bavaria, those tests are conducted jointly by primary school teachers and external ECEC staff. In the state of Baden-Württemberg, those tests are conducted by the local health authorities, somewhat as in Japan, where this role is left entirely to the school doctor. Two other examples for external assessments come from Mexico's CONAFE, where the EDI is implemented by the National Commission for Social Health Protection and the Ages and Stage Questionnaire (ASQ) by the Centre for Economic Research and Teaching. In Slovenia, some tools for the assessment of language competence and reading can on special occasions be used by psychologists, pedagogues, special pedagogues or other counsellors, as well as by preschool teachers and parents. These examples illustrate the wide range of assessment practices in participating jurisdictions. From the everyday monitoring of child development in settings to the implementation of standardised tools by specialised external agencies, this variation in methods is also likely to influence monitoring results.

When and how often are child outcomes and development being monitored?

In most jurisdictions that do monitor child development and outcomes, this practice takes place at least once a year, or even continuously, which may be associated with its use for formative purposes. The frequency of monitoring child development and outcomes is only rarely regulated by law, but continuous monitoring is strongly encouraged by regulations (see also Table A5.3 in this chapter's Annex). Monitoring of child development and outcomes can be found across the entire ECEC age group.

Many countries emphasise the continuity of monitoring child development and outcomes, which also suggests that the results are used for formative purposes. The Czech Republic reports that in ECEC, teachers should continuously monitor and evaluate the individual development and educational progress of each child. This process is considered to inform teachers' practices, and to support children's development and learning. The fact that each kindergarten or even teacher may choose and create their own monitoring and evaluation system for this purpose is justified by the idea that it helps teachers to take a differentiated approach and use the tools and practices corresponding to children's needs. Regular monitoring may be complemented with more risk-based measures. In French preschool education, for instance, children's progress over time is tracked regularly. Based on observation and the analysis of results, certain students may take part in additional tests administered by psychologists or school doctors, to prevent future difficulties. As discussed above, in England (United Kingdom), the Progress Check of children between the ages of 2 and 3 is also designed to flag when a child is not where he/she might be expected to be at that age, helping to identify any special educational needs and disabilities that may require outside support. Practitioners must review children's progress between the ages of 2 and 3 and share with parents a summary of children's development in key areas, identifying their strengths as well as areas where they fall short of expectations. If those reviews reveal significant concerns, or identify special educational needs or a disability, practitioners develop a targeted plan for the child. Formulated in co-operation with other professionals, such as the provider's special educational needs co-ordinator, as appropriate, this plan is intended to support the child's future learning and development.

While assessments in primary school are beyond the scope of the present study, it is important to note that more summative assessments around the time of school entry are widespread. In Australia, for instance, a national adaptation of the EDI is being used in the first year of school when children are 5, as discussed in Box 5.4. France reports

that no standardised evaluation of children's performance is intended before the age of 5, although parents are regularly informed about their children's progress. In England (United Kingdom), the Early Years Foundation Stage (EYFS) Profile must be completed for each child in the final term of the year in which the child reaches age 5. This profile provides parents and carers, practitioners and teachers with a comprehensive account of the children's knowledge, understanding and abilities, their progress in light of set benchmarks, and their readiness for the first year of primary school. The profile needs to take into account ongoing observation, child records at the respective setting, as well as the discussion with parents and other relevant individuals. In all German *Länder*, school entry examinations are conducted by the local health or school authorities, collecting data on children's motor skills, various cognitive skills such as attention, "non-verbal intelligence" and language skills. These tests use a variety of instruments, and the data are neither aggregated nor comparable. In Italy, a few tools have been developed to assess school readiness at the end of ECEC, although they are not employed on a nation-wide basis. Longitudinal studies such as the Scottish study discussed in Box 5.1 make it possible to collect information on children's progress over a longer period of their childhood, educational career and even beyond, to gather evidence on questions such as the relationship between early experience and later outcomes.

Across countries, wide variations prevail regarding the age of children whose development is being assessed. However, little age differentiation is seen in the types of instruments used within countries, which may call into question how age-appropriate these instruments are. Countries' responses suggest that measuring child development and outcomes is much more common for children from the age of 3 and, especially in jurisdictions with split systems, this often means in more formal and education-oriented settings (see Tables A5.1 and A5.2 in Annex). It is important to note that not all countries monitoring development do so for all children in all types of setting or all age groups. These details are best illustrated with a few country examples. In the French community of Belgium, a continuous evaluation of child development is conducted, and at the end of pre-primary education, teachers apply various non-standardised tools to evaluate the readiness of children to enter primary school.

In Chile, for instance, samples of children from different age groups are taken for monitoring. The Chilean Labour Ministry assesses a national sample of children in the age group between 6 months and 7 years. The last sample was taken in 2012. JUNJI and *Fundación Integra* each evaluate samples of the concerned age groups between 1 and 5 years. In addition to the aspects already noted, Chile monitors children's height, weight and cranial circumference. The country provides detailed information on other instruments used for assessing various age groups. Those include a screening test of psychomotor development, BDI-ST2 (*Inventario de Desarrollo Battelle*), which is used between the age of 6 months and 83 months and 30 days. For children aged 2, the Pencil Tapping Task and the Snack Delay Task, to assess the executive function, are used. The Peabody Picture Vocabulary Test is used for children aged 30 months to 83 months and 30 days, and for 3-6 year-olds, the Head, Toes, Knees and Shoulders Task is used. Other tests are available for children of this age and older, such as the Ages and Stages Questionnaire, which is discussed in Box 5.2.

In Slovenia, encouraging language development is one of the key objectives of preschool education, and several assessment tools for literacy and language skills have been designed for different age groups. Evaluators using these tools are psychologists,

pedagogues, special pedagogues or other counsellors, and also preschool or schoolteachers and parents in some instances. Different tools exist for children aged 8 to 30 months, 3 to 9 years and 7 to 14 years. In Scotland (United Kingdom), there is a requirement for children to be assessed by public health nurses and health visitors at the age of 27-30 months, in a variety of domains such as social, emotional and behavioural aspects, nutrition, growth, parenting and family relationships, parental health, home learning environment and attendance of early learning and childcare settings. In England (United Kingdom), the Healthy Child Programme includes a review for children at age 2 to 2.5 years old that covers key areas of child health and development. It is carried out by a health practitioner.

How are the monitoring results being used/shared?

It is vital to ensure the appropriate use of measures of child development and outcomes collected by staff, parents, policy makers and other actors, to inform their practices and decisions. Access to and sharing of such information is a precondition for a meaningful use of results.

Child records are being shared with primary schools in two-thirds of participating jurisdictions. While only three jurisdictions legally oblige ECEC settings to share child records with schools, it is common practice in the majority of jurisdictions. Only six jurisdictions do not share such documents. Several countries emphasise that this practice was established to ensure a smooth transition to school, and especially to provide for special needs. In some countries, such as the Czech Republic, Finland and Norway, parents' approval is needed for such records to be shared with schools. Child records are typically shared just before or at the time of the transition to primary school. Countries note that the type and amount of information shared may differ at the local level.

Various challenges are reported regarding the monitoring of child development and outcomes. For instance, the Czech Republic is facing difficulties in using formative assessments, that is, looking forward and responding to the needs of the child, for the development of the personality of each child. Italy reports that it needs to develop national monitoring of child outcomes, and to include non-cognitive aspects, such as children's well-being and approaches to learning. Countries report how useful monitoring child development and outcomes can be for informing staff practices, as described in the case of Tasmania in Box 5.4, or to provide information for policy makers, as described in the same box in the case of Canada or the case study on *Growing Up in Scotland* that is discussed in Box 5.1. Countries associate the information collected on child outcomes with quality improvements in general (Australia), a better awareness of children's needs (France), increased policy efforts to improve quality (the Netherlands) and increased skills in various domains of children's development (the Slovak Republic).

When monitoring child development and outcomes is conducted for accountability purposes, it can be associated with sanctions. For example, in four jurisdictions, Australia, the Czech Republic, the Slovak Republic and England (United Kingdom), they are explicitly associated with sanctions or rewards. This implies that the use can both be formative, looking forward and responding to the needs of the child, and summative, looking backwards, to judge progress or achievement in relation to a standard, possibly including the contribution of staff and services to this progress. Summative assessments may also be used for high-stakes decisions such as rewarding or sanctioning staff and services, and to inform decision making on policies and interventions (Barnett et al., forthcoming).

Box 5.4. **The use and adaptation of the Early Development Instrument**

Originally developed in Ontario, Canada, the Early Development Instrument (EDI) is a population-level measure of children's development or well-being as they enter school. Some other countries subsequently developed their own EDI according to their particular cultural and societal needs. Australia developed the Australian Early Development Instrument (AEDI), and the EDI has also been adapted and validated in Mexico for early detection of neurodevelopmental problems in children under the age of 5 and applied by the Ministry of Health. The Canadian and the Australian examples are discussed below.

The EDI is a checklist on children's development completed by teachers. The results are aggregated to the group level (school, neighbourhood, city, etc.) to provide a population-based measure of children's development. The data are not reported at the child or class level, which means they are not used as a diagnostic tool for individual children or for assessing their school readiness. The results of the EDI allow local authorities, communities or providers to assess how local children are doing relative to other children in their community, and across the country (if implemented at country level).

The checklist measures five key domains of early childhood development:

- physical health and well-being
- social competence
- emotional maturity
- language and cognitive skills
- communication skills and general knowledge.

The EDI in Canada

In Canada, the EDI has been in use for the past decade and is used in pan-Canadian and international reporting. Canada reports that EDI data have been collected for over 1 million children in 10 provinces and 2 territories. Some have had multiple EDI collections, and in certain cases, EDI is collected routinely as part of ongoing monitoring, research and evaluation initiatives. Conceptually, the EDI is seen as fitting into emerging needs to monitor trajectories of child development from birth through to adolescence by providing a snapshot at the time of school entry.

The results of the EDI are presented as the average scores in each of the domains noted, as well as the percentage of children vulnerable to academic and developmental challenges at school entry (on each domain and overall). According to data accumulated over the last 12 years, over 25% of Canadian children entering kindergarten fall into this category, because, for example, they have difficulty in one or more developmental areas, such as fine motor skills, ability to get along with other children, communicating with others, early literacy or numeracy, etc. The EDI is appreciated for its predictive validity for academic achievement and well-being, and research indicates that children who are vulnerable in kindergarten are more likely to experience academic and social challenges in subsequent grades.

Over the last decade, experts in early childhood development research and policy have worked with kindergarten teachers across Canada to monitor the development of young children starting school, using the EDI. Results from the EDI are shared between community stakeholders, schools and across government departments to support the mobilisation of community resources and to monitor children's developmental well-being. EDI results can help to identify where the needs and strengths are the greatest, as well as where gaps in ECEC provision are present. EDI results are also used for applied research and evaluation. EDI results are being integrated with geographic information system (GIS) mapping technology, socio-economic data, and linked to health and education datasets at local and provincial levels to provide insights into factors that contribute to children's development and developmental trajectories.

Canada underlines the potential of the EDI to inspire education and advocacy for the importance of early childhood development, to steer policy and programming to promote the best outcomes possible for children and to help evaluate the effectiveness of such interventions. It is seen as a key resource in understanding, innovating and advancing policy, and programming for early childhood development.

Box 5.4. **The use and adaptation of the Early Development Instrument** *(cont.)*

The EDI in Australia: an example from Tasmania

In 2003, federal and state governments, academics and practitioners reached a strong consensus that the EDI should be adapted for Australia. The Centre for Community Child Health (CCCH) received federal funding to pilot the instrument in more than 60 communities, and the AEDI was created. Since 2009, Australia has used this instrument to collect national data on the developmental health of all children starting school. After a successful first round, the Australian government committed to an ongoing national assessment of the health and well-being of children. In 2014, the AEDI program was renamed the Australian Early Development Census (AEDC), to distinguish the programme from the data collection instrument, while noting that it is the Australian version.

An example from the Australian island state Tasmania shows how AEDC results can be used to motivate and inform practices to foster child development. Results from 2009 and 2012 showed that Tasmania had a lower share than the national average of children who were developmentally vulnerable in one or more assessed domains. Yet, in some communities, results showed high levels of vulnerability among children. The Tasmania-wide *Launching into Learning* initiative started in 2007 in 30 primary schools, which are often located on the same site as kindergartens. Teachers in participating schools deliver activities for babies, children in preschool and parents. They have used the results of the EDI to inform their choice of suitable activities for the programme and to address the areas where children risk being vulnerable. With the support of the Tasmanian Department of Education, teachers undertake professional development to better understand the EDI data and the related developmental domains, so they can design their activities with parents and children on the ground. For instance, unfamiliar places can be visited, to foster the development of reliance and risk-taking. According to the Education Department, children who have regularly participated in *Launching into Learning* activities perform better than their peers in mathematics at the beginning of primary school (preparatory).

Sources: Australian Government, 2014a, 2014b; Litjens, 2013; OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013. The case study on the use of the EDI in Canada was provided through collaboration between provincial and territorial jurisdictions, the Government of Canada, and Canada's Council of Ministers of Education. The text was edited by the OECD Secretariat.

Note

1. The following 21 out of the 24 participating countries and jurisdictions reported that child development and/or outcomes are being monitored in their settings, if not necessarily in all of them: Australia, Flemish Community of Belgium, French Community of Belgium, Chile, the Czech Republic, Finland, France, Germany, Italy, Japan, Kazakhstan, Luxembourg, Mexico, the Netherlands, New Zealand, Norway, Portugal, the Slovak Republic, Slovenia, the United Kingdom-England and the United Kingdom-Scotland.

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ANNEX 5A

Background information on monitoring child development and outcomes in early childhood education and care

Table A5.1. **Developmental areas being monitored through direct assessments, by setting**

Jurisdiction	Type of setting	Language and literacy skills	Numeracy skills	Science	ICT skills	Practical skills	Creative skills	Socio-emotional skills	Motor skills	Autonomy	Health development	Well-being	Other development areas that are being monitored
Australia	All ECEC settings	X	X	X	X	X	X	X	X	X	X	X	
Belgium-Flemish Community	Pre-primary education	X	X	X	X	X	X	X	X	X	X	X	
Belgium-French Community	Nursery; childminders	X							X		X		
	Preschool	X	X				X	X	X	X	X		
Chile	Community kindergartens												
	Kindergartens	X	X					X	X		X		Executive function
	Pre-primary education for 3-5 year-olds; pre-primary education for 4-5 year-olds												
Czech Republic	m	m	m	m	m	m	m	m	m	m	m	m	m
Finland	All ECEC settings	X	X	X		X	X	X	X	X	X	X	
France	m	m	m	m	m	m	m	m	m	m	m	m	m
Germany	Family day care												
	Child day-care centres	X											Children's language skills (e.g. SISMIK) SMIK in some *Länder*
Italy*	m	m	m	m	m	m	m	m	m	m	m	m	m
Japan	All ECEC settings										X		
Kazakhstan	All ECEC settings	X	X	X		X	X	X	X	X	X		
Luxembourg	Day-care families; day-care centres												
	Early childhood education programme; compulsory preschool education	X	X				X	X	X	X			
Mexico*	Public child development centres for 0-5 year-olds (CENDI)												m
	Mandatory Preschool	X	X	X		X	X	X	X	X	X	X	
	Federal social security centre-based care for 0-6 year-olds (IMSS)	X	X	X		X	X	X	X	X	X	X	
	Federal home-based early education for 0-3 year-olds (CONAFE)							X	X	X	X	X	Various other areas

Table A5.1. **Developmental areas being monitored through direct assessments, by setting** *(cont.)*

Jurisdiction	Type of setting	Language and literacy skills	Numeracy skills	Science	ICT skills	Practical skills	Creative skills	Socio-emotional skills	Motor skills	Autonomy	Health development	Well-being	Other development areas that are being monitored
Netherlands	m	m	m	m	m	m	m	m	m	m	m	m	m
New Zealand	All ECEC Settings	a	a	a	a	a	a	a	a	a	a	a	a
Norway	All ECEC Settings												
Portugal	m	m	m	m	m	m	m	m	m	m	m	m	m
Slovak Republic	m	m	m	m	m	m	m	m	m	m	m	m	m
Slovenia*	Kindergarten (integrated ECEC setting for 1-5 year-olds)	X											
United Kingdom-England	All ECEC settings	a	a	a	a	a	a	a	a	a	a	a	a
United Kingdom-Scotland	All ECEC settings	X						X	X		X	X	

m = missing
a = not available

Notes:
Direct assessments may be internal, e.g. individual assessments through ECEC staff, or external.
In Italy, the few tests developed and used locally to monitor child developmental outcomes at the end of ECEC mainly consider cognitive domains, coupled with checklists for socio-emotional development. Recently, INVALSI developed a checklist for approaches to learning which seems to have very high internal consistency, yet more research is needed to validate it.
In Mexico, CONAFE also monitors the following other development areas: personal-social, language and communication, exploration and knowledge of media development, neurological examination, biological risk factors, alarm warning signs and problem solving. For IMSS, monitoring development is for all children. For children with moderate disability, curricular adaptations are additionally considered for each type of disability, in inclusive day-care facilities.
In Slovenia, the assessment of language competences is neither mandatory nor provided for all children at the national level. It is only performed on special occasions at the kindergarten level.
In the United-Kingdom-Scotland, all ECEC settings refer to any face-to-face setting, which could be the child's home, or a health or early learning and childcare setting. The entries refer to the universal health review at 27-30 months.

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

StatLink http://dx.doi.org/10.1787/888933243368

Table A5.2. **Developmental areas being monitored through observations and narrative assessments, by setting**

Jurisdiction	Type of setting	Language and literacy skills	Numeracy skills	Science	ICT skills	Practical skills	Creative skills	Socio-emotional skills	Motor skills	Autonomy	Health development	Well-being	Other development areas that are being monitored
Australia	All ECEC settings	X	X	X	X	X	X	X	X	X	X	X	
Belgium-Flemish Community	Pre-primary education	X	X			X	X	X	X	X		X	
Belgium-French Community	Nursery; childminders	X							X		X	X	
	Preschool	X	X	X		X	X	X	X	X	X	X	
Chile	m	m	m	m	m	m	m	m	m	m	m	m	m
Czech Republic	Day nursery; private institutions taking care of children founded under the Trade Act												Not defined in regulations, not systematically evaluated
	Kindergartens in the School Register, funded by the state budget; private kindergartens registered in the School Register	X	X	X		X	X	X	X	X	X	X	
Finland	All ECEC settings	X	X	X		X	X	X	X	X	X	X	
France	Pre-primary education	X	X	X				X	X	X			

Table A5.2. **Developmental areas being monitored through observations and narrative assessments, by setting** *(cont.)*

Jurisdiction	Type of setting	Language and literacy skills	Numeracy skills	Science	ICT skills	Practical skills	Creative skills	Socio-emotional skills	Motor skills	Autonomy	Health development	Well-being	Other development areas that are being monitored
Germany	Family day care	m	m	m	m	m	m	m	m	m	m	m	
	Child day-care centres	X	X			X	X	X	X	X		X	Emphasis is placed on socio-emotional skills and basic learning skills/attitudes
Italy	Pre-primary schools	X	X	X			X	X	X	X	X		
Japan	All ECEC settings												
Kazakhstan	All ECEC settings	X	X			X	X	X	X	X	X		
Luxembourg	Day-care families; day-care centres	a	a	a	a	a	a	a	a	a	a	a	a
	Early childhood education programme; compulsory preschool education	a	a	a	a	a	a	a	a	a	a	a	a
Mexico	Federal social security centre-based care for 0-5 year-olds (IMSS) (observations only)	X					X	X	X				
	Federal social security centre-based care for 0-5 year-olds (IMSS) (narrative assessment only)												Achievements and incidents that occur for each child
	Federal centre-based ECEC for 0-5 year-old children of state workers (ISSSTE) (observations only)	X							X	X			
	Federal centre-based ECEC for 0-5 year-old children of state workers (ISSSTE) (narrative assessment only)	X	X										
	Public child development centres for 0-5 year-olds (CENDI) (observations only)												X
	Mandatory preschool (observations only)	X	X	X		X	X	X	X	X	X	X	
	Centre-based care for low SES 0-5 year-olds (SNDIF)	X	X					X					Adjustment, self-concept and confidence, self-esteem, language, preservation and prevention, personal and social, artistic handling, mathematics skills, exploration and knowledge of the world and physical health.
	Federal home-based early education for 0-3 year-olds (CONAFE) (narrative assessments only)							X	X	X	X	X	Personal-social, language and communication, exploration and knowledge of media development, neurological examination, biological risk factors, alarm warning signs and problem solving.
Netherlands	Childcare for children from disadvantaged backgrounds; Playgroup/preschool for children from disadvantaged backgrounds	X	X					X	X				
New Zealand*	All ECEC settings	m	m	m	m	M	m	m	m	m	m	m	m
Norway*	Kindergarten	X	X	X	X	X	X	X	X	X	X	X	m

Table A5.2. **Developmental areas being monitored through observations and narrative assessments, by setting** *(cont.)*

Jurisdiction	Type of setting	Language and literacy skills	Numeracy skills	Science	ICT skills	Practical skills	Creative skills	Socio-emotional skills	Motor skills	Autonomy	Health development	Well-being	Other development areas that are being monitored
Portugal	Crèche; childminders; family childcare												
	Kindergarten	X	X	X	X	X	X	X	X	X	X	X	
Slovak Republic	Children centres												
	Kindergarten	X	X	X	X	X	X	X	X	X	X	X	
Slovenia*	Childminding of preschool children												
	Kindergarten (integrated ECEC settings for 1-5 year-olds)	X	X	X		X	X	X	X	X	X	X	
United Kingdom-England	All ECEC settings	X	X	X	X	X	X	X	X	X	X	X	attention, speaking, basic hygiene, self-confidence, self- awareness, understanding of the world
United Kingdom-Scotland	All ECEC settings	X						X	X		X	X	m

m = missing
a = not available

Notes:
In New Zealand, the areas monitored vary by setting and within settings, with portfolios and journals being the most common tools used. The early childhood curriculum Te Whāriki describes outcomes as knowledge, skills and attitudes. These three aspects are closely linked and together form children's activities, helping them to develop dispositions that encourage learning. Narrative assessments focus on these dispositions and working theories rather than on discrete skills or isolated domains of knowledge.
In Norway, under the Kindergarten Act and Framework Plan for Content and Tasks of Kindergarten, all the areas mentioned are to be continuously observed, and when using locally chosen tools, these will be the areas assessed.
In Slovenia, the assessment of language competences is neither mandatory nor provided for all children at the national level. It is only performed on special occasions at the kindergarten level.
In the United-Kingdom-Scotland, all ECEC settings refer to any face-to-face setting, which could be the child's home; or a health or early learning and childcare setting.

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

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Table A.5.3. **Frequency of monitoring child development, by setting**

Jurisdiction	Type of setting	More than once a year	Once a year	Between every year and every 2 years (inclusive)	Between every 2 and 3 years (inclusive)	Depends on last monitoring result	Other
Australia	m	m	m	m	m	m	m
Belgium-Flemish Community	m	m	m	m	m	m	m
Belgium-French Community	All ECEC settings		X				
Chile	Community kindergartens; pre-primary education for 3-5 year-olds; pre-primary education for 4-5 year-olds						
	Kindergartens	X	X	X			
Czech Republic*	Day nursery; private institutions that care for children founded under the Trade Act						X
	Kindergartens in the School Register, funded by the state budget; private kindergartens registered in the School Register					X	X
Finland*							X
France	Pre-primary school	X					
Germany	m	m	m	m	m	m	m

Table A.5.3. **Frequency of monitoring child development, by setting** *(cont.)*

Jurisdiction	Type of setting	More than once a year	Once a year	Between every year and every 2 years (inclusive)	Between every 2 and 3 years (inclusive)	Depends on last monitoring result	Other
Italy*	Pre-primary school						X
Japan	Kindergarten		X				
	Nursery centres	X					
Kazakhstan*	All ECEC Settings	X					
Luxembourg	Day-care families; day-care centres						
	Early childhood education programme; compulsory preschool education	X					
Mexico*	Federal social security centre-based care for 0-6 year-olds (IMSS), mandatory preschool	X					
	Federal home-based early education for 0-3 year-olds (CONAFE)					X	
	Federal centre-based ECEC for 0-6 year olds of state workers (ISSSTE)				X	X	X
	Centre-based care for low SES 0-5 year-olds (SNDIF)				X		
Netherlands	m	m	m	m	m	m	m
New Zealand	All ECEC settings	a	a	a	a	a	a
Norway*	All ECEC settings						X
Portugal	Crèche; childminder; family childcare						
	Kindergarten	X					
Slovak Republic*	Nurseries; mother centres/children centres						
	Kindergarten	X				X	X
Slovenia*	Childminding of preschool children						
	Kindergarten (integrated ECEC setting for 1-5 year-olds)						X
United Kingdom-England*	All ECEC settings				X	X	X
United Kingdom-Scotland	All ECEC settings					X	X

m = missing
a = not available

Notes:
For the Czech Republic, "other", for day nursery and private institutions founded under the Trade Act, means that these types of settings are not regulated or evaluated. For kindergartens and private kindergartens in the School Register, teachers continuously monitor and evaluate individual development and educational progress of each child. The frequency of monitoring depends on the needs and decisions of particular kindergartens and is not regulated by law. At school level, there is continuous monitoring and evaluation of the individual development and educational progress of each child. The children's educational progress is evaluated at least once a year, although it is recommended that it be evaluated more often (two to four times a year).
For Finland, the frequency of monitoring child development is not regulated at the national level. Follow-up on children's development is done at the setting level all the time, on a daily basis.
For Italy, no particular frequency is mandated.
For Kazakhstan, the frequency of monitoring child development varies: for preschool settings (for children aged 5 to 6 years old), the assessment takes place monthly; for other groups twice a year.
For Mexico, CONAFE's regulatory documents establish that supervision should be performed more than once a year, within the periods stipulated according to the service operation. The frequency can also be adjusted to accomodate any particular needs identified in the last supervision. For ISSSTE, evaluations are applied considering three distinct times: *i)* initial: when the child enters day care, *ii)* intermediate: halfway through the child's period in day care and *iii)* final: when the child is old enough to change rooms. At least three educational assessments are carried out a year, and emotional development assessments depend on the situation of each child.
For Norway, according to the Framework Plan for the Content and Tasks of Kindergartens, the well-being and development of the group of children and children individually must be observed and assessed on an ongoing basis.
For the Slovak Republic, the frequency of monitoring depends on the needs and decisions of particular kindergartens. It is not regulated by law, but it is highly recommended that these take place two to three times a year.
For Slovenia, there are no regulations or recommendations. Preschool teachers monitor children's development, but there is no assessment of achievement.
For the United Kingdom-England, increased monitoring from Ofsted is required for early years settings that are decreed "inadequate" or "requires improvement".

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

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Table A5.4. **Instruments for monitoring child development and outcomes**

Name of instrument	Jurisdiction used in*	Age group	Type of setting			Purpose of assessment	Type of instrument (who administers)	Assessed domains	Developer/marketer	Website/References
			Centre- / school-based	Home-based	Example					
Ages and Stages Questionnaires (ASQ)	Australia, Finland, France, Mexico, Netherlands, Norway, Spain, Turkey, other countries in North America, South America and Asia	1 month-5,5 years	m	m	m	Comprehensive screening program, used to identifying children with developmental delays	Questionnaires for parents, completed with professional assistance (parents)	*ASQ, Third edition:* communication, gross motor, fine motor, problem solving, personal-social domains *ASQ: Social-Emotional, Second Edition*: self-regulation, compliance, adaptive functioning, autonomy, affect, social-communication, interaction with people	Brookes publishing	*www.brookespublishing.com/resource-center/screening-and-assessment/asq/*
BASK-2 Behavioral and Emotional Screening System (BESS)	United States	3-18 years	X	m	Schools, mental health clinics, pediatric clinics, communities, researchers	Measure emotional and behavioural strengths and weaknesses to promote student success	Scoring system with teacher forms, parent forms, student forms	Behavioural strengths and problems: internalising problems; externalising problems; school problems; adaptive skills	Randy W. Kamphaus, Cecil R. Reynolds/ Pearson	*www.pearsonclinical.com/education/products/100000661/basc-2-behavioral-and-emotional-screening-system-basc-2-bess.html#tab-details*
Battelle Developmental Inventory, Second Edition (BDI-2™) / Screening-test (BDI-ST2)	United States, Chile	0-7 years	X	X	Day care, preschool, kindergarten, early intervention, Head Start	Assess child development; assess milestones for school readiness; evaluate accountability of programmes	Direct assessment (play-based), observations of children, interviews with parents, caregivers or teachers (professionals, service provider)	Adaptive domain (personal responsibility, self-care); personal social domain (adult interaction, peer interaction, self-concept and social role); communication domain (receptive and expressive communication); motor domain (gross, fine and perceptual motor); cognitive domain (attention and memory, perception and concepts, reasoning and academic skills)	J. Newborg/ HMH-Riverside	*www.riversidepublishing.com/products/bdi2/details.html*
British Ability Scales: Third Edition (BAS III)	United Kingdom	3 years - 17 years and 11 months	X	m	Educational and clinical settings	Assess cognitive outcomes, intellectual functioning	Individually administered tests (by clinical and educational psychologists)	Verbal ability, non-verbal reasoning ability, spatial ability	Elliot and Smith / GL assessment	*www.gl-assessment.co.uk/products/bas3*
Child Development Inventory (CDI)	United States, France, Canada	15 months to 6 years	m	m	m	Assess child's skills, identify possible problems	Questionnaire: parent report with professional assistance (parents)	Child development: social, self-help, gross motor, fine motor, expressive language, language comprehension, letters and numbers	Harold Ireton / Behavior Science Systems, Inc.	*www.childdevrev.com/page15/page17/cdi.html*

Table A5.4. **Instruments for monitoring child development and outcomes** *(cont.)*

Name of instrument	Jurisdiction used in*	Age group	Type of setting			Purpose of assessment	Type of instrument (who administers)	Assessed domains	Developer/marketer	Website/References
			Centre- / school-based	Home-based	Example					
Early Years Foundation Stage Profile (EYFSP)	England	2-5 years	m	m	m	To inform parents about their child's development with respect to the early learning guidelines and the characteristics of their learning	Observation based assessment (trained teachers)	Communication and language, physical development, personal, social and emotional development, literacy, mathematics, understanding the world, expressive arts and design	UK Government, Department for Education	*https://www.gov.uk/government/publications/early-years-foundation-stage-framework--2*
Head Toes Knees Shoulders Task (HTKS)	Chile, United States	4-8 years	X	m	Preschool programmes	Assess executive function, self-regulation	Direct assessment: children are instructed to do the opposite movement from the instructor: e.g. when he touches his head, they should touch their toes (experimenter)	Executive function and self-regulation (inhibitory control; working memory; attention)	Ponitz et al. (2008)	Ponitz, C. C. et al. (2008), "Touch your toes! Developing a direct measure of behavioral regulation in early childhood", *Early Childhood Research Quarterly*, Vol. 23, pp. 141-158.
High Scope Child Observation Record (COR)	United States, Canada, Chile, Indonesia, Ireland, Korea, Mexico, the Netherlands, Portugal, South Africa, UK	0-5 years (last year of kindergarten)	m	m	m	Track child's efforts, achievements and progress; designed to enhance instruction and improve learning	Authentic observation-based assessment (teachers)	Infant/Toddler COR: social relations, sense of self, movement, exploration and early logic, creative representation, communication and language Preschool COR: social relations, initiative, movement and music, creative representation, mathematics and science, language and literacy	HighScope	*http://coradvantage.org/*
International Performance Indicators in Primary Schools (iPIPS)	Australia, Netherlands, Scotland, New Zealand, Abu Dhabi, Germany, South Africa	4-7 years (first year of school)	m	m	m	Assess children's abilities and development at entry to school and assess progress during the first year of school.	One-on-one computer adaptive test with teacher rating and supplemental parent report; questionnaire completed by teachers (trained teachers)	Cognitive development; personal, social and emotional development; physical development; contextual information	Peter Tymms and Colleagues and Partners: *www.ipips.org/the-team www.ipips.org/the-team/* contributors	*www.ipips.org/the-ipips-study/the-pips-assessment*

Table A5.4. **Instruments for monitoring child development and outcomes** *(cont.)*

Name of instrument	Jurisdiction used in*	Age group	Type of setting			Purpose of assessment	Type of instrument (who administers)	Assessed domains	Developer/marketer	Website/References
			Centre- / school-based	Home-based	Example					
Leuven Involvement Scale (LIS)	Flemish Community of Belgium, UK, Netherlands, Australia, Croatia, Ecuador, Finland, France, Germany, Ireland, Japan, Portugal, South Africa	0 years - higher education*	X	m	Early years provision	Assess child's well-being and involvement, as indicators of children's development	Scanning: observing children, noting results in a 5-point scale for measurement	Well-being (whether children are confident, spontaneous, comfortable), involvement (whether child is engaged in activities)	Dr. Ferre Laevers, Research Centre for Experiential Education (Leuven University – Belgium)	
Parents' Evaluation of Developmental Status (PEDS)	United States, Australia, Great Britain, England	0 - 8 years	m	m	m	A surveillance tool and screening test to elicit parents' concerns about their child's development and health	Parent report (parents)	m	PEDStest.com	*www.pedstest.com/default.aspx*
Peabody Picture Vocabulary Test (PPTV)	United States, Chile	2 years and 6 months-90+ years*	m	m	m	Measure receptive vocabulary for standard American English	Scoring of language test	Receptive vocabulary for Standard American English	Lloyd M. Dunn, Douglas M. Dunn / Pearson	*www.pearsonclinical.com/language/products/100000501/peabody-picture-vocabulary-test-fourth-edition-ppvt-4.html#tab-details*
Pencil Tapping Task (PTT)*	Chile, United States	3-7 years	X	m	Preschool, school	Assess executive function, self-regulation	Direct assessment: child needs to tap the pencil once when the experimenter taps twice and vice versa (experimenter)	Executive function and self-regulation (ability to hold two rules or more in mind; inhibitory control)	A. Diamond, C. Taylor (based on work from Luria 1966)	Diamond, A. & Taylor, C. (1996), "Development of an aspect of executive control: Development of the abilities to remember what I said and to do as I say, not as I do", *Developmental Psychobiology*, Vol. 29, pp. 315-334.

Table A5.4. **Instruments for monitoring child development and outcomes** *(cont.)*

Name of instrument	Jurisdiction used in*	Age group	Type of setting			Purpose of assessment	Type of instrument (who administers)	Assessed domains	Developer/marketer	Website/References
			Centre- / school-based	Home-based	Example					
Self-evaluation Instrument for Care Settings (SiCs/ZiKo)*	Flemish Community of Belgium	0-12 years	X	X	Day care centres for children aged 0-3; family day-care providers for children aged 0-3; out-of-school care for children up to the age of 12	Ensure/improve well-being and involvement of the child and assess its experience in the care environment; enhance practioners' professional development	Internal process-oriented self-assessment; observation of children with scales (by setting's supervisor, external advisor, or co-ordinator); self-assessment of pedagogical approach by practitioners with a scale during group work	Well-being and involvement of the child; pedagogical approach (infrastructure and offer of activities, group climate, child initiative, adult style and organisation, type of guidance by practitioners)	*Kind & Gezin*/ Research Centre for Experiential Education (Leuven University, Belgium)	*www.kindengezin.be/img/sics-ziko-manual.pdf*
Snack Delay Task (SDT)	Chile, United States	18-45 months	m	m	m	Assess effortful control; self-regulation	Direct assessment: child needs to place hands on a mat on the table, in front of it is a cracker/sweet covered with a clear plastic cup. The child is told to wait before eating the snack until the experimenter rings a bell. (experimenter)	Effortful control and self-regulation (ability to wait for a reward)	G.Kochanska	Kochanska, G., M. Murray, T. Jacques, A. Koenig, and K. Vandegeest, (1996), "Inhibitory control in young children and Its role in emerging internalization", *Child Development,* Vol. 67, No. 2 (April 1996), pp. 490-507.
Strengths and Difficulties Questionnaire (SDQ)*	United Kingdom, Australia, Denmark, Finland, Italy, Germany, Japan, Spain, Sweden, United States	2-4 years and 4-17 years	X	m	Clinical contexts, Growing Up in Scotland (longitudinal research study)	Clinical assessment, evaluating outcome, epidemiology, research, screening (for social, emotional and behavioural development)	Behavioural screening questionnaire (completed by parents, educators or by students aged 11-17 themselves); impact supplement; follow-up questions	25 items on psychological attributes in 5 scales (emotional symptoms, conduct problems, hyperactivity/ inattention, peer relationship problems, prosocial behaviour)	Robert Goodman/ Youthinmind	*www.sdqinfo.org/*
The Children's Behavior Questionnaire (CBQ)	United States, China, Japan	3-7 years	m	m	m	Measure temperament in children	Questionnaire	15 dimensions of temperament: Activity level, anger/frustration, approach, attentional focusing, discomfort, falling reactivity and soothability, fear, high intensity pleasure, impulsivity, inhibitory control, low intensity pleasure, perceptual sensitivity, sadness, shyness, smiling and laughter	Mary Rothbart Temperament Lab	*www.bowdoin.edu/~sputnam/rothbart-temperament-questionnaires/instrument-descriptions/childrens-behavior-questionnaire.html*

Table A5.4. **Instruments for monitoring child development and outcomes** *(cont.)*

Name of instrument	Jurisdiction used in*	Age group	Type of setting			Purpose of assessment	Type of instrument (who administers)	Assessed domains	Developer/marketer	Website/References
			Centre- / school-based	Home-based	Example					
The Devereux Early Childhood Assessment Preschool Program, Second Edition (DECA-P2)	United States	3-5 years	X	m	m	Collect information on programme practices; promote children's resilience	Reflective checklists (teachers who assess the child should get to know it for at least four weeks beforehand)	Environment, activities and experiences, supportive interactions, partnership with families, daily programme	Devereux	*www.centerforresilientchildren.org/preschool/assessments-resources/the-devereux-early-childhood-assessment-preschool-program-second-edition/*
The Early Development Instrument (EDI)	Australia, Canada, Chile, Egypt, England, the Netherlands, Jamaica, Kenya, Kosovo, Mexico, Moldova, Mozambique, United States	4-7 years	m	m	m	Assess children's level of development during the first year of school and readiness to learn	Questionnaire administered by teachers or parents (teachers, early childhood educators)	Physical health and well-being, social competence, emotional maturity, language and cognitive skills, communication skills and general knowledge	Offord centre for child studies	*www.offordcentre.com/readiness/index.html*
Work Sampling System	United States	3-8 years	m	m	m	Track child's efforts, achievements, and progress; designed to enhance instruction and improve learning	Checklists (teachers)	Language and literacy, scientific thinking, mathematical thinking, personal and social development, the arts, social studies, health and safety, physical development	Meisels, Jablon, Dichtelmiller, Dorfman and Marsden, 1998 / Pearson	*www.pearsonclinical.com/childhood/products/100000755/the-work-sampling-system-5th-edition.html#tab-details*

a = not available

m = missing

Notes:

The indication of countries does not mean that the instrument is necessarily used in nation-wide settings. The instruments listed in this table may also be implemented in countries other than those listed in the table above.

Please note that the SiCs is also listed as instrument for assessing service quality and staff quality.

The Leuven Involvement Scale can be used to look at quality in early years, primary, secondary and higher education with the same two indicators of well-being and involvement.

The Peabody Picture Vocabulary Test (PPTV) has different ranges of difficulty.

The SDQ exists in different versions to accommodate different needs of clinicians, educationalists and researchers. Each of the versions comprehends one, several or all of the following: 25 items on psychological attributes; an impact supplement; follow-up questions.

The Pencil Tapping Test (PTT) is also known as the "Peg Tapping Test".

Table A5.4. **Instruments for monitoring child development and outcomes** *(cont.)*

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Chapter 6

Improving monitoring policies and practices in early childhood education and care (ECEC)

The overall challenges of monitoring quality include, among others, defining quality, establishing a coherent monitoring system, and ensuring that monitoring contributes to policy reform and quality improvements. Example challenges in monitoring service quality are defining what constitutes quality, and keeping settings abreast of the latest standards. Challenges in monitoring staff performance include monitoring curriculum implementation and linking staff quality to quality improvements. Challenges in monitoring child development include creating an accurate picture of a child's development and recognising children's individual development. The lessons learnt indicate, among others, that it is important to share good practices, ensure stakeholders understand what constitutes quality, have coherent monitoring frameworks, and have well-balanced and defined purposes of monitoring. Besides, monitoring should be linked to policy development and contribute to transparency for ECEC stakeholders, and include voices and views of different stakeholders.

Key messages

- The challenges countries and jurisdictions face in monitoring quality of ECEC are more generally related to:
  - defining quality
  - establishing a coherent monitoring system in a country with a variety of settings
  - getting a complete picture of the level of quality provided
  - ensuring that monitoring contributes to policy reform as well as quality improvements.
- The specific challenges of monitoring **service quality** include:
  - defining what constitutes quality
  - consistent implementation of practices and procedures
  - ensuring that staff and settings are informed of the most up-to-date quality standards.
- Challenges in monitoring **staff performance** refer to:
  - monitoring the implementation of curriculum by staff
  - linking staff quality monitoring practices to actual improvements in quality.
- In monitoring **child development** and children's outcomes, countries face challenges in:
  - creating an accurate and complete picture of a child's development
  - recognising children's individual development process in monitoring practices.
- The lessons of these challenges and the strategies that have been implemented to overcome them show how important it is to share good practices regarding quality. This creates a better understanding among the stakeholders involved (e.g. evaluators, ECEC staff and managers) on what constitutes quality.
- Countries also point out that establishing a coherent monitoring framework is a key element in the process. The purposes of monitoring should be well-balanced and defined. As far as staff are concerned, it was noted that staff assessments should be linked to professional development, and that the intensive commitment that monitoring demands of staff should not be underestimated.
- In addition, monitoring should be linked to policy development and contribute to transparency for ECEC stakeholders. The voices and views of different stakeholders should be heard, including those of staff, parents and children. In addition, monitoring child development by continuous observation and assessment can improve the quality of teaching, care and parenting.
- Lastly, the advantages and disadvantages should be carefully weighed when responsibilities for monitoring are allocated to local authorities.

Introduction

Many countries have turned their attention to raising children's participation in ECEC, and considerable progress has been made. The emphasis is now shifting to the quality of that participation. This reflects a stronger focus on the developmental objectives of ECEC, as well as on the labour market and other objectives. Learning from the successes and challenges of others can help increase the likelihood of progress in this regard. While challenges remain, the accumulated experience of those who have tackled the issue can be instructive.

This chapter addresses the general challenges of monitoring quality and the strategies that have been employed to overcome them, and follows with a discussion of some of the challenges involved in monitoring service quality, staff quality and child development and outcomes. An overview of the typical challenges encountered in monitoring, as well as some of the strategies devised to deal with them, is given in Table 6.1. The chapter concludes with the most valuable lessons learnt in monitoring quality in ECEC.

Table 6.1. **Challenges and strategies in monitoring quality in ECEC**

	Challenges	Strategies
Monitoring in general	Defining quality	- Setting out clear and comprehensive quality goals
	Establishing a coherent monitoring system	- Developing national standards or regulations
		- Developing a national monitoring framework
		- Standardising monitoring tools
	Getting a complete picture of the level of quality provided	- Gathering input from parents
		- Monitoring children's views
	Ensuring monitoring contributes to policy reform and service quality improvements	- Collect data that can inform policies and strategies
		- Providing training to underperforming settings or staff
Monitoring service quality	Defining the aspects monitored in service quality	- Combining monitoring structural and process quality aspects
		- Consulting with stakeholders
	Consistent implementation of monitoring procedures and practices	- Providing pre-service training for external assessors
		- Providing on-the-job/in-service training
		- Providing specific training on implementation
		- Linking external and internal evaluations
	Ensuring that staff are aware of quality standards	- Disseminating the quality standards that are being monitored widely
Monitoring staff quality	Ensuring that monitoring staff quality leads to improvements	- Using measures to address shortcomings
		- Identifying staff needs for further learning or training
	Monitoring curriculum implementation	- Supporting staff to implement the curriculum
		- Developing a monitoring tool explicitly linked to the curriculum
Monitoring child development and outcomes	Creating an accurate and complete picture of child development	- Using multiple instruments
		- Continuous assessment of child development
	Recognising children's individual development	- Tailoring monitoring to the individual child
		- Using developmentally appropriate tools

Source: OECD Network on ECEC, "Online Survey on Monitoring Quality in Early Learning and Development", November 2013.

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Challenges and strategies in monitoring quality

Countries and jurisdictions report a variety of challenges. They may occur at different levels, in monitoring in general, monitoring service quality, staff quality, and quality in child development and outcomes. While progress is clearly being made, monitoring the quality

of ECEC provision can still be improved. Common challenges countries and jurisdictions encounter include:

1. defining quality
2. ensuring a coherent monitoring system
3. establishing a complete picture of quality
4. ensuring that monitoring contributes to policy reform.

Countries and jurisdictions often ask such questions as "What kinds of challenges have other countries/ jurisdictions faced, and what strategies have they used to tackle the challenges?" "What are some alternative strategy options that are politically feasible and financially sustainable within the context of our own country/jurisdiction?" To help assess current strategies and identify alternative strategies, this chapter offers numerous examples of approaches that have been attempted.

General challenge 1: Defining quality

Quality in ECEC is not a universal concept, and can mean different things to different stakeholders, whether governments or parents. The existing research (e.g. OECD, 2012) highlights the importance of defining quality, so that quality can be monitored consistently, but also the importance of informing parents what good quality for their child entails. While many countries define quality through national standards or regulations, quality is not a static concept and changes with time.

Setting out clear and comprehensive quality goals

- All states and territorial governments in **Australia** agreed in July 2009 to an overarching National Early Childhood Development Strategy (*Investing in the Early Years*) to ensure that by 2020, all children in Australia have a chance at the best start in life and a better future for themselves and the nation. As part of this initiative, all jurisdictions signed the *National Partnership Agreement on the National Quality Agenda for Early Childhood Education and Care* in December 2009, in explicit recognition of the importance of high-quality, accessible and affordable ECEC for children and families. The National Partnership Agreement falls under the umbrella of the broader National Early Childhood Development Strategy.
- **The French Community of Belgium** drafted the *Code of Quality of Care* at the community level, setting out for all childcare providers the principles of quality care for children of ages 0 to 12. The Code is laid down in the French Community's Decree of Government, enacted in December 2003. To provide consistent high-quality childcare, every childcare provider is required to implement certain quality aspects in accordance with the Code.
- In 2006, the Ministry of Labour and Social Solidarity in **Portugal** launched the *System for Quality Improvement of Social Services*, including childcare. This system was created and implemented by the Institute for Social Security, to promote quality in the provision of social services. The purpose of the programme is to ensure that citizens have access to social services that satisfy their needs and expectations. The system is based on a number of criteria and specific requirements for the evaluation of quality and the client's degree of satisfaction. Another objective of the programme is to establish a series of minimum requirements for new buildings and for the adaptation of existing buildings, ensuring their safety and quality. Once all the requirements are fulfilled, the organisation may

ask for certification and receive a "Quality Mark". There are three levels of certification (C, B and A) depending on the phase of implementation of the quality requirements. Level A is the highest rating.

- Given the decentralised nature of the ECEC system in **Germany** and the predominance of *Länder* in setting quality regulations, concerns have been raised about the variety in quality in ECEC. In November 2014, the federal minister for Families, Senior Citizens, Women and Youth and the responsible ministers at state level started a dialogue with the intent of agreeing upon shared, universal quality standards for ECEC. In addition, the goal of this dialogue is to come to an agreement on financing instruments. A working group, consisting of all the relevant stakeholders at federal, state and local level that are involved in funding ECEC, has been set up. This is expected to present a report and recommendations by the end of 2016. Other stakeholders, such as welfare providers and unions, are involved in the process and have been invited to give their perspectives on the latest plans and to comment on proposals.

General challenge 2: Ensuring a coherent monitoring system

Monitoring systems for ECEC countries are not always coherent. In many countries, monitoring systems, and especially the areas monitored and instruments used, are established at the regional level, which has resulted in discrepancies in monitoring in different regions. To ensure a certain uniformity or coherence between the different monitoring systems, countries have implemented strategies including defining quality in ECEC, how quality should be monitored, and who monitors quality.

Developing national standards or regulations

- **Australia** has defined quality in ECEC through the *National Quality Standard*, which sets a national benchmark for ECEC. The National Quality Standard is linked to a national learning framework that recognises that children learn from birth. It outlines practices that support and promote children's learning. Ratings for quality are split into seven areas: the educational programme, health and safety, physical environment, staffing arrangements, and relationships with children, partnerships with family, community and leadership, and service management. Each area is further broken down into standards and subsequent elements, which provide outcome focused statements for each area.
- In the **Czech Republic**, legislation and the *Framework Education Programme for Preschool Education*, or FEP PE, (2004) define and ensure the minimum quality level in ECEC nationally. While the FEP PE defines pedagogical aspects, the legislation generally covers organisational aspects of ECEC settings, such as provision of school facilities and hygiene requirements.
- In **France**, quality is defined in terms of regulated structural quality standards at national level, which refer to the school size, staff qualifications, class size, safety regulations and hygiene requirements. In addition, so-called criteria stipulate what children should be taught. These cover a number of areas of early childhood education, such as language and writing development. For pre-primary education, new quality guidelines were introduced in the law of 8 July 2013. Article 44 states, for example, that teaching in ECEC settings should promote sensory, cognitive and social development. New programmes developed in accordance with these guidelines were available for consultation with teachers in the fall of 2014, before taking effect in September 2015. In addition, the tasks of kindergarten teachers are now defined in a competency framework, which contributes to more

uniform competencies across settings and also ensures a more coherent monitoring system, since the standards and criteria expected are determined at the national level.

- **Ireland** regulates quality in ECEC through the *Child Care (Pre-School Services) (No. 2) Regulations* of 2006. These cover the health, welfare and development of the child, as well as management and staffing, and child development records. Ireland has also published a quality framework for early years settings that consists of 16 standards and 75 components of quality. The standards cover the rights of the child, for example, but also specify the standards for the learning environment, play and curriculum, which are considered components of quality. The framework is accompanied by a Quality Assurance Programme,[1] which has been implemented in a small number of early years settings.
- **Italy** has a split system for care and education, and quality is defined differently for each system. For the care section (0-3 years), quality is defined at the local level. Regional normative requirements refer to structural quality only, and to factors such as accommodation capacity, the square metres mandated per child, the staff-child ratio and minimum teacher qualifications. Quality in education is defined by the *Carta dei servizi* (Charter of services) and by the *Indicazioni Nazionali 2012* (national curriculum guidelines). The *Carta dei servizi* addresses administrative quality, while the *Indicazioni Nazionali 2012* outlines the wider quality of the school system and what it should consist of for the first cycle of education (3-14), such as promoting an environment of equality that supports students' individual identities and needs and specifying children's broad learning goals. For the end of pre-primary education, broad learning goals or the so called "experience fields" (*campi di esperienza*) exist. These are: self and others; body and movement; images, sounds and colours; discourses and words; knowledge of the world. Within the newly-established National Evaluation Service, Italy is currently developing guidelines for the self-assessment report of schools, including the pre-school level.
- Until 2010, the **Netherlands** had no national quality framework for day care, but in that year, National Quality Standards were laid down setting out uniform quality standards for all day-care settings.
- In **Slovenia**, quality is defined as an objective of the education system in the *White Paper on Education* (2011). In this document, referring to Slovenian research on "quality assessment and assurance of preschool education", three quality levels were defined: structural, indirect and process quality. Structural quality refers to the number of children in the group, the staff-child ratio, minimum space, the materials used and the minimum professional qualifications of the staff. Indirect quality relates to subjective conditions such as employee satisfaction and co-operation with parents, as well as with other kindergartens (integrated ECEC settings for 1-5 year-olds). Process quality refers to the planned and implemented curriculum, curriculum-related activities, play, social interactions between children, and interactions between children and adults.
- **Sweden** defines quality in its *Education Act*. This stipulates that the aim of preschool is to stimulate children's development and learning in a secure and caring environment, where activities are based on a holistic view of the child and children's needs. All preschools are required to follow the *Curriculum for Preschool* (Lpfö 98), which sets out the national goals for quality in ECEC, such as its fundamental values and tasks, goals and guidelines. It also specifies the appropriate qualifications for registered staff and defines the roles of staff and head teachers.

- In **England (United Kingdom)**, quality is defined at the national level by the Office for Standards in Education, Children's Services and Skills (Ofsted). Ofsted evaluates the quality of ECEC settings through inspections. Inspectors judge the overall quality and standards of ECEC provision, taking into account three key elements: *i)* how well the early years provision meets the needs of the range of children who attend; *ii)* the contribution of the early years provision to children's well-being; and *iii)* the effectiveness of leadership and management of the early years provision. To reach their assessment, Ofsted inspectors evaluate a number of quality indicators, such as the learning environment and situation, and interactions between children and teachers.

Developing a central monitoring framework

- Until 2013, the Flemish Community of Belgium had no uniform method of monitoring for the childcare sector. This was acknowledged as a weakness, and as a result, the *Measuring and Monitoring Quality* project (MeMoQ) was launched in November 2013, to take effect for a projected three years. Part of its task is to formulate a pedagogical framework to take into account the economical, pedagogical and social objectives of childcare. The goal is not a manual but a vision document that explains what is meant by "pedagogical quality" and which offers some pedagogical principles, as well as a description of ways to provide integrated development opportunities to each child. A "scientific instrument" will also be developed to measure the quality of childcare in Flanders and provide an indication of overall national quality. These measures will help develop a monitoring instrument to be used by the Care Inspection Agency in all settings. Monitoring, for both public and private settings, will be made more coherent, and a self-evaluation instrument will be developed to help ECEC settings identify their weaknesses and strengths themselves.
- In **Germany**, while services are required to comply with basic standards for accreditation, ECEC providers have traditionally had considerable freedom to deliver services and define quality goals according to their own values and profiles. This is characteristic of German ECEC and considered the basis for parents' right of choice, which is legally guaranteed. ECEC policy development in Germany involves co-operative governance and consensus building rather than top-down measures, and its approach to quality assurance is based on support and co-operation rather than control. As a result, monitoring occurs at state rather than the national level, although each state can have its own monitoring framework. Most large welfare organisations have established their own quality assessment systems. Local Youth Welfare Offices employ *Fachberater* (specialist counsellors) and *Heimaufsicht* (state supervisors) who monitor settings only after complaints have been filed. Any initiatives to introduce a single coherent statewide monitoring system have to strike a balance between uniform standard setting and respect for the diverse profiles and strategies of providers. For instance, when the new monitoring system in Berlin was implemented, quality assessment systems operated by providers were not simply replaced, but aligned with the requirements of the *Berliner Bildungsprogramm* and accredited. However, they still allow for provider-specific priorities and variations. Providers are obliged to implement a quality development system, but can choose freely which tools and processes they apply.
- The **Czech Republic** is in the process of establishing a national monitoring system for quality in ECEC for children of up to 3. It will include the development of a national framework for the teaching profession, outlining the characteristics of a good teacher. Within this framework, teachers will be under continuous assessment, to help improve their teaching. The Czech School Inspectorate has also changed the format of its

inspection report, which now more effectively identifies the positive and negative aspects of ECEC providers and also includes recommendations on how to improve educational quality. In addition, the Ministry of Education is encouraging providers to use instruments designed by the European Social Fund project *Path to Quality*, to support and standardise ECEC providers' self-evaluations.

- **Finland** does not monitor the performance of schools, and school inspections were in fact abolished in 1991. Great emphasis is nevertheless placed on monitoring learning outcomes of children throughout their education, including ECEC. Before 2014, evaluations of education were conducted by three organisations: the Finnish Education Evaluation Council, the Finnish Higher Education Evaluation Council and the National Board of Education. To consolidate and centralise the evaluation process, the Ministry of Education and Culture launched an *Education Evaluation Plan*, leading to the creation of an Education Evaluation Centre in 2014. The centralisation of the evaluation process aims to provide clearer evaluations of higher impact, since they are now conducted and produced by a single organisation. This should also lead to more coherent national evaluations, which will help the Finnish government in making international comparisons.
- **Italy**, after recognising that it has no monitoring system at the national level covering its various ECEC settings, is now aiming to set up an integrated 0-6 ECEC system and, within this, a specific quality monitoring and evaluation system. The aim is to make the local, fragmented system more systematic and coherent at the national level by developing monitoring of qualitative aspects, including children's non-cognitive competencies, such as well-being and approaches to learning; developing a system that can pass on relevant information to decision-making bodies in the delivery of ECEC; and planning a monitoring system that will not interfere with the delivery of ECEC services and, instead, promote their continuous improvement.
- **Norway** also acknowledged that its lack of a comprehensive monitoring system meant that it did not have adequate information on the quality of all its kindergartens. As a result, in 2013 the Norwegian Directorate for Education and Training was asked to develop a national quality assessment system for kindergartens. One of the main objectives is to increase accessibility to reliable information on the subject, as the basis for a more informed discussion at all levels. Another goal includes developing an online publication of statistical indicators for kindergartens.

Standardising monitoring tools

- In the **Flemish Community of Belgium**, a standardised tool known as the CIPO model is used to perform inspections in kindergartens. It has been used since 1991, and was approved as part of the Resolution of the Decree on the Quality of Education in 2010. CIPO stands for its four components: context, input, processes and output. Each of the four is broken down into a number of indicators based on parameters found, through research or experience, to influence the quality of education. The model allows the inspectorate to focus on outputs supported by the process indicators without resulting in a process evaluation. This makes it possible to respect the school's autonomy and its pedagogical project and activities, while its output can be judged in a standardised manner within the specificity of each school.
- To monitor service quality in **Chile**, *Estandares Indicativos de Desempeño* (Indicative Performance Standards) were used until 2013. These are a set of references that constitute a guiding framework for performance evaluation by the *Agencia de Calidad* (Quality

Agency), and also provide guidance to educational institutions and their stakeholders to improve institutional management processes. These standards addressed four dimensions of school management: leadership, educational management, training, and resource management, and include 12 standardised indicators for monitoring. The standards also adhere to the requirements of the *National System of Quality Assurance in Education*.

- In **Germany**, providers can freely choose the quality assessment tools or schemes they apply. However, they often base the quality monitoring system on standardised monitoring tools that are aligned with provider-specific value profiles and priorities. One of these standards is the DIN ISO 9000, as formulated by the International Organisation for Standardization (ISO), an independent, non-governmental membership organisation, and the world's largest developer of voluntary international standards. The ISO 9000 family of standards addresses various aspects of quality management, and provides guidance and tools for organisations that seek to ensure that their products and services consistently meet customers' requirements, and that quality is consistently improved. The *Deutsche Institut für Normierung* (DIN) is the German institution responsible for ISO standards. Another tool or instrument used is the *Kindergarten-Einschätz-Skala* (Kindergarten Evaluation Scale or KES). This is a German adaptation of the Childhood Environment Rating Scale (ECERS) developed by the German pedagogical professor Wolfgang Tietze. The KES was revised in 2001, becoming the KES-R, and is currently under further revision. At present, it contains 43 different rating indicators linked to physical, social, emotional and cognitive areas. It aims to capture all the factors that immediately influence the experience of children in ECEC settings. Germany also uses the Krippen-Skala (KRIPS-R) (Crèche-Scale) to support pedagogical quality in ECEC settings, which is based on the American Infant Toddler Environment Rating Scale (ITERS). KRIPS includes 41 indicators that provide a comprehensive overview of pedagogical process in day nurseries. In addition, many other tools are used, such as a quality instrument developed to measure quality in the context of the "situational approach" which has found favour in Germany.
- In **Ireland**, *Síolta*, the National Quality Framework, has been designed to define, assess and support the improvement of quality across all aspects of practice in ECEC settings. It was published in 2006, following a three-year developmental process, which involved consultation with more than 50 diverse organisations representing childcare workers, teachers, parents, policy makers, researchers and other interested parties. *Síolta* is comprised of three distinct but interrelated elements: principles, standards and components of quality. The 12 principles provide the overall vision of the framework, while the 16 standards and 75 components allow for the practical application of this vision across all aspects of ECEC practice.
- In **England (United Kingdom)**, Ofsted inspectors adhere to a standardised inspection procedure set out in a document published by Ofsted that outlines the expected inspection process in detail. Inspectors have a standardised set of indicators, which they use to evaluate settings and their performance.

General challenge 3: Establishing a complete picture of quality

In addition to the trained assessors, other stakeholders can be an important source of information about the quality of ECEC, in particular parents and children, since they make use of ECEC services. The coordination of interactions between teachers, parents and

children are central for better understanding child development. Children can provide a first-hand account of their attitudes towards learning, their happiness with participation in ECEC settings and with ECEC staff, and their general well-being. Such information is highly relevant in helping staff and ECEC setting managers to enhance their practices. Parents can also provide important information about the experience of their own child or children, and can provide information on the extent that the centres assist them to support their child's learning, for example. Again, sharing such information is helpful in indicating which practices can be improved to stimulate child development.

Not all countries seek input from parents, or attempt to gather children's opinions. Moreover, few jurisdictions have regulations that mandate stakeholder input, and more typically, it is up to ECEC providers to autonomously seek it out, if they do so at all. While some providers adopt a consultative or participative approach, this is not a general practice.

Gathering input from parents

- In **Chile**, the *Junta Nacional de Jardines Infantiles*, or JUNJI (the National Board of Kindergartens), conducts a survey for parents to elicit their opinion of the quality of ECEC settings JUNJI provides, as well as for private kindergartens, which receive JUNJI funding.
- In **Germany**, the process of expanding ECEC services for children from 0-2 years has been accompanied by intense monitoring. From 2009 to 2013, the Ministry for Families, Senior Citizens, Women and Youth was required to present an annual report to the Parliament to document the progress achieved, the so-called *KiföG-Reports*. These reports are based on information from representative parent surveys, as well as on annual data collection through the Child and Youth Welfare Statistics (*Kinder- und Jugendhilfestatistik*). The parental surveys ask parents about their childcare needs and preferences, access to ECEC, and their satisfaction with the services they use. Additional surveys target childminders and local youth welfare offices to obtain a more complete picture of the challenges, strategies and quality of ECEC expansion.
- In **Bavaria (Germany)**, regional regulation for ECEC services explicitly requires that services conduct a survey on parent satisfaction every year. The survey is, however, independently produced by each setting, which determines what it wants to assess.
- **Finland** has surveyed parents at national level twice in recent years. In these surveys, the government has asked parents for their perspectives on topics such as overall service quality, quality of ECEC settings and quality of instruction. Municipalities also conduct numerous independent parental surveys, on similar topics. These are not a government requirement and are conducted by municipalities independently. In the process of formulating new legislation on ECEC, the government involved parents for the first time. Using an e-survey, they asked a total of 11 266 parents about issues such as the importance of ECEC, activities in ECEC, the ECEC environment, parents' participation, co-operation and educational partnership with staff. Parents were also explicitly asked to express their satisfaction or dissatisfaction with their child's ECEC provider.
- In **France**, since 2010, the *Caisse Nationale d'Allocations Familiales* (CNAF) has produced a regular barometer based on parent satisfaction surveys on nurseries and childminders. Parent representatives also belong to the Early Childhood Commission of the General Council, where they also can have their say. Preschools, or *écoles maternelles*, do not have a systematic questionnaire for parents. However, parents can elect representatives who

give their opinion on the quality of service at the school council held three times a year. They can also call for a school inspection in case of dissatisfaction. Parent representatives are also regularly received by the local authorities, and are interviewed during inspections conducted by the General Inspectorate of State Education.

- **Norway** does not systematically survey parents at the national level, although a national parental satisfaction survey is to be introduced in 2016. In addition, many municipalities and kindergartens conduct their own surveys. Typical aspects monitored in these surveys are: overall satisfaction with service quality, quality of the indoor and outdoor area, quality of the physical environment, quality of staff instruction/teaching/caring, contact/sharing of information with parents by staff or management, possibility of parental involvement, opening hours and child experiences or outcomes.
- In **Sweden**, the National Agency for Education conducts national surveys (the most recent was in 2013) to determine parents' satisfaction with preschools. The surveys include topics such as overall satisfaction with service quality, quality of staff instruction/teaching/caring, contact/sharing of information with parents by staff or management, possibilities for parental involvement, and opening hours and child experiences or outcomes.

Monitoring children's views

- In the **Flemish Community of Belgium**, children's views are monitored in both family day-care settings and day-care centres. Though this is not compulsory, tools have been developed to enable family day-care providers and day-care centres to assess how children experience the settings. The *Self-Assessment Instrument for Care Settings* (SiCs) starts with a scanning of well-being and involvement and helps to identify factors in the environment affecting them. *MyProfile* – originally developed as *ZiKo-Vo*, for family day-care providers – helps practitioners in all kinds of settings for young children, to monitor children's development. Both instruments help the settings to monitor each child and tailor their approach to the child's individual needs. Additionally, for preschool children (3-5 year-olds) a more extensive monitoring system is available: the POMS, the *Process-Oriented Monitoring System*.
- In the **Czech Republic**, in public settings, children's views are taken into account as part of the school external evaluation, when children's well-being is assessed. Based on these reports, a comment about the atmosphere in the school is always included in the public school inspection report. Internally, schools may also monitor children's well-being and happiness in conducting their self-assessment.
- **Finland** is seeking to involve more children in monitoring quality. During the process of drafting new legislation on ECEC and monitoring quality, the government gathered input from children. As part of the process, they interviewed 48 children. The children took photographs and made drawings; they also had discussions with staff about the things they liked in ECEC, as well as the things they did not like and wanted to change.
- In **Luxembourg**, in early childhood education programmes and compulsory preschool education, assessment reports are completed on the child's learning process and development. Children's involvement in their own learning is seen to be integral to the process. As a result, many teachers combine the official report with a portfolio, a written log of all the child's achievements. The child has many opportunities to present and comment on a portfolio.

General challenge 4: Monitoring contributes to policy reform

While developing a balanced and consistent monitoring system is a tricky process, an additional issue is to ensure that monitoring results have a tangible effect on improving service quality and overall system performance. Though all countries perform monitoring of some sort, they do not frequently entail funding cuts or bonuses for providers, or changes in salaries for staff. Many countries report that monitoring results are nevertheless an influence on policy and enhance ECEC quality.

Problems in implementing consequences or sanctions include the difficulty of implementing them as a result of the legal framework. In Ireland, for example, prior to 2013, the inspectorate needed to resort to the court system if it was to close down a provider. This could risk reducing ECEC places and preventing parents who are unable to find an alternative provider from working. In addition, financial sanctions can further compromise the service quality of providers.

Collecting data that can inform policies and strategies

- In **Australia**, it is recognised that, to ensure that public investments in ECEC are directed to areas of need, strong evidence is required to guide decisions on policy. One source of that evidence is the data collected by the *Australian Early Development Census* (AEDC). This provides an opportunity to see how young children are progressing, inform policies and programmes to improve early childhood development and help evaluate long-term strategies. Australian and state and territorial governments have recognised that communities need information about early childhood development and have endorsed the AEDC as a progressive national measure. The Australian *Early Development Instrument* (EDI), used as a tool in early child development assessment, is a population measure of children's development as they enter school. The EDI measures five areas of early childhood development collected through teacher-completed checklists, based on the teacher's knowledge and observations of children in their class, along with demographic information. The five developmental domains include: *i)* physical health and well-being; *ii)* social competence; *iii)* emotional maturity; *iv)* language and cognitive skills (school-based services), and *v)* communication skills and general knowledge. Governments at all levels and community organisations have been using this data to inform early childhood development policy and practice since the first national collection in 2009.
- In the **Czech Republic**, information concerning quality gathered from inspections in nursery schools is collated into a national report. This is used by policy makers to inform national educational strategy.
- In **Germany**, ECEC data are collected annually in the Child and Youth Welfare Statistics (*Kinder- und Jugendhilfestatistik*). The Child and Youth Welfare Statistics contain information on some aspects of structural quality, e.g. qualification of staff, staff per group/number of children, or group size, while also reflecting on other quantitative developments in the ECEC sector, such as capacity. Monitoring the ECEC sector through Child and Youth Welfare Statistics has raised awareness of the considerable regional differences between East and West Germany, between *Länder* and within regions with regard to quality aspects (e.g. child-staff ratios). This has led to a debate on the need for quality regulations at national level (and possibly a national quality framework). Next to stipulating core quality parameters (such as child-staff ratios), a national framework might also include provisions for systematic collection of data on quality aspects in

ECEC services. At the same time, the increased interest in quality in ECEC has resulted in a continuous differentiation and refinement of statistical indicators. Most recently, attention has been paid to the management of ECEC in this context.

- In **France**, in the early childhood sector, the Ministry of Social Affairs conducts regular surveys on staff in crèches and nursery assistants (family day care), and the spaces available and occupied at these providers. Parental surveys are also distributed every few years (the last were issued in 2002, 2007 and 2014). In-depth studies are conducted based on these surveys. The Ministry of Education regularly shares ECEC data and provides detailed policy briefing notes on, for instance, enrolment rates in ECEC of children below the age of 3 and development at the end of preschool/kindergarten. Such information and data informs parents, ECEC stakeholders and policy makers about the latest developments in ECEC.
- **Norway** has used national and local monitoring data on ECEC staff and workforce supply to inform policy development and address problems that arise, for example, the creation of a strategy to increase qualifications and recruitment levels of ECEC staff.
- In **Sweden**, the National Agency for Education is responsible for generating statistics on the preschool system. Every year, the Agency collects data on children, staff and costs. It aims to provide an overall view of ECEC services and establish action plans where necessary at the national and local level. For example, data collected at both the national and municipal level on ECEC staff and workforce supply have been used to address challenges in the sector, such as the need for more preschool teachers. The capacity for preschool teacher education has since been increased in universities. A national evaluation of Swedish preschools by the National Agency for Education in 2008 led to a revised curriculum in 2010, with new and clarified goals for children's development in language and mathematics, as well as in natural science and technology. In addition, a quality audit by the Schools Inspectorate in 2012 showed the need for further in-service training to increase staff knowledge. Within the framework of *Boost for Preschool 2012-2014*, staff have received continuing professional development on the subjects whose curriculum has been clarified and strengthened, particularly children's development in language and mathematics, natural science and technology, support for mother-tongue languages and intercultural policy, as well as follow-up and evaluation.

Providing training to underperforming settings or staff

- In **Chile**, staff are evaluated by a number of different monitoring instruments, which are used to produce an overall score for each teacher. Depending on this score, staff may in extreme cases be dismissed, be required to attend additional training or be offered an opportunity to take a test and depending on the test score, receive an increase in remuneration.
- In the **Czech Republic**, in terms of internal assessment, the head of the preschool is responsible for the quality of education, under the Education Act. On the basis of self-evaluations, head teachers adopt measures for quality improvements and discuss possible strategies with all teachers in the setting. In terms of external assessment, the Czech School Inspectorate produces an inspection report. If the report identifies deficiencies in quality, schools must take action to rectify them within a period set by the Czech School Inspectorate, for example by providing teachers further training. The inspector pays close attention to schools where issues have been identified, and

implements follow-up inspections. If no action has been taken, heads of settings can be fined, or potentially removed from their post.

- In **France**, inspections in *école maternelles* (preschools) are conducted to monitor the individual performance of teachers. After a direct observation of about two hours, the inspector interviews the teacher to analyse the practices observed. The professional quality of the teacher is also evaluated and suggestions for improvement, as well as other possible pedagogical practices, are discussed. Further training and professional development is also recommended. Based on this procedure, the district inspector produces a report for the local academic authority (employer), which then assigns a merit rating and suggests further training and advice for the teacher.
- In **Germany**, when settings are monitored, the monitoring results are frequently used by providers and ECEC staff to identify areas for improvement, and to agree on adequate strategies, goals and training requirements.
- In **Ireland**, in settings where the *Síolta* Quality Assurance Programme has been implemented, staff begin with a baseline assessment of how good their practice is and then plan for improvement. As a follow-up measure, they must show how they have improved the quality of their practice through a portfolio of evidence.
- In **Korea**, teachers who are recognised as excellent by the *Appraisal for Kindergarten Teacher Professional Development* receive additional funding for self-development, which they can use to take sabbatical leave or fund further training courses.

Challenges in monitoring service quality

Jurisdictions run into several challenges when monitoring service quality. First, it is not easy to define which aspects should be monitored as part of service quality. Second, consistently implementing monitoring procedures and practices is not easy. Lastly, ensuring that staff are fully aware of quality standards demands effort.

Challenge in monitoring service quality 1: Defining the aspects monitored in service quality

Monitoring service quality is driven by a number of interrelated indicators. These can generally be considered to fall under process quality and structural quality. Structural quality refers to the overarching structures needed to ensure quality in early childhood programmes, for example in leadership and management, and in the physical environment. Process quality, on the other hand, refers to elements that affect the nature of ECEC settings and directly influence the quality of the everyday developmental and social experience of the child. Such elements include the nature of interactions between adults and children, and educational support and learning outcomes in ECEC.

Most data collected on quality in ECEC relates to structural quality, because structural quality elements are often perceived as input measures and are thus more easily quantifiable. Process quality elements, by contrast, usually require a qualitative assessment requiring external evaluators or systematic self-evaluation. As a result, process quality monitoring tends to be more time- and labour-intensive.

Complementing monitoring of structural aspects with process quality aspects

- In **Germany**, a number of quality standards are used to monitor quality in ECEC. The KES-R is one example, consisting of seven areas that incorporate both process and structural quality aspects. Process aspects include: space and materials; personal care

routines; cognitive and language stimulation; activities; staff-child and child-child interaction; planning and structuring of pedagogical practice; and co-operation between the ECEC provider and parents.

- In the **Netherlands**, the Municipal Health Service (*Gemeentelijke Gezondheidsdienst*, GGD) conducts annual inspections of ECEC providers. The inspections include the monitoring of process quality elements, such as pedagogical practice. A report is published after the inspection that includes evaluations on the process quality elements monitored.
- In **New Zealand**, the Education Review Office's (ERO) review framework/indicators take a broad view of quality, including governance and management, leadership, curriculum design and implementation/teaching processes. The main question for evaluations is: How well placed is this service to promote positive learning outcomes for all children? An extensive selection of evaluation indicators is provided at the national level, to reflect current research, theory and practice. These indicators encompass process quality aspects for both external and internal review processes, and significant procedural advice is provided for their use. In addition, the office inspects aspects associated with compliance with regulations.
- Inspections in **the Slovak Republic** include both structural and process elements, such as spatial, material and technical conditions for educational activities, as well as the professionalism of teaching. Furthermore, inspection processes include observations and sitting on in classes, surveys and interviews, and participation in meetings of the managing staff, which provide a range of opportunities for process to be monitored and reported on.
- In **Slovenia**, the handbook on quality in kindergartens includes a range of questionnaires and rating scales for the assessment of quality in kindergartens. These questionnaires and rating scales cover areas relating to process and structural quality. For example, questionnaires for parents include a range of quality aspects, covering such questions as parents' satisfaction with communication from the ECEC provider.

Consulting with stakeholders

- In **Australia**, a national Stakeholder Reference Group was established to act as a key consultation forum during the transition to and implementation of Australia's *National Quality Agenda* (NQA). Members of the reference group represent the ECEC and school-age care sector and include peak bodies, unions, academics, training organisations and special interest groups. The Council of Australian Governments sought public comment on a series of options to improve the quality of ECEC. The general public was invited to offer comments and opinions on several proposed quality improvement measures, including changes in regulatory standards.

Challenge in monitoring service quality 2: Consistent implementation of monitoring procedures and practices

Service quality is often monitored through external evaluations, such as inspections or parent surveys. As inspections are subjective in nature, it is important that inspectors have a consistent understanding of what a quality service is. Some countries, however, still do not have a standardised quality framework for inspectors to refer to when inspecting ECEC providers. In addition, standardised procedures and monitoring instruments are not always available, and as a result, inspection judgments made on ECEC providers can

lack consistency. In addition, staff conducting self-assessments may implement self-evaluations in varying ways, leading to inconsistent internal assessment procedures.

Providing pre-service training for external assessors

- In **Scotland**, inspectors in the education sector go through an extensive nine-month training period before they are given responsibility for an inspection. In the care sector, the care inspectorate also has a pre-service training programme. This ensures that all assessors/inspectors are trained at a uniform level. In **Norway**, kindergarten teachers are responsible for internal evaluation, and are trained for this through pre-service training.
- In **Australia**, a formal training programme has been developed to ensure consistency of assessment across jurisdictions. Assessors must pass a specific test to a high level of accuracy in order to become an assessor.
- In **Chile**, external evaluators evaluate the ECEC settings corresponding to the ECEC institution (e.g. the National Board of Kindergartens, or JUNJI, *Superintendencia, Agencia de la Calidad*) for which they work. For example, JUNJI evaluators would evaluate JUNJI settings. Evaluators of any of the institutions receive pre-service training.
- Under the School Act in the **Czech Republic**, a candidate who has completed higher education and has had at least five years of pedagogical or pedagogical-psychological experience can become an inspector. After beginning the job, inspectors are given pre-service training, in which they are taught about dealing with complaints and suggestions, introduced to international surveys and key data on the Czech Republic in the field of education, and are also trained in the complex data-collection system of the Czech School Inspectorate.
- In **England (United Kingdom)**, Ofsted inspectors must have a thorough knowledge and understanding of all aspects of the *Early Years Foundation Stage Statutory Framework*. This includes the way in which young children learn and develop and the importance of secure emotional attachments to children's well-being. All inspectors undergo thorough training in inspecting the quality of provision. The training events are led by senior inspectors and senior policy development officers.

Providing on-the-job/in-service training

- In **New Zealand**, the Education Review Office (ERO) employs review officers (evaluators) largely recruited from the education sector. They thus usually come from backgrounds in management/leadership and/or teaching roles in schools or early childhood services. Evaluators subsequently receive ongoing on-the-job/in-service training.
- External evaluators in **Sweden** have a variety of backgrounds, including preschool teacher qualifications, preschool managerial experience or a university degree. Evaluators are given internal training by more experienced colleagues and are educated/trained through internal seminars and guidelines.
- In **Luxembourg**, all teachers receive on-the-job training for drafting school development plans and evaluating regularly whether objectives have been attained. **Mexico** has several different ECEC institutions, but they all provide a form of in-service training for evaluators, particularly in IMSS settings, where internal evaluators are called "zone co-ordinators". They receive constant training through training courses, a national event held once a year, through video conferences and at IMSS training centres.

Providing specific training on implementation

- In the **Flemish Community of Belgium**, inspectors at the Care Inspection Agency receive a thorough training in a variety of areas, including monitoring. Inspectors receive training on the content of the regulations and on how to evaluate whether the setting is in compliance with them. Methods of inspection, observation techniques, and communication techniques are some of the training areas.
- In **Chile**, ECEC institutions train their assessors in implementation skills, so they can correctly use the monitoring instruments to evaluate ECEC services. In addition, the *Agencia de la Calidad* (Quality Agency) also trains evaluators on theories and technical knowledge in monitoring quality, implementation skills and how to interpret the monitoring results.

Linking external and internal evaluations

- **New Zealand** places great emphasis on linking external and internal evaluation procedures on service quality, which it considers to be closely related and complementary to one another. ERO's external evaluation process is both proportional and responsive to an individual service's self-review. ERO's approach is based on evidence that external evaluation can stimulate, expand and validate the results of internal evaluation, while internal evaluation can deepen the scope of external evaluation and provide important insights. The ERO uses its external evaluation process to increase the capacity of early childhood services to undertake internal evaluation (self-review) as a routine activity for both accountability and improvement purposes. The intent is for evaluation to subsequently become embedded in the day-to-day practice of managers and educators.

Challenge in monitoring service quality 3: Ensuring that staff are aware of quality standards

Many countries and jurisdictions reported that ECEC staff are often not well informed of changes in quality standards or regulations. To ensure that they are made aware on a continuous basis of the quality standards for the ECEC settings they work in, countries make efforts to disseminate this information.

Disseminating the quality standards that are monitored widely

- In **Australia**, all key documentation, including the assessment and rating documentation and regulations, is available on the Australian Children's Education and Care Quality Authority's website: *www.acecqa.gov.au*. A range of other strategies were also used to engage and inform the sector about the new standards, including public speaking engagements, public consultation forums and targeted communications materials.
- **The Flemish Community of Belgium** has designed a quality assurance manual, a written document setting out minimum standards. The document includes information on: *i)* the quality assurance policy, including the mission, vision, objectives and values of the childcare facility; *ii)* the elements of the quality system that the childcare facility will develop, implement and maintain; *iii)* how the quality planning of the childcare facility is organised; *iv)* who is in charge of the quality assurance policy; and *v)* how the authorities can visit the facility to verify and evaluate its implementation of the regulations. The Flemish government has made a quality assurance manual compulsory for all childcare providers with at least 19 places for children.

- **Korea** publishes an annual *Childcare Guidebook* and distributes it to all childcare centres and family day care to inform providers of new regulations. The websites of 70 Childcare Information Centres nationwide also disseminate new regulations and policy. For kindergartens, the Offices of Education in 17 provinces and cities and 177 District Offices of Education nationwide disseminate a document in print and through their websites, detailing changes to regulations and guidelines.

Challenges in monitoring staff quality

In monitoring staff quality, two main challenges typically present themselves: ensuring that monitoring staff quality leads to improvements in ECEC quality, and monitoring curriculum implementation during staff evaluations.

Challenge in monitoring staff quality 1: Ensuring that monitoring staff quality leads to improvements

The literature suggests that effectively monitoring staff is central to the continuous improvement of ECEC services. However, it is not easy to measure the specific impacts of monitoring staff quality on improving other areas, such as service quality, since these are closely interlinked and various elements play a role. Staff quality, and thus monitoring it, is nonetheless important. Though most jurisdictions do monitor this, not all jurisdictions report that they are conducting monitor in order to improve the level of ECEC quality. The challenge is therefore to translate the results of monitoring staff quality into improvements in quality.

Using measures to address shortcomings

- In **Chile**, all teachers are evaluated every four years through an evaluation system known as the *Evaluación Docente*. Teachers who are rated "Basic" are evaluated every other year. Teachers who are rated "Unsatisfactory" are evaluated the following year. As of 2011, if a second consecutive "Unsatisfactory" rating is given to the teacher, he or she is removed from the teaching post. Also, under the Quality and Equality of Education Law of 2011, school directors are authorised to dismiss up to 5% of the teaching's staff annually, among the teachers rated "Unsatisfactory" in their most recent evaluation. Evaluations can thus lead to improved staff performance and quality provision.
- In the **Slovak Republic**, if inspectors detect problems with staff quality, funding cuts can be imposed on private service providers. However, if more severe problems in staff quality are discovered, a provider's licence may not be renewed, or the service may even be closed down. This ensures that well-run settings survive, and that keeping good staff is rewarded. Ultimately, the country hopes this will help achieve a higher level of ECEC quality.
- In **Korea**, childcare providers receive an accreditation plaque if they meet all of the stipulated quality criteria. If for example, its staff quality is seen to be inadequate, a provider may lose its accreditation, an incentive to ensure that standards are maintained.
- In the **French Community of Belgium**, the *Office de la Naissance et de l'Enfance* (the Department for Birth and Childhood) has created a special role for *conseillers pédagogiques* (pedagogical counsellors). Their task is to supervise and assist practitioners to reflect on their practices based on the results of inspections in pre-primary schools. By providing care professionals with information and answers to their questions on a regular basis, the intent is to help staff improve their practices and thus the level of quality.

- In the **Nordic countries**, pedagogical advisors work comprehensively at the local level to improve the quality of pedagogy in all services, providing up-to-date information on new pedagogical approaches and supporting the organisation in internal quality-improvement processes, such as team evaluation and documentation.

Identifying staff needs for further learning or training

- In **Chile**, the Ministry of Education asks the directors of providers to review the professional performance of educators and to submit their reports. The ministry also uses an educator from an alternative setting to evaluate the performance of individual educators. The peer evaluator is a classroom teacher working at the same educational level and in the same pedagogical area, trained and accredited by the Ministry of Education. The review of the professional performance of the educator is a structured questionnaire covering a range of domains on the teacher's professional activity (and pedagogical orientation). Each question requires both the director of the provider and the alternate evaluator to rate the teacher's performance on four performance levels. The report consists of five parts: *i)* basic information on both the teacher and the evaluators; *ii)* ratings by evaluators across a range of domains and criteria (13 questions); *iii)* information about past performance of the teacher (whether the teacher has previously been evaluated; actions taken by evaluator as a result of previous evaluation; comparison of current performance to the previous evaluation); *iv)* contextual information; and *v)* a qualitative assessment of the teacher's strengths and weaknesses. The information gathered in the reference report is also used for written feedback that is provided to educators as they complete the evaluation process.
- In **France**, inspectors take on the role of education and training consultant. A key part of their inspections in *école maternelle* (preschool) settings is to evaluate the individual performance of teachers. After a direct observation of about two hours in the classroom, the inspector conducts a follow-up interview with the teacher to analyse the practices observed. Based on the observations and discussions with the teacher, the inspector advises on areas where further training is necessary, or where it would be useful for a teacher to observe another teacher's pedagogical practices.
- In **Germany**, ECEC providers use monitoring results to identify areas in which staff need to improve, and then agree on strategies, goals and training requirements with the staff member.

Challenge in monitoring staff quality 2: Monitoring curriculum implementation

Monitoring curriculum implementation presents a number of challenges. First, it is difficult to monitor in some jurisdictions, because the curriculum is not mandatory or because no systematic framework is in place. In Germany, for example, curricula in most *Länder* are considered to be guidelines, and only in Bavaria, Berlin, Saxony and Thuringia are ECEC centres legally mandated to include the main aims, principles and areas of learning in their own centre-specific programmes.

In addition, while jurisdictions adopt a range of monitoring tools to measure quality in ECEC settings, few specifically focus on or are designed for monitoring curriculum implementation. Furthermore, this is sometimes seen as a passive action, since the results do not always support subsequent improvements. Alternatives to monitoring, such as supporting staff to implement the curriculum, are seen as a more pro-active measure, leading to observable improvement in ECEC quality. However, aligning staff performance with the curriculum so it can be effectively implemented becomes a challenge, too.

Supporting staff to implement the curriculum

- In the **Flemish Community of Belgium**, educators in pre-primary schools are supported by the *Pedagogisch Begeleidingsdienst* (Pedagogical Advisory Service) to implement the curriculum.
- In the **French Community of Belgium**, in crèches and care settings, there are both pedagogical counsellors and early years care co-ordinators who work together, and with the heads of service and their staff to improve curriculum implementation. Pedagogical counsellors operate in a similar fashion in *écoles maternelles*.
- In **Germany**, *Länder* use a number of strategies to support staff in their implementation of the curriculum. Strategies include mandatory training of staff; additional professional training in curriculum areas; offering free handbooks, guides and online material to ECEC settings; and providing support through specialised professional advisors (*Fachberater*). Another effective strategy has been to enlist professional ECEC staff in developing the curriculum by involving them in working groups and feedback loops. ECEC settings are also sometimes encouraged to provide each other professional advice and support; ECEC services that function as peer advisors are called *Konsultationskitas*. These are ECEC centres that serve as an example of good practice with regard to particular curriculum areas.
- The National Council for Curriculum and Assessment in **Ireland** worked with a small number of early years services to produce a curriculum toolkit, entitled *Aistear in Action*, for use in early years settings.
- In **Portugal**, the Ministry of Education and Science prepares guides for preschool teachers on curriculum implementation, and further professional training is also available to ECEC staff.
- In **Slovenia**, preschool teachers are provided with a number of in-service training options on curriculum implementation. These include: seminars, which are shorter or longer training sessions aimed at acquiring new skills and updating knowledge; thematic conferences, which focus on the explicit needs of the service provider and experience of practice; and study groups, which are shorter forms of in-service training aimed at practitioners, mainly focused on the exchange of experience and familiarising themselves with the latest changes and innovations in the curriculum.
- In **Sweden**, the *Boost for Preschool* in-service training initiative (2009-2011 and 2012-2014) aimed to enhance the teaching skills of preschool staff. Because the curriculum had been revised, with clearer goals and guidelines, educators needed training on the changes, in knowledge and skills. The initiative offered preschool heads, teachers and other participating staff, professional development in the areas specified in the curriculum, particularly in children's development in language and mathematics, natural science and technology, as well as follow-up and evaluation.

Developing a monitoring tool explicitly linked to the curriculum

- In **Ireland**, the *Síolta* Quality Assurance Programme provides a standardised procedure for ECEC services to conduct self-assessments. A *Síolta* co-ordinator helps services work through the steps in the programme. Initially, a baseline assessment is performed. This is a specially designed self-assessment tool that asks staff in early years settings to critically reflect on their practice, against each of the 75 Components of Quality that are part of the *Síolta* curriculum framework. Based on the outcome of their self-assessment,

staff in the early years setting develop a concrete plan of quality improvement and work around each component and standard of the curriculum framework. Staff then build a portfolio to document the quality of practice in the early years setting, which they later submit. An expert evaluator then assesses the portfolio of evidence, and its quality contributes to the overall rating a service is issued on its validation certificate.

- **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 *Te Whāriki* early childhood curriculum policy. 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.

Challenges in monitoring child outcomes

Two major challenges arise in monitoring child development and outcomes: *i)* how to create an accurate and complete picture of child development, and *ii)* recognising children's individual development. Several examples on how these challenges have been dealt with are listed below.

Challenge in monitoring child outcomes 1: Creating an accurate and complete picture of child development

Although ECEC services play an important role in child outcomes and development, it is important to bear in mind that other contextual factors also play a role. Monitoring child development and outcomes in ECEC settings is nevertheless crucial, for both ECEC staff and parents, in gathering information and knowledge on children's skills and development. Other challenges in monitoring child development include factors such as the difficulty of capturing the full extent of children's skills and abilities in a single snapshot. A single moment cannot provide a valid prediction of a child's current learning requirements. As a result, it is recommended that ECEC staff assess children's development and learning on a continual basis, using a variety of tools and sources of information. Monitoring child development is a time-consuming and complex task, and can also be stressful for children.

Using multiple instruments

- In **Germany**, in terms of child outcomes, language development is regarded as particularly important, since competence in the German language is considered the precondition for a good starting basis for children in school. The growing number of children of immigrant families who must acquire German as a second language has led to the introduction of language assessments in the majority of the 16 German *Länder*. A total of 17 standardised and non-standardised instruments (observation instruments, screenings, tests) are employed to focus on different aspects of language. In addition, monitoring is conducted on a continuous basis in ECEC settings in a range of developmental areas, including social, emotional, cognitive and in motor development. The ECEC curricula of the 16 *Länder* emphasise the observation and documentation of child development and outcomes. Different instruments are used at setting level, with learning stories being a widespread approach. Learning stories integrate learning dispositions into a story framework and include an analysis of the learning.

- In **Mexico**, a number of monitoring instruments are used to monitor child development and outcomes. The Ages and Stages Questionnaire evaluates five different development areas: communication, gross motor skills, fine motor skills, problem solving and social and individual development. This instrument is applied by the Centre for Economic Research and Teaching. In addition, a Mexican version of the Early Development Instrument (EDI), the Child Developmental Screening Test, is used. This is a screening tool designed and validated in Mexico for the early detection of neurodevelopmental problems in children younger than 5 years old. It is administered by the Ministry of Health, and for children who attend mandatory preschool (3-5 years), three diagnoses (screenings) are produced annually. In CENDI settings, for preschool (0-3 years), educators and educational assistants use observations to assess the development of children's skills. Educators and assistants have further developed checklists for assessing the child's learning achievements.

Continuous assessment of child development

- In **Australia**, services are expected to document development outcomes of every child on a regular basis. This documentation is subsequently monitored, through the assessment and rating process.
- In the **Czech Republic**, the teacher continuously monitors and evaluates the development and educational progress of each child, as long-term, systematic monitoring and evaluation helps teachers guide children according to their natural development. Continuous evaluation helps identify a child's potential problems and weaknesses, and experts may be consulted if necessary on the child's further development.
- In **England (United Kingdom)**, when children are aged between 2 and 3, practitioners must review their progress, and provide parents and/or caregivers with a short written summary of their child's development in the primary areas. This progress check must identify the child's strengths, and any areas where the child's progress is less than expected. If there are significant emerging concerns, or a need for special education or a disability is identified, practitioners develop a targeted plan to support the child's future learning and development, involving parents and/or carers and other professionals (for example, the provider's Special Educational Needs Co-ordinator or health professionals) as appropriate. In the final term of the year in which the child reaches age 5, and no later than 30 June in that term, the Early Years Foundation Stage (EYFS) Profile must be completed for each child. This provides parents and caregivers, practitioners and teachers with a well-rounded picture of a child's knowledge, understanding and abilities, their progress compared to expected levels, and their readiness for Year 1. The Profile must reflect: ongoing observation; all relevant records held by the setting; discussions with parents and carers, and any other adults whom the teacher, parent or caregiver considers able to offer useful information.
- In the **French Community of Belgium**, children's development is continuously evaluated. At the end of the *école maternelle*, teachers use different tools to evaluate the readiness of children to enter primary school. These tools are not, however, standardised.
- In **Norway, t**he curriculum emphasises that everyday interaction in kindergarten is a key factor in supporting children's development and learning. Their well-being and development is therefore observed and assessed on an ongoing basis. A national survey indicates that 95% of kindergartens use observation for this task. Other methods include "tales of practice" and pedagogical documentation. Use of interviews with children has increased, 37% making use of this method to some or to a large degree.

- In **Mexico**, CONAFE regulatory documents stipulate that supervision should be performed more than once a year, within the periods specified according to the service operation. In IMSS settings, evaluations are carried out when children initially enter day care, halfway through their time at the setting, and then before they move up to the next level.
- In **Sweden**, preschool teachers are responsible for each child's learning and development. This is regularly and systematically documented and analysed, to evaluate how the preschool provides opportunities for children to develop in accordance with curricular goals and intentions. Preschools are required to document, follow up and analyse: communication and interaction with and between children, their participation and influence, whether children experience preschool as interesting, meaningful and fun; how the child's skills and knowledge change over time; the child's participation and influence in documentation and evaluations; where and how the child can exercise influence, and how their perspective, explorations, questions and ideas are used; the influence of parents in the evaluations, where and how they can exercise influence, and how their perspectives can be used.

Challenge in monitoring child outcomes 2: Recognising children's individual development

As the government increases public spending on ECEC, pressure has increased to create evidence of policy impacts, that is, better child development and outcomes. Collecting child outcomes data for policy purposes has increased in some countries, and in others, data on child outcomes is collected for children's developmental and learning purposes. Such data can be used by researchers to analyse policies for their efficiency or effectiveness, contributing to a greater knowledge base.

Tailoring monitoring to the individual child

- In the **Czech Republic**, the evaluation of educational results does not relate to children and their performance in relation to a given norm or against other children. Instead, as a result of the individualisation of education, the preschool teacher is asked to monitor the development and educational progress of each child and to document important information about the child. The goal is to learn about and understand the child, and to address individual limits and needs. Such monitoring and evaluation is intended to be conducted in a way that is meaningful and purposeful in the specific case. Ideally, the teacher chooses different ways of monitoring and evaluating individual children, corresponding to their educational needs.
- Children's development is followed at all ages in ECEC services in **Finland**. Development areas monitored include a child's language, social, emotional, cognitive, physical, psychological skills. Observations make up a core element of the current curriculum for ECEC and pre-primary education. These are usually documented in each child's individual plan for ECEC. Each child on entry has an individual ECEC plan, discussed and defined by the staff and the child's parents, that takes into consideration the child's personality and the parents' view on education and care. This enables the staff to act consciously and be aware of the child's individual needs. The staff is required to systematically observe the child's development and take these observations into account in planning activities and in the child's individual plan. The implementation of the plan is monitored and assessed regularly by the staff, as well as in consultation with the parents.

Using developmentally appropriate tools

- In preschool institutions in **Kazakhstan**, the development and performance of children is monitored using development competencies, in accordance with children's ages. For example, cognitive competencies for 1 and 2 year-olds include distinguishing between primary colours, shape, size and texture of objects, while 3-5 year-olds are required to describe the characteristics and differences of objects, based on tactile, auditory and olfactory perceptions. Social, creative and language competencies are also monitored.
- In **Mexico**, CONAFE has formulated a competencies screening tool to recognise and understand the characteristics of child development for each age period between birth and 4 years old. The tool is designed to be used for a number of different developmental areas, such as physical, cognitive and social-emotional development.

Lessons learnt in monitoring quality

Countries and jurisdictions often inquire "Is there anything we can learn from others?" The OECD's survey on monitoring quality asked respondents to report on the lessons learnt. Of the extensive number of lessons learnt, nine were reported on more than one occasion:

1. *Balance the purposes for monitoring*
2. *Highlight good practice to promote understanding of what quality entails*
3. *Develop a coherent monitoring framework for different settings*
4. *Consider the potential advantages and disadvantages of delegating to local authorities the responsibility of monitoring quality*
5. *Design a monitoring system to inform policy and the general public*
6. *Link monitoring of staff quality to professional development*
7. *Do not underestimate the demands that monitoring places on staff*
8. *Value the voices of staff, parents and children*
9. *Use continuous monitoring for teaching and learning strategies that support child development.*

Lesson 1: Balance the purposes for monitoring

Several countries noted that tension can arise between monitoring for accountability purposes and monitoring for development purposes. This is particularly the case when the results of the monitoring or evaluation entail consequences, either for the provider or for individual staff. Countries noted that improvement is more likely to occur when centre staff have been involved in and contributed to the evaluation, and that this can also palliate resistance to external evaluators. When accountability is at stake, however, a conflict of interest arises when the evaluation is primarily driven by the provider itself. A need for balance was noted in the purposes of monitoring, noting that these should be clarified and clearly spelled out to all those involved in, or affected by, the monitoring practice.

Lesson 2: Highlight good practice, to ensure raise awareness and better understanding of quality

Finland, Ireland and New Zealand all reported that perceptions of quality in ECEC were not consistent. Finland reported that this made it difficult to perform consistent monitoring and further train staff appropriately. Ireland noted that to ensure consistent perspectives on quality exist, good practice needs to be highlighted more effectively. Inspectors and settings need to be well informed on what constitutes quality, and to monitor the criteria settings. Australia also highlighted this as an important lesson learnt.

Lesson 3: Develop a coherent monitoring framework for different settings

Germany, as a federal state, lacks an overarching national system, and is subsequently affected by different quality regulations in different *Länder*. Since regional disparities in the quality of ECEC are a major concern, a dialogue has been initiated among stakeholders at the federal, state and local level to work towards shared quality standards.

The Flemish Community of Belgium did not have a uniform method of monitoring for the childcare sector in place. This was recognised as a weakness, and as a result, the Measuring and Monitoring Quality project (MeMoQ) was launched in November 2013, for an estimated three years. A pedagogical framework is being developed as part of this project, which will take into account the economical, pedagogical and social objectives of childcare. It will not be a manual but a vision text that explains what is meant by "pedagogical quality", providing some pedagogical principles, as well as a description of ways to provide integrated development opportunities to each child. A "scientific instrument" will also be developed, to measure the quality of childcare in Flanders and provide an indication of overall national quality. A monitoring instrument will be developed as a result, to be used by the Care Inspection Agency in all settings. The previous differentiation between, for example, public and private settings regarding monitoring will no longer obtain. In addition, a self-evaluation instrument will be developed to enable ECEC settings to identify their weaknesses and strengths themselves.

In Kazakhstan, monitoring service quality has enhanced quality among public providers, ensuring minimum standards and better-trained staff. This is partly due to a standardised national framework of quality and educational services, and to an effective feedback system between central education and quality organisations and local education providers. This has made it possible for weaknesses to be identified and responded to promptly. Nevertheless, challenges remain with private institutions, which do not comply as rigorously with the national quality standards. Kazakhstan is aiming to overcome this challenge by training ECEC managers and staff in private settings in monitoring standards.

Lesson 4: Weigh carefully whether to give local authorities the responsibility of monitoring quality

Local authorities can be given more autonomy to monitor the quality of ECEC services. Japan, Mexico and Portugal agree that this can be advantageous in promoting local initiatives. Local authorities tend to have a better understanding of the population's educational, which may result in more rigorous monitoring and evaluation. However, these countries acknowledge the risk that different authorities may establish different monitoring criteria. Another challenge is rationalising data collection and processing, which can make it difficult to consolidate data at the national level and maintain national standards. In addition, Mexico finds that local authorities do not always have the human and financial resources to conduct monitoring.

Lesson 5: Designing a monitoring system to inform policy and the general public

The results of monitoring service quality not only affect the level of quality but can inform practice, policy and stakeholders (e.g. parents). Norway reports that although it has no shortage of data on quality in ECEC, its monitoring system is fragmented, making it difficult to develop effective policies at the national and local level. It can also mean that the information is not used in national and local settings as efficiently as it could be.

A monitoring system should ideally be developed to collect information and data that can contribute to policy making and help provide answers to relevant policy questions.

In New Zealand, monitoring service quality is used to inform both parents and practice. Monitoring reports for individual early childhood services are published online, giving parents details of the quality of ECEC providers, and making ECEC services more transparent and accountable. At a system level, ERO also evaluates and reports on significant and topical education issues through national evaluations of education sector performance, and reports on good practices in early childhood services. Some national reports focus specifically on good practice and others include examples of good practice along with examples of poor quality practice identified in the data gathered. An example of a recently published good practice report is *Priorities for Children's Learning in Early Childhood Services: Good Practice* published by ERO in 2013. Services can use ERO's national reports to reflect on, evaluate and improve their practice.

In the Slovak Republic, monitoring service quality was also found to have an impact at policy level. Monitoring has thrown light on the importance of early childhood education and supported the maintenance of high-quality structural standards, despite the resulting high costs. It has provided policy makers with information on which aspects need and deserve additional funding or improvement. In the Czech Republic, information and data collected during inspections is collated into an overarching National Report. Czech policy makers use this report in drafting the national educational strategy.

Lesson 6: Link monitoring of staff quality to professional development

The Czech Republic previously lacked criteria for assessing teachers, including in ECEC. The Ministry of Education subsequently revised the career system for teachers. The system now has a framework for the profession, which outlines the most important characteristics of a good teacher. It also supports continuous formative assessment for teachers, to help them improve their teaching. The Czech School Inspectorate has changed the structure of the inspection report, which now clearly identifies the positive and negative aspects in the work of a school and includes recommendations for improving the quality of education.

Korea's *Appraisal for Kindergarten Teacher Professional Development* is intended to develop professionalism. It includes a self-evaluation, peer-evaluation and satisfaction survey from parents. The self-evaluation helps teachers reflect on their practice, rather than contributing to their evaluation score. Evaluation results are then used to decide where teachers need training, to enhance their professional development or select teachers for a sabbatical learning year.

Lesson 7: Demands of monitoring on staff should not be underestimated

Some countries, such as Korea and Germany, noted that the processes of monitoring, in particular monitoring individual child development and involving parents in the monitoring process, requires additional time and increases staff members' work load and stress.

Norway has also acknowledged that the recently developed *National Quality Assessment System* places high demands on the workload and skills of staff. Heads of kindergartens are responsible for implementing and leading the kindergarten's work on planning, documentation and assessment. Pedagogical leaders are responsible for the planning, documentation and assessment of work with children for whom they are responsible. Both kindergarten heads and pedagogical leaders are responsible for ensuring that the

aims and framework of a kindergarten are clear to the staff, that staff develop a shared understanding of the aims, and that parents receive reliable and adequate information on the kindergarten's activities.

A forthcoming review by Barnett et al. points out that in choosing and designing instruments to assess child development and outcomes, policy makers must consider the costs to staff. Teachers involved in evaluation must spend additional time collecting and analysing assessment data. This may be at the expense of the time they have to interact with children. This cost varies depending on the measurement tools used. Staff training may be required to administer tests, and time will be spent on implementation, e.g. extended periods of observation or narrative assessment. Ultimately, this may take its toll on children's experience of ECEC settings.

Lesson 8: Value the voices of staff, parents and children

In Korea, in addition to three key monitoring systems (Childcare Accreditation, Kindergarten Evaluation and Appraisal for Kindergarten Teacher Professional Development), consulting by ECEC professionals is used to enhance the quality of service. Ninety percent of teachers in ECEC settings were satisfied with the consulting, and 87.5% agreed that consulting provided helpful advice. This indicated that a monitoring quality system can be effective in enhancing service and helping support teachers' professional development in general.

In the Czech Republic, the views of parents may be elicited through self-evaluations conducted by the ECEC providers. According to the framework educational programme for preschool education (FEP PE), the participation of parents in preschool education reaches full expectations when relations between teachers and parents are based on mutual confidence, understanding, respect and willingness to co-operate. Building such respect is therefore considered important, and parental opinions are valued, since they can help the provider identify strengths and weaknesses and improve their quality. In France, parents' representatives of preschools and childcare settings participate in local decision-making bodies, to ensure that parents' views are taken into account when policies are designed or developed.

Finland has emphasised that it is important to poll parents in monitoring quality. In early 2014, during the process of drafting new legislation on ECEC, Finland successfully used an online survey to gather input from 11 266 parents. This threw light on parents' views on the importance of ECEC services, activities in ECEC, parent involvement and co-operation and educational partnership with staff. The survey also sounded parents out on their satisfaction with their children's ECEC service. This was the first instance of parent involvement in the process of new legislation. The parent survey was Finland's most extensive data collection effort, permitting thorough analysis at the national level, and was followed up with reports published by the government. In the process, Finland also sought to include children's views, including interviews with 48 children, who discussed with staff both what they liked about ECEC, and things they wanted to change.

Luxembourg's approach is that involving the child is an integral part of their learning. Preschool education includes an ongoing portfolio in which children record their achievements. Children have many opportunities to present and comment on their portfolio and express their views. Family day-care settings and day-care centres in the Flemish Community of Belgium can monitor children's views using the SICS tool in

day-care centres and MyProfile (originally developed as ZiKo-Vo), for family day care. Both instruments help assess how children experience the setting and how practices can be adjusted to improve the quality of ECEC provision and staff practices. Their use, however, is not mandatory.

Lesson 9: Ongoing monitoring of child development can improve the quality of teaching, care and parenting

In England, the Early Years Foundation Stage (EYFS) Statutory Framework sets the expected levels of development of children in their early years. Children's progress in line with the EYFS is monitored through ongoing assessment. Practitioners must review the progress of all children between 2 and 3 years old, and provide parents and/or caregivers with a short written summary of the child's development in the EYFS prime areas of communication and language; physical development; and personal, social and emotional development. This progress check must identify the child's strengths, and any areas where the child is not progressing as expected. If significant concerns emerge, or a special educational need or disability is identified, practitioners develop a targeted plan to support a child's learning and development. Parents and/or caregivers and other professionals (e.g. the provider's Special Educational Needs Co-ordinator or health professionals) are involved as appropriate. In the final term of the year in which the child reaches age 5, and no later than 30 June in that term, the EYFS Profile must be completed for each child. The Profile provides parents and caregivers, practitioners and teachers with a well-rounded picture of children's knowledge, understanding and abilities, their progress as compared to expected levels, and their readiness for Year 1. The Profile must reflect ongoing observation; all relevant records held by the setting; discussions with parents and carers, and any other adults whom the teacher, parent or caregiver believes can offer a useful contribution.

In Australia, an adaptation of the Early Development Instrument (EDI) is used nationwide for ongoing assessment of children's health and well-being. Based on this checklist, their physical health and well-being, social competence, emotional maturity, language and cognitive skills, communication skills and general knowledge are assessed, and results are aggregated to a population-based measure. The results help local decision makers and practitioners determine how many children in the community are being assessed as developmentally vulnerable in one or more assessed areas, and how this compares to the national average. Practitioners can then chose appropriate activities in areas where children may fall behind.

The Czech Republic recognises that children have individual limits, needs and developmental paths. Practitioners in ECEC providers continuously monitor and evaluate the individual development and educational progress of each child. All kindergartens and teachers may choose or create their own system of monitoring and evaluation, and use methods and techniques convenient to them. Without a common system, it may be difficult to compare these assessments, and evaluate how effective the monitoring of child development is.

Mexico (CONAFE) has adopted a specific competencies screening tool, the Ages and Stages Questionnaire (ASQ), to recognise and evaluate the characteristics of child development. It is designed for children under 4 (beneficiaries of the Early Childhood Education Programme). The tool measures the impact on the physical, cognitive and social-emotional development of children, which evaluates more specifically: communication,

gross motor skills activity, fine motor skills, problem solving and social and individual development. The questionnaire is intended to be used on a regular basis to accurately assess children's development, given the rapid pace at which they are growing.

In Finland, children's development is monitored in all ECEC settings for all age levels on a continuous basis. Testing is not used, since it is believed that a child develops new skills and acquires new knowledge every day. A child's development is monitored in a range of areas: language, social, emotional, cognitive, physical and psychological. Observation and documentation are the key tools used for monitoring. Observations are usually documented in every child's individual ECEC plan, which is discussed and defined by the staff and the child's parents upon entry. The child's individuality, personality and the parents' view on education and care are considered. This helps the staff to become aware of the child's individual needs. Staff are required to systematically observe the child's development and take account of their observations in planning activities and in the child's individual plans. The plan is monitored and assessed regularly by the staff and parents, to provide an accurate picture of the child's development.

Note

1. The Quality Assurance Programme is a formal engagement programme, in which ECEC providers provide a range of evidence. This is then externally validated to ensure that the provider is meeting the mandated quality standards.

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Glossary of terms used in the final report on monitoring quality in early childhood education and care (ECEC)

Accountability (in ECEC settings): ECEC providers and staff being held responsible for monitoring and measuring the effectiveness and quality of their service provision, teaching/care and children's learning and well-being (adapted from Kilderry, 2012).

Accreditation (in ECEC settings): A process in which ECEC service providers, training providers or staff undergo an evaluation of their service, programme provision, or teaching/caring practices, by an external institution (such as an accrediting body) to confirm whether they meet a certain set of regulations or standards.

Autonomy: The ability of a child to undertake activities, tasks, etc. without the help of others (mastery of skills), to make his/her own decisions, and to express his/her own opinions or ideas, feel secure and have confidence in his/her own ability.

Appraisal: The review of a preschool teacher's or educator's work by the centre management, an external inspector or by his or her colleagues. This appraisal can be conducted in a range of ways, from a more formal, objective approach (e.g. as part of a formal performance management system involving set procedures and criteria) to the more informal, more subjective approach (e.g. through informal discussions with the teacher).

Assessment: Judgement on individual progress and achievement of goals. It covers classroom/playroom-based assessments as well as large-scale, external assessments and examinations, and refers to the process of documenting knowledge, skills, attitudes and beliefs. Assessment can focus on the individual learner and staff (adapted from OECD, 2013). Assessment can be direct or indirect and its use formative or summative.

- **Direct assessment:** Assessments that look at concrete outputs of learning, i.e. the measurable and demonstrated knowledge and skills of children/staff.
- **Indirect assessment:** Assessments that examine indicators of learning and gather information through feedback, e.g. in surveys or interviews (adapted from Middle States Commission on Higher Education, 2007).
- **Formative assessment:** Assessments that frequently or continuously (not at one point in time only) and interactively assess child development and progress with the purpose of understanding and identifying learning needs and adjust instruction and teaching methods accordingly (adapted from OECD, 2005; Litjens, 2013).
- **Summative assessment:** Assessments that measure learning results at the end of a certain time period to obtain summary statements. These can be used e.g. for holding staff and settings accountable for providing quality ECEC or as a method to identify whether children have learning disadvantages (adapted from OECD, 2005; Litjens, 2013).

Assessor (or evaluator): A person or organisation/company that conducts assessment or evaluation on the effectiveness or the level of quality of someone or something, e.g. level of service quality, staff performance, effective curriculum implementation, child development/outcomes.

Attention: Concentration of the mental powers upon an object, subject or person; a careful observing or listening.

Block grant: A transfer of funds, usually used by the central or national government to provide state, regional or local authorities a specified amount of funding to assist them in addressing broad purposes, such as community development, social services, public health or law enforcement. The authority receiving the fund is free to decide how it wants to distribute the money among its projects and institutions. This means that sub-national policy makers have some discretion over the extent to which they spend the transfer from the central or national level on the ECEC sector (adopted from Dilger and Boyd, 2014).

Centre-based/school-based provision or **settings**: Publicly regulated ECEC settings provided outside the home. The services provided can be full time or part time and can include nurseries, day-care centres, *crèches* and kindergartens (adapted from Eurydice, 2014a; OECD, 2012).

Checklist: A list of items, tasks or steps to be taken in a specific order to be checked or consulted. In ECEC, this can be used to assess or evaluate the developmental status of children, staff performance and the quality of ECEC services by observing compliance with regulations. This may also include a series of tasks, skills and abilities to assess children's development or knowledge, such as "Child can count to five" or "Child is able to play independently" (OECD, 2012).

Creative skills (e.g. art, music, dance, imagination)**:** Children's capacities and competencies to generate ideas and feelings, use imagination and convey thoughts and experiences in many forms of expressions, including artistic skills (e.g. painting, drawing, handicrafts), musical skills (e.g. singing, playing an instrument, recognising songs). It also refers to the capacity to observe and reflect, explore on their own, and search for their own answers and solutions.

Curriculum implementation: The actual use in practice (practical application) of the curriculum by ECEC staff, managers and children. This refers to the way in which the concepts of the curriculum are put into effect, and how they are used in practices and activities by staff and children, how they are interpreted, how they are used in development and learning, and how they influence teaching, caring and interactions between staff, and between staff and children.

Decentralised system: An organisation whose decision-making authority for ECEC does not reside with a central institution. Decision making on ECEC is done at a decentralised level, at the level of regions, provinces or municipalities. The central authority has little or no influence on decision making in ECEC.

Earmarked grants: Public financial resources that can be exclusively used for financing the purposes attributed to them by the provider of the grant. One example might be an earmarked governmental grant to be used exclusively for the payment of running costs related to ECEC staff or for capital investments in ECEC facilities (adapted from OECD, 2004; Eurydice, 2014b).

ECEC setting: A place where ECEC is delivered. Also referred to as ECEC centre or provision. With regard to ECEC settings, two types of provision can be distinguished: **centre-based/school-based** and **home-based** (as defined by Eurydice, 2013).

Evaluation: Judgements on the effectiveness of ECEC settings or ECEC systems, policies and programmes (adapted from OECD, 2013).

Evaluator: See definition of **assessor**.

External monitoring practices: See definition of **monitoring practice**.

Free access (to ECEC services): Use of the concerned ECEC service is free of charge for the demand side, i.e. there are no fees for children and their parents. The resulting costs for free access are typically covered by (government) subsidies.

Government: The entirety of the executive at all levels of governance, at national, state, regional and local level.

Health development: The physical health status of a child, encompassing physical well-being only (adapted from WHO definition, 2006). Mental, emotional and social development are in this definition excluded – these are included in the definition of **socio-emotional skills**.

Home-based provision: Publicly regulated ECEC provision that is delivered in the provider's home. Regulations usually require providers to meet minimum health, safety and nutrition standards. Home-based provision excludes live-in and live-out nannies and babysitters (as defined by Eurydice, 2014a).

Information and communications technology (ICT): The teaching and learning of technological and digital skills. Creating and developing the capacity to use digital and technological environments for development, communication and knowledge creation. Digital environments refer to computers (including laptops, tablets, iPads, netbooks, smart boards) and computer games, the Internet, television and radio, among others.

Inspection: The process of assessing (inspecting, investigating) the quality and/or performance of institutions, staff, services and programmes by those (inspectors) who are not directly involved in the ECEC settings being monitored, and who are usually specially appointed to fulfil these responsibilities.

Instrument (or **tool**)**:** A means used for monitoring or material that is used to conduct the monitoring process. Examples of instruments or tools for monitoring include checklists, rating scales and surveys.

Integrated system: The responsibilities of ECEC services are under one (leading) authority (at the national and/or regional level), e.g. the education ministry, ministry of social welfare or another authority.

Internal monitoring practices: See definition of **monitoring practice**.

Language and literacy skills: Children's productive and receptive language skills on all levels: syntax (ability to form sentences), morphology (ability to form words), semantics (understanding the meaning of words/sentences), phonology (awareness of speech sounds), pragmatics (how language is used in different contexts), vocabulary. It also refers to children's (precursor) literacy skills, that is to say, all the skills related to reading and writing, such as recognising and writing letters and words, understanding pictures, etc.

Learning standards: Standards regarding child outcomes or child development set at a national or regional level. The standards set clear expectations that children need to meet on different developmental subjects, e.g. numeracy, reading, motor skills.

Legal entitlement to ECEC: Two types of legal entitlement to ECEC are distinguished (as defined in Eurydice, 2013):

- **Universal legal entitlement**: Statutory duty for ECEC providers to secure (publicly subsidised) ECEC provision for all children living in a catchment area whose parents, regardless of their employment, socio-economic or family status, require an ECEC place.
- **Targeted legal entitlement**: Statutory duty for ECEC providers to secure (publicly subsidised) ECEC provision for children living in a catchment area who fall under certain categories. These categories can be based on various aspects, including the employment, socio-economic or family status of their parents.

Local level or local authorities: The local level is a decentralised level of ECEC governance. It is located at city/town level in the vast majority of countries. In some countries, the municipalities take the main responsibility for ECEC.

Minimum quality standards: The minimum benchmark for structural aspects of ECEC settings to ensure a minimum level of quality. These are often aspects of ECEC that can be regulated relatively easily (e.g. staff-child ratio, space, group size and qualifications of ECEC staff).

Motor skills: The ability to perform complex muscle and nerve acts that produce movements, the ability to co-ordinate the body. It refers to both fine and gross motor skills and awareness of their own body. Fine motor skills include small movements such as drawing and writing, crawling or putting shoes on. Gross motor skills are large movements like walking and kicking, running and cycling.

Monitoring: The process of systematically tracking aspects of ECEC services, staff, child development and curriculum implementation, with a view toward data collection, accountability and/or enhancing effectiveness and/or quality.

Monitoring practice: The main activity/ies involved in monitoring, such as inspections or self-assessments. There are two different types of monitoring practices:

- **External monitoring practices**: Any monitoring practices conducted by evaluators/ assessors/ actors who are not part of the ECEC service that is being monitored. These can include inspections, surveys completed by people who are not employed by the ECEC setting that is being monitored, or peer reviews conducted by external staff (peer review of a person working in one ECEC setting by a person not working in that ECEC setting).
- **Internal monitoring practices**: Any monitoring practices conducted by evaluators/ assessors/ actors who are part of the ECEC service that is being monitored. These can include self-evaluations of staff working in ECEC settings (teachers, managers, care givers, etc.) or peer reviews conducted by internal staff (among colleagues in the same setting).

Narrative assessments: Descriptions of the development of a child through narratives/ stories. Narrative assessment is a more inclusive approach to assessing child development, as it involves not only professionals but also the children's work, and can also include inputs or feedback from parents. It is a combination or package of what a child has done and learned, such as examples of drawings and exercises, feedback from staff, and staff planning or example practices. Portfolios or storybooks of children's development are well-known examples of narrative assessment practices (see also **portfolio** and **storytelling**).

National level/national authorities (also referred to as **central level or central authorities)**: The authorities responsible for ECEC at the highest level of governance in a country. Depending on the governance structure of the country, those authorities may or may not exert the key power of decision over ECEC policies and implementation. In countries where the education governance is federalised, such as Belgium and the United Kingdom, regional authorities are responsible for ECEC governance (See Regional level/regional authorities).

Numeracy: The ability to reason and to apply simple numerical concepts and understand numbers. Basic numeracy skills consist of knowing and recognising space, shapes, location and direction, the basic properties of sets, quantity, order and number concepts, time and change, being able to count, to comprehending fundamental mathematics like addition, subtraction, multiplication and division.

Observation: Observation is a method to collect information on a subject from an outsider's perspective. It can be used for a specific purpose (e.g. inspection, peer review) or can be open-ended (e.g. to document a child's progress for parents).

Other private entities: Include private businesses and non-profit organisations, e.g. religious organisations, charitable organisations, and business and labour associations.

Peer review: an assessment process of a colleague's work and practices. This can be done internally (by an internal colleague or a manager) or externally (by a colleague or a manager not working in the same setting).

Portfolio: A collection of pieces of work that can tell a story of child/staff progress or achievement in given areas.

Practical skills: Skills that involve active involvement of a child and refer to only those skills that children need in daily life such as lacing shoes, brushing teeth, etc.

Private setting: A setting administered/owned directly or indirectly by a non-governmental organisation or private person/organisation (church, trade union, business or other concern). Private settings may be publicly subsidised or not:

- **Private non-publicly subsidised setting**: A private setting that receives no funding from the public authorities. It is independent in its finances and governance; it is not dependent upon national or local government for financing its operations and is funded by private sources, which can be tuition charges/enrolment fees, gifts, sponsoring, etc.
- **Private publicly subsidised setting**: A private setting that receives some or all funding from public authorities. It is a setting that operates completely privately but receives public funding.

Process quality: What children actually experience in their programme – what happens within a setting, such as interactions between educators and children. It also consists of the relationships with parents, available materials and professional skills of staff.

Public setting: A setting administered and governed directly or indirectly by a public education authority and financed from public sources (as defined in Eurydice, 2013).

Rating scale: A set of categories designed to elicit information about a quantitative or a qualitative attribute. A common example is the 1-10 rating scale, in which a person (evaluator or assessor) selects the number that is considered to reflect the perceived quality or performance of the subject being monitored.

Regional level/regional authorities: A decentralised level of governance. It is located at state or province level in the vast majority of countries, and can be referred to as communities, *Länder*, cantons, states, etc. Regional authorities in federal countries are often responsible

for ECEC in their particular region. In this report, the French and Flemish Communities of Belgium, England and Scotland (United Kingdom) are considered as regional levels.

Registration of settings/provisions: The requirement to register the provision into a registry before it is able to operate and provide ECEC services. Registration can be conducted by government authorities or other professional bodies for registration.

Regulations/recommendations: Different kinds of official documents containing guidelines, obligations and/or recommendations for ECEC institutions. **Regulations** are laws, rules or other orders prescribed by public authority to regulate conduct. **Recommendations** are official documents proposing the use of specific tools, methods and/or strategies for teaching and learning. Their application is not mandatory (as defined in Eurydice, 2013).

Review: The process of examining, considering and judging a situation or process carefully in order to see, for example, if changes are necessary, analyse strengths and weaknesses, and look for improvement.

Science skills: All scientific subjects such as geography and natural science, as for example interest in and understanding of different cycles in nature, but also in the development of scientific knowledge, question scientific phenomena and the ability to draw conclusions about scientific subjects. Science also refers to the development of awareness of how science and technology shape and affect our material, intellectual and cultural environments and the ability to understand that we all are a part of nature's cycles.

Screening: A tool designed to identify problems or delays during normal childhood development. Usually involves a short test to tell if a child is learning basic skills when he or she should, or if there are delays. It can include some questions the professional asks a child or parent (depending on a child's age) or can involve talk and play with the child during an examination to see how he or she plays, learns, speaks, behaves and moves. Screening is often used to identify delays or problems, including learning disabilities, speech or language problems, autism, intellectual disability, emotional/behavioural conditions, hearing or vision impairment, or attention deficit hyperactivity disorder (ADHD).

Self-evaluation (or self-assessment): The process in which an ECEC setting evaluates its own performance regarding the accomplishment of certain goals or standards, or a process in which staff members assess their own skills and capabilities as a way to monitor progress, attain goals and foster improvement.

Sensitivity: The quality of understanding how a child feels, and the staff member's responsiveness to children's needs and emotions. The ability of a person (in this case a staff member) to respond and interact in a way appropriate to the age of the child and with care, warmth and attentiveness (adapted from Macmillan, 2014).

Service quality: The level of quality at setting/provision level. It is the level of quality provided by an ECEC setting, and refers to all the features that are regarded by a country/region/local authority to be of importance for quality, children's environments and experiences that are presumed to be beneficial to their well-being. This most often includes the use of a curriculum, staff characteristics, teacher or caregiver behaviours and practices, and the staff-child interactions that form the core of children's ECEC experiences, referred to in the literature as process quality. In addition, quality in most countries involves structural features of the setting, such as space, group size and other standards or regulations, e.g. safety standards (NCES, 1997; OECD, 2006; OECD, 2012a).

Socio-emotional skills: The emotional and social development of a child. It includes children's ability to express and regulate emotions, children's relations with others (including peers), play with others (including peers), self-concept, development of personality identity, self-efficacy and the personality of a child, which shapes his/her thinking, feeling and behaviour. It also refers to co-operation and solving problems together. Examples of socio-emotional development include the forming and sustaining of positive relationships, experiencing, managing and expressing emotions, and exploring and engaging with the environment.

Split system: ECEC services are governed by different ministries or authorities at national/regional level. In many countries with a split system, policies for "care" and "early education" have developed separately and fall under the responsibility of different authorities. Childcare and early education is provided as two different services and for different age groups. For instance, "childcare" for younger children refers most commonly to children under the age of 3 and "early education" most commonly to children of 3 years or older.

Staff-child ratio: The number of children per full-time member of staff. This can be a maximum (regulated) number, which indicates the maximum number of children that one full-time member of staff is allowed to be responsible for, or an average, that is, the average number of children a full-time staff member can be responsible for. Ratios can be either for main staff only (such as teacher or caregiver), but can also include auxiliary staff, such as assistants.

Standardised test: A test designed in such a way that the questions, conditions for administering, scoring procedures and interpretations are consistent and administered and scored in a predetermined, standard manner (OECD, 2012; Zucker, 2004). This means that the same test is given in the same way to all test takers. Standardised assessments are usually administered to large groups of children, and mainly for the purpose of measuring academic achievement and/or comparing members of a cohort (Rosenkvist, 2010) (see also **test**).

Storytelling (also see **narrative assessment**): The process of evaluating child development through telling stories. It usually involves different examples of work and feedback that tell the story of the child's development over a certain period of time.

Structural quality: Quality aspects that consist of "inputs to process-characteristics that create the framework for the processes that children experience". These characteristics are not only part of the ECEC location in which children participate, but part of the environment that surrounds the ECEC setting, e.g. the community. They are often aspects of ECEC that can be regulated, although they may include variables that cannot be regulated.

Subjective well-being: How children experience their own lives, i.e. how children perceive their material environment, their social relationships and their own abilities.

Subsidised services: Settings that receive grants/funding from the state or other public governmental bodies (e.g. regional/local authorities or municipalities) to finance operation of the ECEC service and ensure ECEC provision at reduced fees for parents or even for free.

Test: A formal assessment, often administered on paper or on computer, intended to measure children's knowledge, skills and/or aptitudes. Tests can be either standardised or not (see also **standardised test**).

Tool: See definition of **instrument**.

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ANNEX

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