

A woman with a child on her back is seen from behind, standing in a field of tall grass. She is holding a string attached to a colorful rainbow kite that is flying in the clear blue sky. The scene is bright and sunny, suggesting a pleasant day outdoors.

# Monitoring for equity

October 21, 2016

Kerry McCuaig  
Atkinson Centre, OISE, University of Toronto



## ECE Report built on 8 key policy elements in *Starting Strong II*

- 1) Systematic and integrated approach to ECE policy
- 2) Strong and equal partnership with the education system
- 3) Universal approach to access with particular attention to children in need of special support
- 4) Substantial public investment in services and infrastructure
- 5) Participatory approach to quality improvement and assurance
- 6) Appropriate training and working conditions for staff in all forms of provision
- 7) Systematic attention to data collection and monitoring
- 8) Stable framework and long term agenda for research and evaluation



# OECD policy elements adapted to Canadian context

- **5 Categories/equally weighted:** Governance, Funding, Access, Early Learning Environment, Accountability
- **19 Benchmarks**
  - Limited by the availability of consistent data across jurisdictions
  - Availability of similar information in future to allow for across time comparisons
- **Thresholds**
  - Influenced by those established by UNICEF (2008) and UNESCO (2010) to support international comparisons
  - Adapted to Canada – had been achieved, or be in development, in at least one jurisdiction



## Category 1 - Governance

OECD recommends:

- A central vision at the centre of ECE policy and a devoted ministry created to put the vision into reality
- A unified approach to bridging early education and elementary education
- Q: Is the oversight of early education split between multiple departments, or does it have coherent direction backed by policies with goals, timelines and sound service delivery?



## Oversight and policy

| Integrated Governance  | Mark |
|--|------|
| ECE under common department/ministry                         | 0.5  |
| Common ECE supervisory unit                                  | 0.5  |
| Common ECE policy framework                                  | 1    |
| Common local authority for ECE management and administration | 0.5  |



## Category 2 - Funding

OECD recommends:

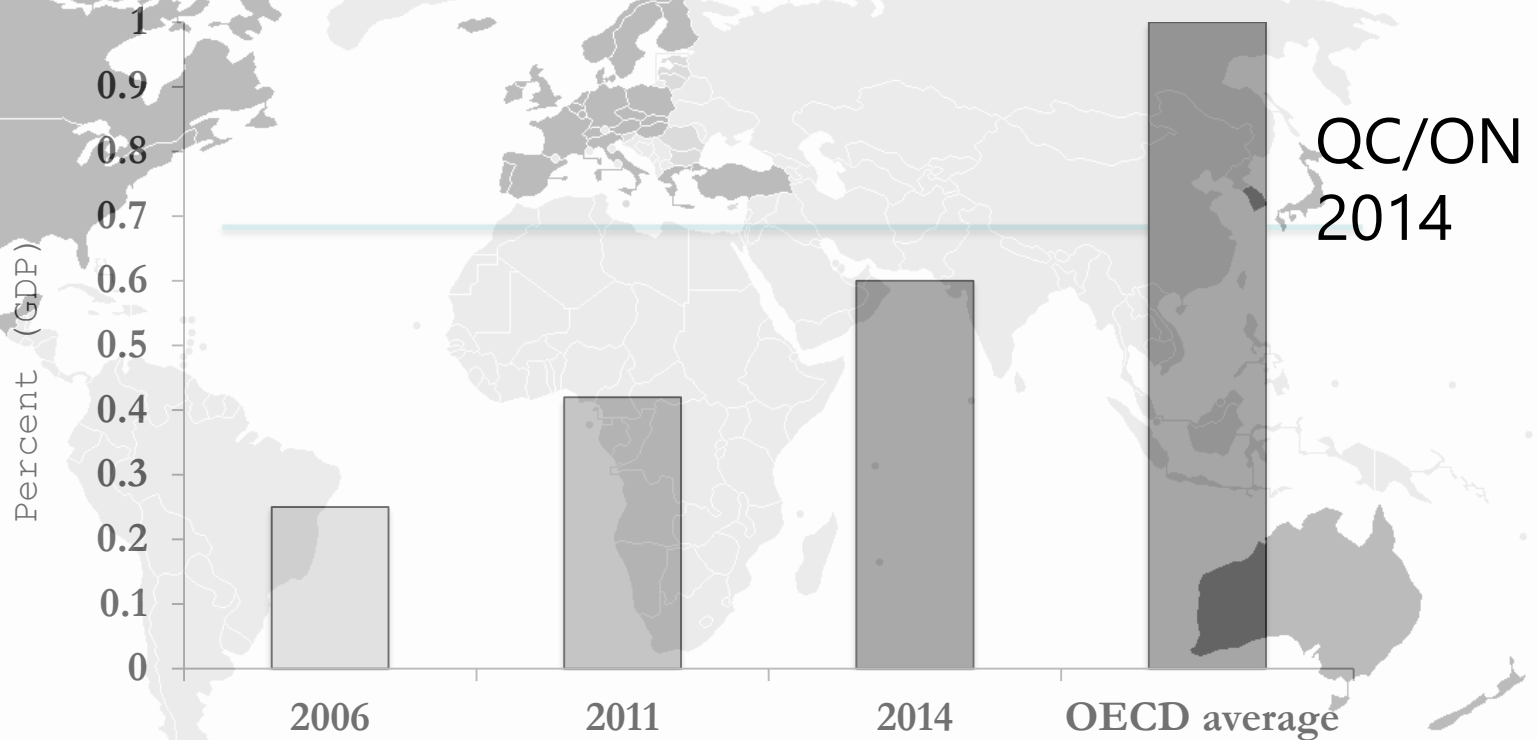
- An efficient means of funding a universal early education and care service prior to elementary school
- Substantial government investment in quality and infrastructure of ECEC
- ECEC recommended a minimum investment of 1% of GDP
- Q: Is funding adequate to support program quality and provide reasonable access?



## Funding to improve access and quality

| Funding  | Mark |
|--|------|
| At least two-thirds of child care funding goes to program operations | 1    |
| Mandated salary and fee scale  | 1    |
| At least 3% of budget devoted to ECE                                 | 1    |

# Change in Canada ECE Spending as a Percentage of the GDP







## Category 3 - Access

OECD recommends:

- Universal access to ECEC with attention given to appropriateness and equality
- Q: Are there enough programs to meet demand? Are barriers to participation addressed?



## Equitable access

| Access  | Mark |
|---|------|
| Full-day kindergarten offered                                   | 1    |
| 50% of 2-4-year-olds regularly attend an ECE program            | 1    |
| Funding is conditional on including children with special needs | 1    |
|   |      |



## Category 4 – Learning Environment

OECD recommends:

- Devise ECEC regulatory standards and a participatory process to ensure quality
- Involve stakeholders: parents, families and professionals
- High quality training and strategies to recruit and retain a well-qualified, diverse workforce
- *“Ensure a satisfying, respected and financially viable career in this field ” (pg. 158)*
- **Q: Is quality supported by curricula, program standards and trained, adequate & respected staffing?**



# Quality in the early learning environment

| Learning environment   | Mark |
|--|------|
| Early childhood curriculum/framework                                 | 0.5  |
| Alignment of EC framework with kindergarten                          | 0.5  |
| Programs for 2-4-year-olds require 2/3 staff with ECE qualifications | 0.5  |
| Kindergarten educators require ECE qualifications                    | 0.5  |
| Salaries of ECES are 2/3 of teacher salary                           | 0.5  |
| ECE professional certification/professional development required     | 0.5  |



## Category 5 - Accountability

OECD recommends:

Systematic procedure to collect and provide consistent and comparable information on newborns to 6 year olds

- Eradicating the lack of data for children under the age of 3
- Strengthen the essential elements of national research
- Develop a range of instruments and procedures sensitive to the complex dynamics of early childhood environments (e.g. cost benefit analysis, information dissemination, etc.)
- **Is there constant quality improvement supported by data collection and the monitoring and reporting of child outcomes? Is research supported and the findings incorporated into practice?**

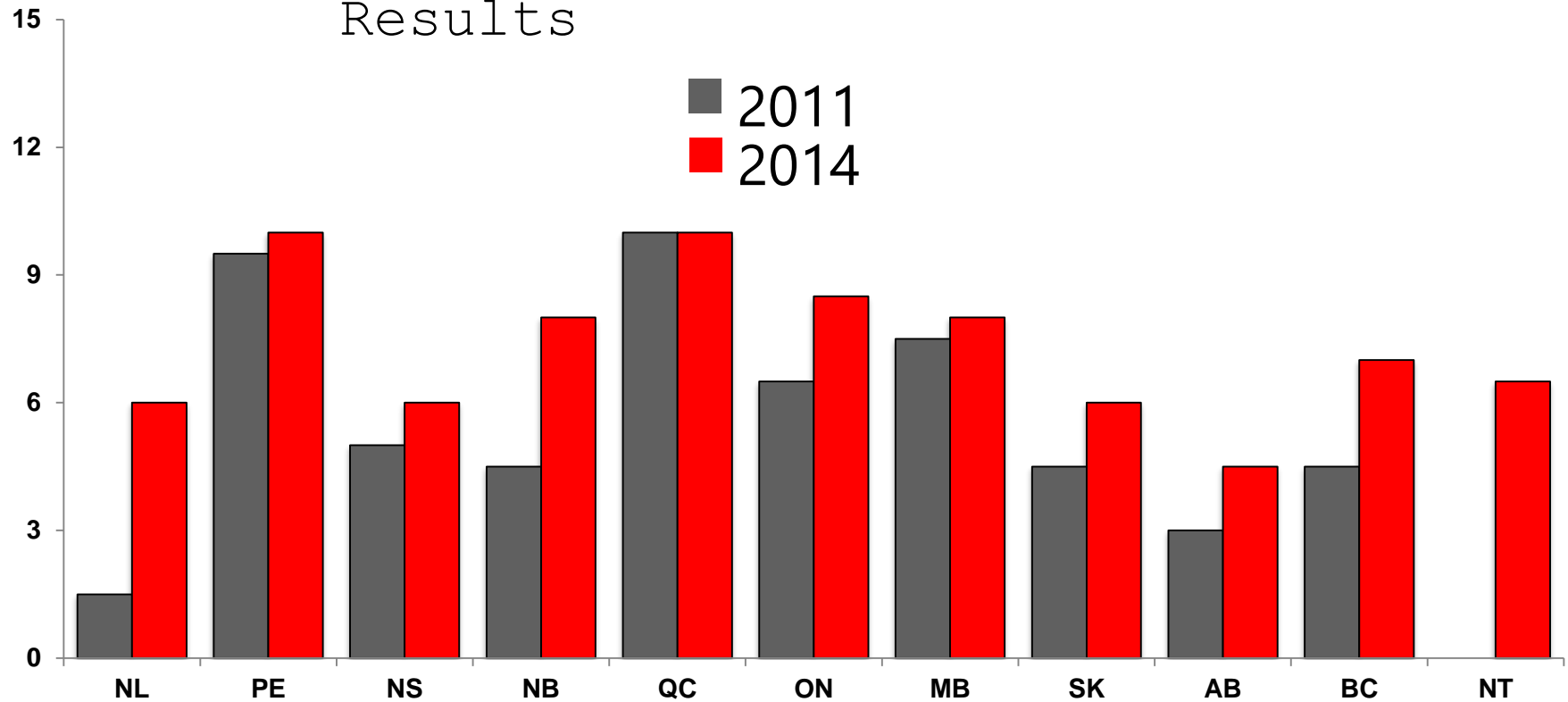


## More attention to monitoring

| <b>Accountability</b>  | <b>Mark</b> |
|--|-------------|
| Annual progress reports posted (2011 or later)                           | 1           |
| Program standards for ECE programs (including kindergarten)              | 1           |
| EDI or population measures for preschool learning collected and reported | 1           |
| <b>Total score</b>   | <b>15</b>   |

# More attention to Early Childhood Education

## Change in ECE Report Results



# EDI - Background

- Full name: "Early Development Instrument: A Population-based Measure for Communities"
- Developed 1998-2000 at McMaster University under leadership of Dr. Dan Offord
- First piloted in North York (Toronto) with support from HRDC
- Starting in 1999, 5 UEY projects in MB, SK, BC, NL, PE, used the EDI along with NLSCY and service availability to map community profiles. EDI data have been gathered to date in most of Canada
- Also used across Australia and piloted in 12 other countries
- Owned by the Offord Centre for Child Studies (OCCS)
- OCCS licenses its use and maintains a repository of results to monitor national and international norms



# The tool

- A teacher-completed instrument measuring children's readiness for school. Collected on kindergarten-aged children during second half of the school year.
- Consists of 104 core questions grouped into five scales and two indicators of special skills and special problems:
  - physical health and well-being
  - social knowledge and competence
  - emotional health/maturity
  - language and cognitive development
  - general knowledge and communication skills
- Teacher also fills in the child's pre-K care experiences
- Additional scale on 'cultural identity' published (2012)
- Takes about 20 minutes per child to complete

# Indicator: Children vulnerable in areas of development

- Population based measure of developmental outcomes achieved during the first 5 years of life. Suppressed for smaller communities.
- Rates of vulnerability calculated as the proportion of children who fall in the bottom 10% on at least one of the five developmental domains
- Determinant of health and well-being in later life
  - Adverse experiences in early life are associated with poorer educational attainment, economic self-sufficiency, poorer physical and mental health
  - Early outcomes are important markers of the welfare of children, and are associated with economic and social trends

# Process

- Majority of EDI data is processed by OCCS
- Offord provides standard reports consisting of four documents:
  - Demographic frequency tables and simple comparisons for all students in the sites (e.g., girls vs. boys);
  - Descriptive reports;
  - Behavioural profiles of children with the highest and lowest scores for each scale;
  - School-level reports, 1-page summaries for each school, including frequencies of all demographic variables, means, standard deviations, and percentages of students scoring in various percentile ranges for each scale.

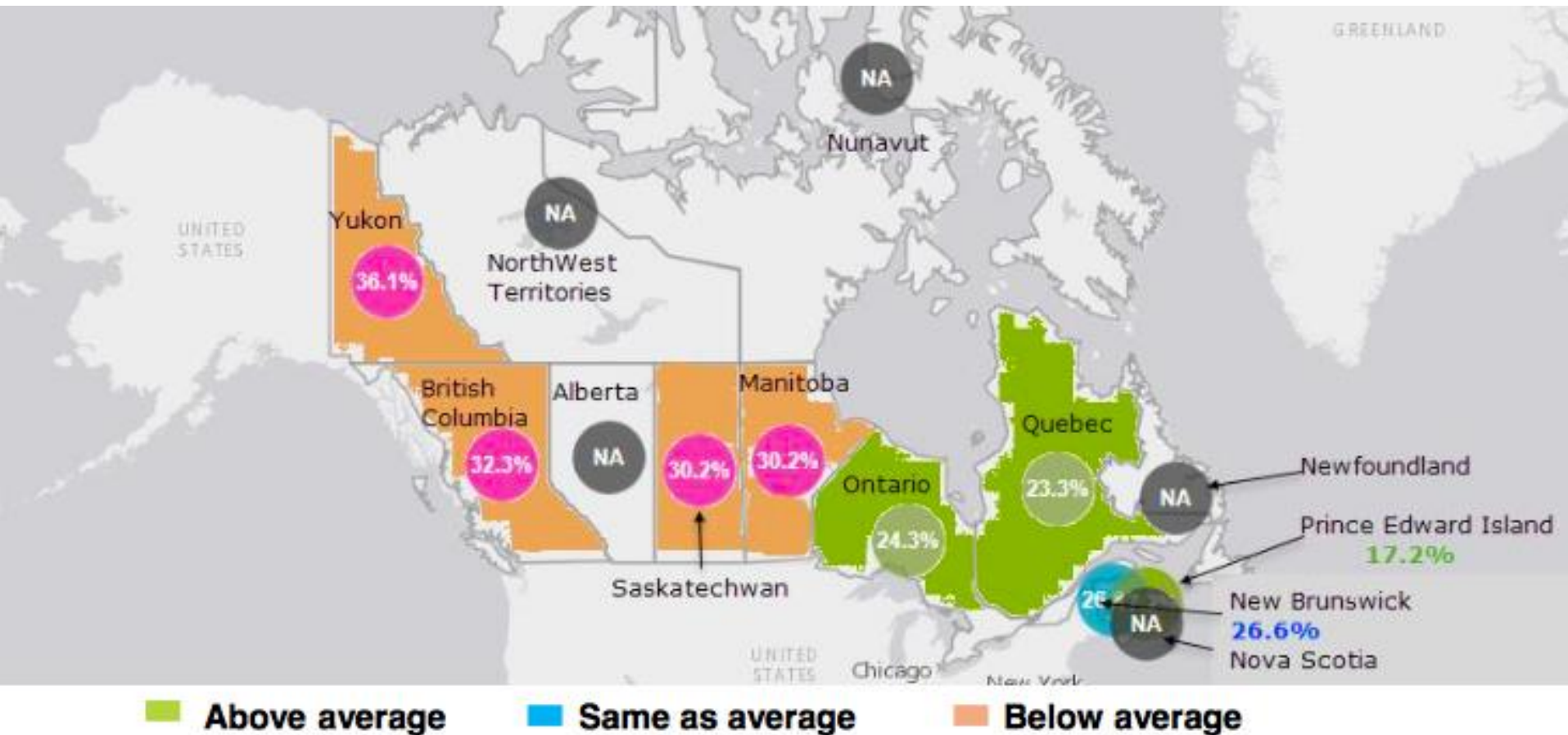
# Vulnerability rate in Canadian children



of Canadian children are  
**vulnerable in 1 or more  
areas of development**  
prior to entering Grade 1

*\* A lower percentage of children considered vulnerable at school entry is a positive indicator of healthy development at age 5*

# Rates of vulnerability by province/territory



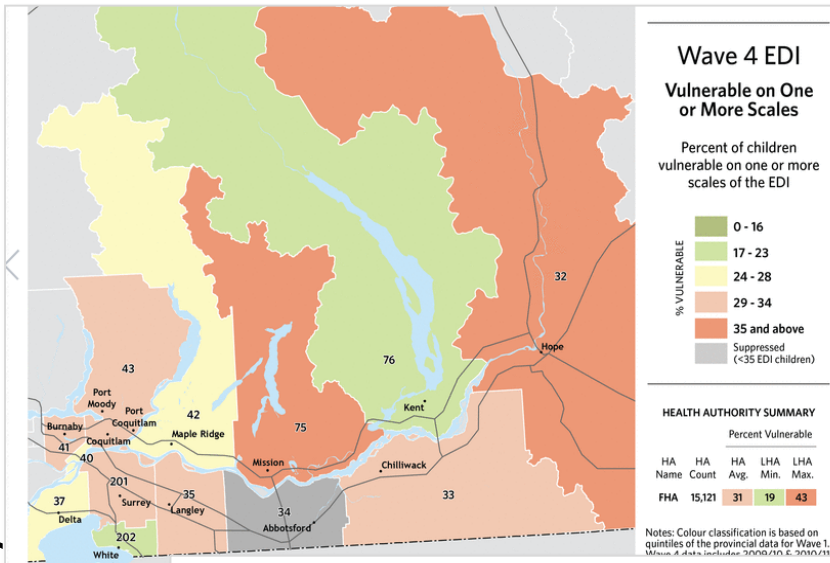
*May 2016-New Provinces to be Included AB, NWT, NFLD, NS*




## Early Development Instrument (EDI)

### Community Needs Report - Emotional Domain Planning Initiative

*Investigate the flags that arose when the EDI Results for the emotional maturity domain were presented to the community on January 11, 2008. Recommend preventative programs/services to address these flags and improve children's healthy emotional development in our community.*

### Sub-Domain Analyses

As the EDI has been collected province-wide (all of Manitoba's public school divisions) for three years (2005/06, 2006/07 and 2008/09), it is now possible to examine trends and comparisons, using statistical significance testing. The following data graphs provide additional analyses regarding the domains of the EDI. Each EDI domain contains results for its subcategories, or **sub-domains**. Sub-domain data provides a more detailed examination of Manitoba's EDI data.

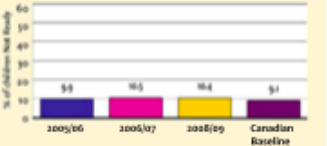
The following bar graphs provide a 3 year trend analysis for the **Not Ready** results of the sub-domains for Manitoba's EDI data, and a comparison analysis between Manitoba's baseline and the Canadian baseline Not Ready results.

The following graphs illustrate the Not Ready results for **Physical Health and Well-Being** sub-domains for Manitoba under time:

#### Physical readiness for school day

Not Ready in this sub-domain means children come unprepared for the school day (e.g. being dressed inappropriately for the weather; or coming to school late, hungry, and/or tired.)


When we look at the yearly trend from 2005/06 to 2008/09, the "not ready" results in Manitoba have no significant trend in this sub-domain. When we compare Manitoba with Canada, Manitoba shows a "higher proportion of children 'not ready' in this sub-domain compared to Canada.

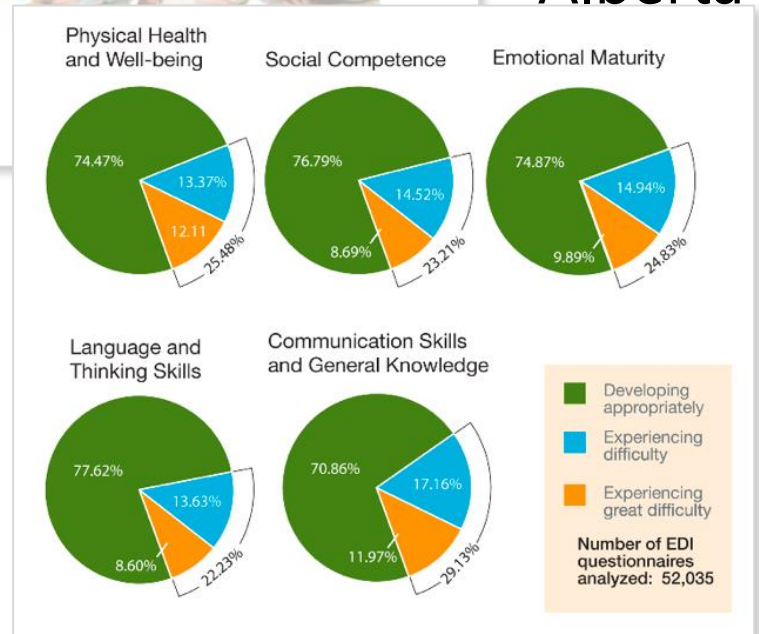


#### Physical independence

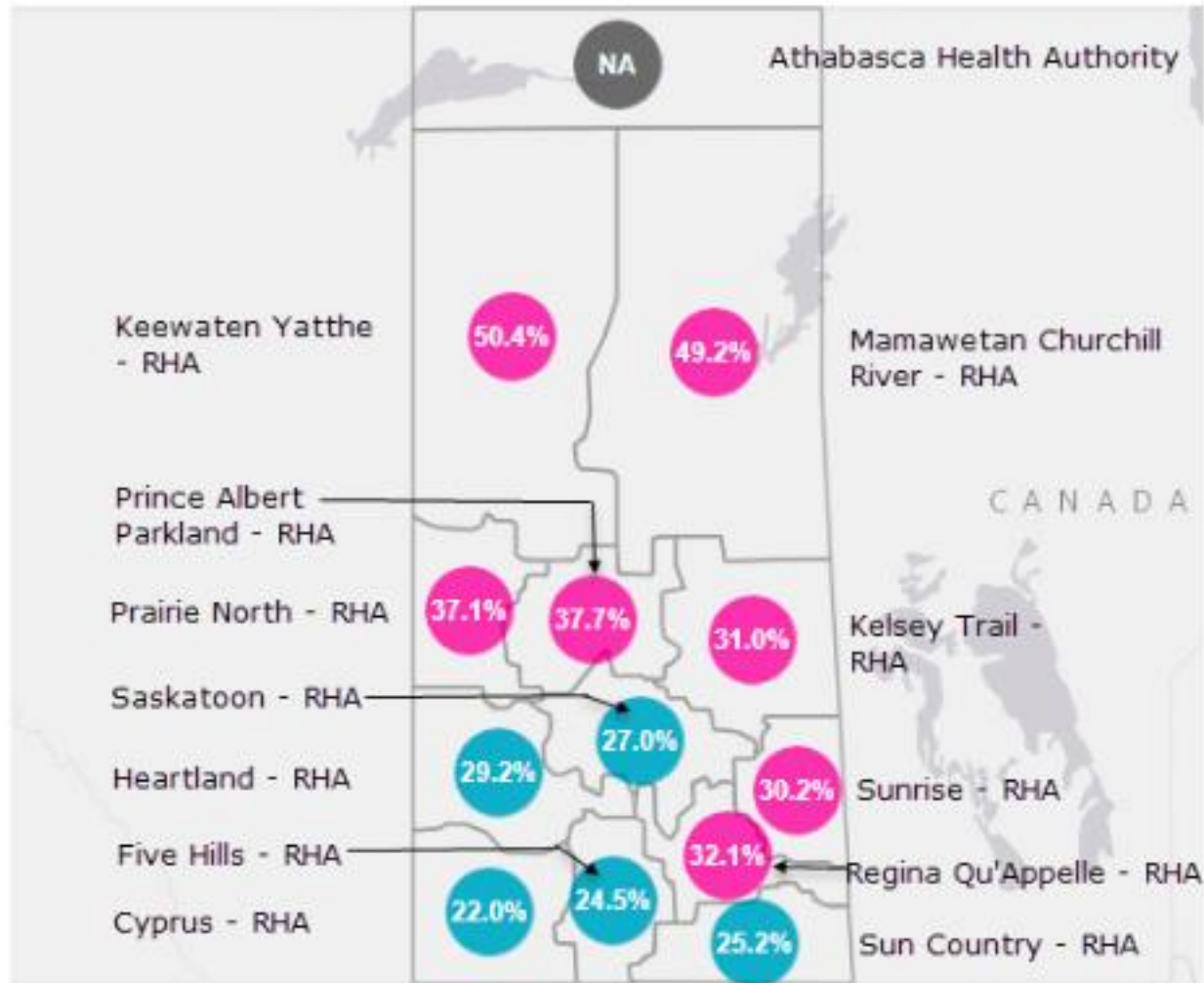
Not Ready in this sub-domain means children range from those who have not developed one of the three skills (independence, handedness, coordination) and/or suck a thumb, to those who have not developed any of the skills and suck a thumb.

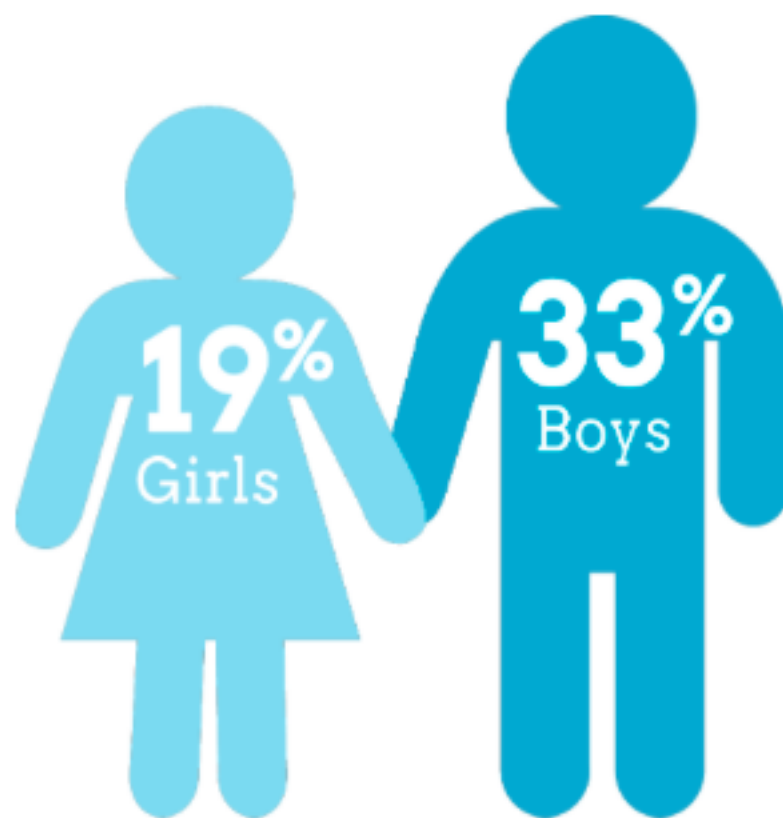
When we look at the yearly trend from 2005/06 to 2008/09, the "not ready" results in Manitoba have "increased in this sub-domain. When we compare Manitoba with Canada, Manitoba shows a "higher proportion of children 'not ready' in this sub-domain compared to Canada.





# Rates by region



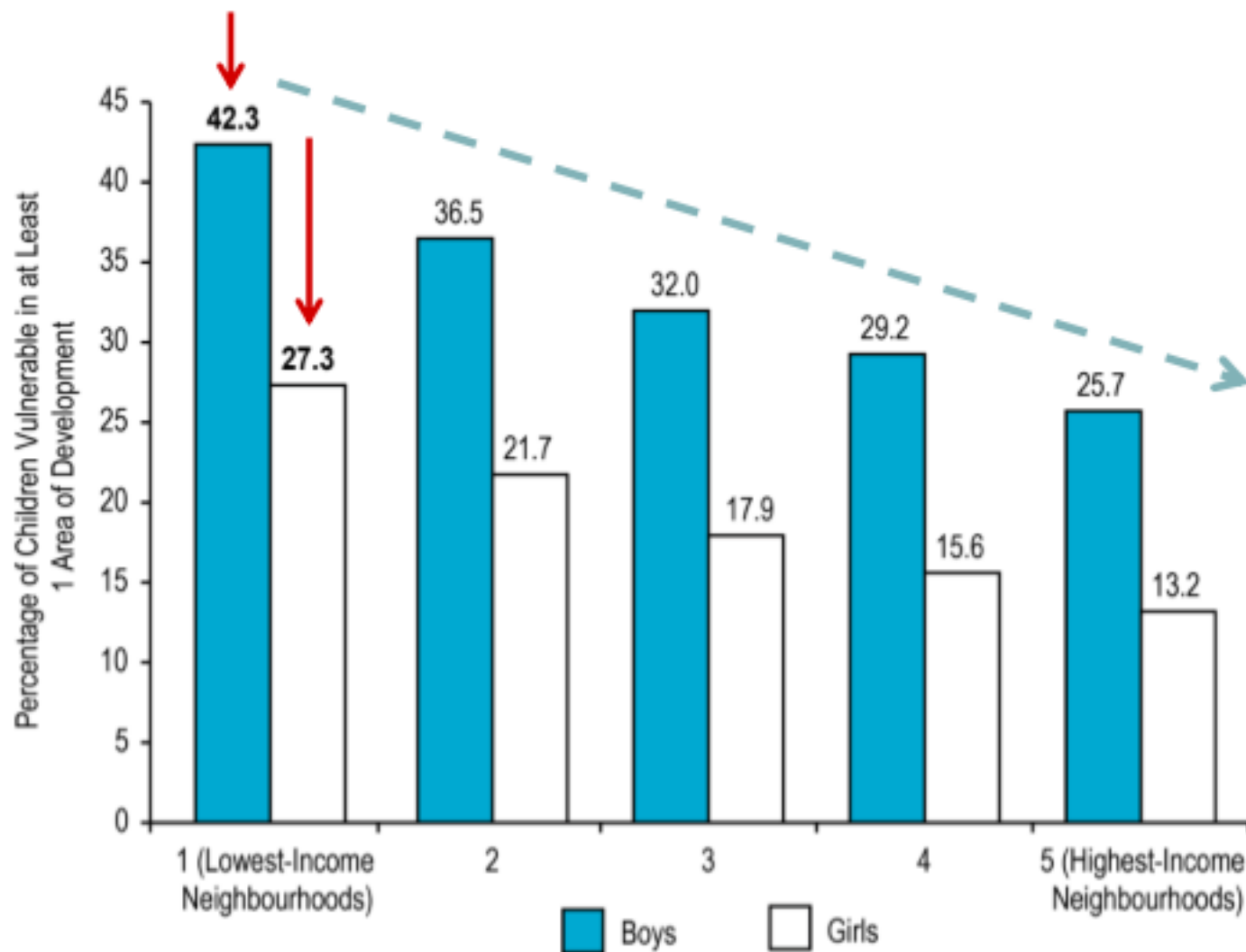


**Girls were less likely to be vulnerable at age 5 than boys.**

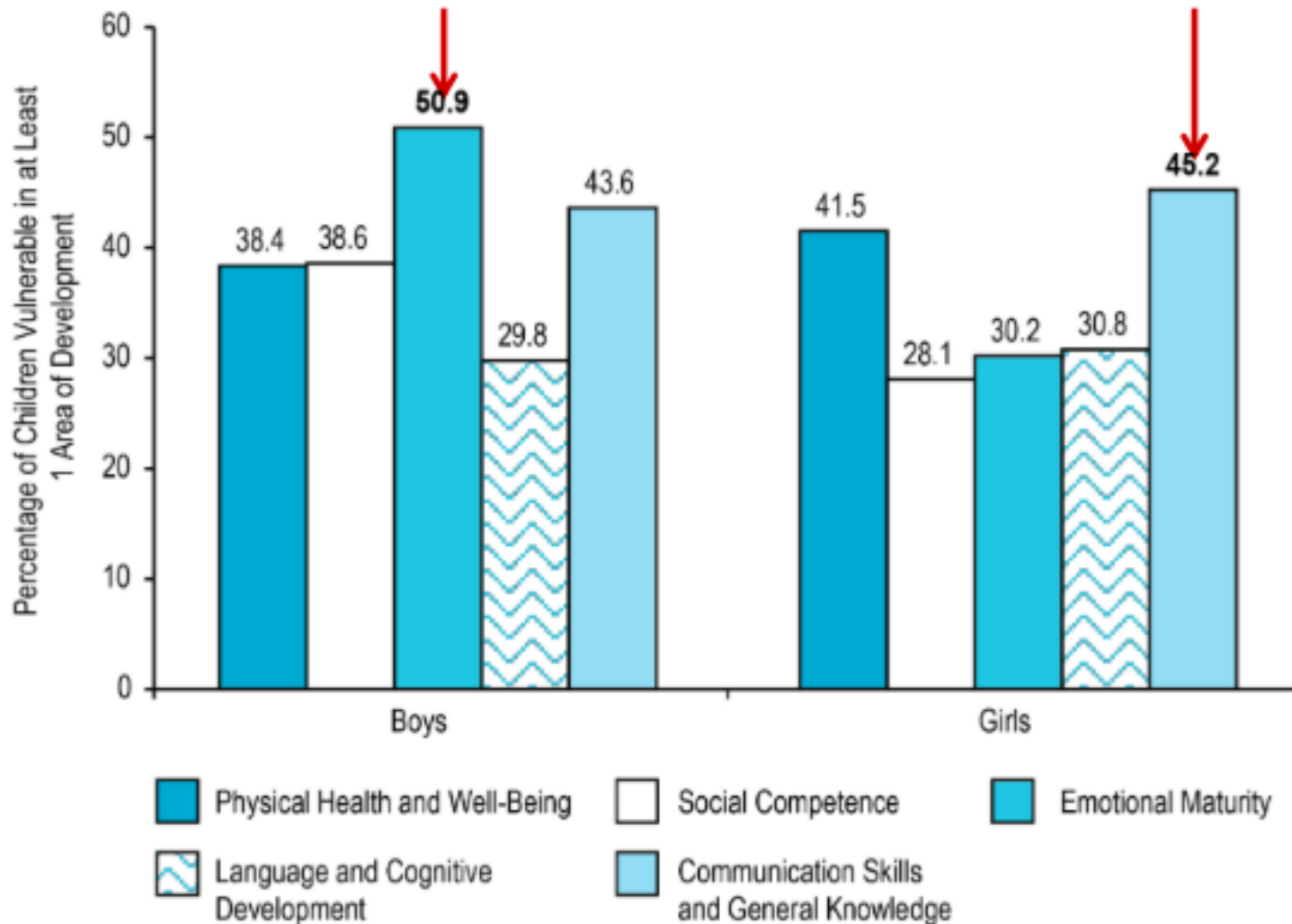




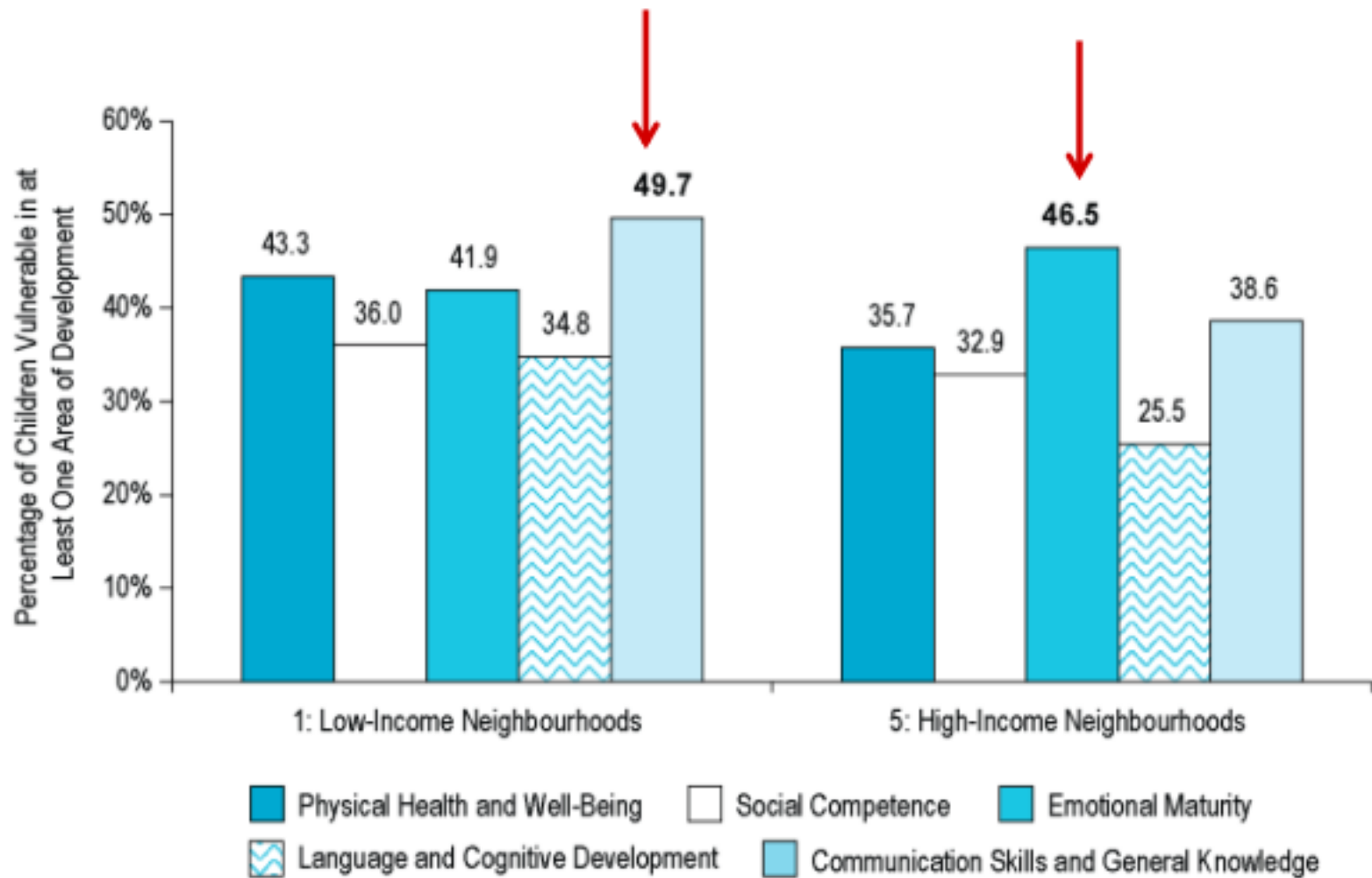
**Children in low-income neighbourhoods showed a higher vulnerability rate than those in high-income neighbourhoods**



**Boys in the lowest-income neighbourhoods had higher vulnerability rates than girls**



**Boys had highest vulnerability in Emotional Maturity; Girls in Communication Skills and General Knowledge**



**Children in low-income neighborhoods had highest vulnerability in Communication Skills and General Knowledge; whereas those in high-income neighbourhoods in Emotional Maturity**

# Key Messages

Variability in vulnerability rates found across provinces

Neighbourhood, income and sex are strong predictors of vulnerability

Vulnerability in children follows the income gradient and is more pronounced in boys than girls

Programs and policies exist across all P/Ts that have some impact on child outcomes

Integrated approaches with proportionate universalism are needed across all P/T (universal programs for ECE but with a scale and intensity that is proportionate to the level of disadvantage)

# Purpose of EDI

- Designed to enhance community awareness of the early years by providing community level data
- Allows communities to act on behalf of young children in an informed manner

The EDI can...

- Report on populations of children in different communities
- Monitor populations of children over time
- Predict how children will do in elementary school

The EDI cannot...

- Provide a clinical diagnosis

The EDI was not designed to measure excellence or high levels of ability, so ceiling effects are likely

# EDI – Collection years

|           |                  |   |
|-----------|------------------|---|
| <b>BC</b> | 2001-04          | 2004, 2006, 2008, 2010, 2012.<br>Wave 6 - Small schools annually;<br>larger schools every 2-3 yrs |
| <b>AB</b> | 2009             | 2011/13, 2016 & 2019  |
| <b>SK</b> |                  | 2009, 2010, 2011  |
| <b>MB</b> | 1999, 2003, 2004 | 2005, 2006, 2007, 2009, 2011,<br>2013,2015  |
| <b>ON</b> | 1999             | 2004, 2007, 2009, 2012, 2014/15   |
| <b>QC</b> | 2006, 2007, 2009 | 2012  |
| <b>NB</b> | N/A              | N/A   |
| <b>NS</b> | 2006-11          | 2013  |
| <b>PE</b> | 1999             | 2008  |
| <b>NL</b> | 2007, 2010, 2011 | 2013  |
| <b>NU</b> | 1999             |   |
| <b>NT</b> |                  | 2012, 2013,2014.2015  |
| <b>YK</b> |                  | 2010, 2011, 2012  |

# EDI – Collection cycles

|           |  |
|-----------|--|
| <b>BC</b> | 1-3 yr waves                           |
| <b>AB</b> | 3 yr                                   |
| <b>SK</b> | 1-2 yr                                 |
| <b>MB</b> | 2 yr                                   |
| <b>ON</b> | 3 yr – moved to single collection year |
| <b>QC</b> | 5 years                                |
| <b>NB</b> | -----                                  |
| <b>NS</b> | TBD                                    |
| <b>PE</b> | -----                                  |
| <b>NL</b> | TBD                                    |
| <b>NU</b> |  |
| <b>NT</b> | Annually                               |
| <b>YK</b> | Annually                               |



# EDI – Continued?

|           |     |
|-----------|-----|
| <b>BC</b> | Y   |
| <b>AB</b> | Y   |
| <b>SK</b> | Y   |
| <b>MB</b> | Y   |
| <b>ON</b> | Y   |
| <b>QC</b> | Y   |
| <b>NB</b> | N   |
| <b>NS</b> | TBD |
| <b>PE</b> | N   |
| <b>NL</b> | TBD |
| <b>NU</b> | N   |
| <b>NT</b> | Y   |
| <b>YK</b> | Y   |

# EDI – Funder

|           |  |
|-----------|--|
| <b>BC</b> | Children & Family, Education, Health   |
| <b>AB</b> | Education/ Health  |
| <b>SK</b> | Ministry of Education (Early Years Branch)   |
| <b>MB</b> | Healthy Child Manitoba Office (HCMO)   |
| <b>ON</b> | MCSS/MCYS since 2004, Kindergarten Parent Survey since 2010.<br>Plans to move to Education     |
| <b>QC</b> | Montreal, Public Health Montreal; Avenir d'Enfant sites; PW: Health, Family, Education, & ISQ. |
| <b>NB</b> |  |
| <b>NS</b> | Ministry of Education  |
| <b>PE</b> | HRDC UEY, Education, 2008  |
| <b>NL</b> | Department Education, Division of Early Childhood Learning                                     |
| <b>NU</b> | HRDC   |
| <b>NT</b> | Department Education Culture and Employment  |
| <b>YK</b> | Department of Education  |

# EDI – Analyze

|           |   |
|-----------|---|
| <b>BC</b> | HELP  |
| <b>AB</b> | ECMap                                       |
| <b>SK</b> | Offord Centre                               |
| <b>MB</b> | Offord Centre, HCMO                         |
| <b>ON</b> | Offord Centre working with 53 regional DACs |
| <b>QC</b> | Offord Centre for AE; ISQ for province,     |
| <b>NB</b> |   |
| <b>NS</b> | Offord Centre                               |
| <b>PE</b> | Offord Centre                               |
| <b>NL</b> | Offord Centre                               |
| <b>NU</b> |   |
| <b>NT</b> | Offord Centre                               |
| <b>YK</b> | HELP  |

# EDI – Link data

|           |   |
|-----------|---|
| <b>BC</b> | (BCPop) Health and education data and longitudinally with FSA.  |
| <b>AB</b> | Mapping: SES, community services  |
| <b>SK</b> | Mapping: SES, community services  |
| <b>MB</b> | Manitoba Population Health Data Repository: SES, birth data, school data, community services  |
| <b>ON</b> | <b>Institute for Clinical Evaluative Science (ICES):</b><br>Varies by region. SES, birth data, demographics. School boards may link to student test results |
| <b>QC</b> | Institut de la statistique du Québec: health, SES, welfare, service use   |
| <b>NB</b> | New Brunswick Health Council: 43 indicators   |
| <b>NS</b> |   |
| <b>PE</b> |   |
| <b>NL</b> |   |
| <b>NU</b> |   |
| <b>NT</b> |   |
| <b>YK</b> |   |

## EDI – Analyzed reports go to

|           |  |
|-----------|--|
| <b>BC</b> | School districts, community coalitions   |
| <b>AB</b> | Community coalitions/ then online  |
| <b>SK</b> | Schools boards   |
| <b>MB</b> | Community coalitions/ school divisions   |
| <b>ON</b> | DACs, school boards, also to community planning tables, or regional governments (on request) |
| <b>QC</b> | AE sites, Public Health Montreal, provincial reports, schools, municipalities                |
| <b>NB</b> |  |
| <b>NS</b> | Schools, school districts  |
| <b>PE</b> |  |
| <b>NL</b> | Schools, school districts  |
| <b>NU</b> |  |
| <b>NT</b> | School districts   |
| <b>YK</b> | Schools, school districts  |

# EDI – Used by

|           |  |
|-----------|--|
| <b>BC</b> | Community coalitions; school boards & ministries   |
| <b>AB</b> | Community coalitions   |
| <b>SK</b> | School boards  |
| <b>MB</b> | Community coalitions, schools & ministries for planning  |
| <b>ON</b> | Community coalition, schools for internal planning, indicator for poverty reduction strategy, some municipal governments |
| <b>QC</b> | AE sites; provincial and regional planning   |
| <b>NB</b> |  |
| <b>NS</b> | School boards  |
| <b>PE</b> |  |
| <b>NL</b> | School boards  |
| <b>NU</b> |  |
| <b>NT</b> | School boards  |
| <b>YK</b> | School boards  |

# EDI – Active parent consent

|           |   |
|-----------|---|
| <b>BC</b> | N |
| <b>AB</b> | Y |
| <b>SK</b> | N |
| <b>MB</b> | N |
| <b>ON</b> | N |
| <b>QC</b> | N |
| <b>NB</b> |   |
| <b>NS</b> | N |
| <b>PE</b> |   |
| <b>NL</b> | N |
| <b>NU</b> |   |
| <b>NT</b> | N |
| <b>YK</b> | N |

# First Nations collection

|           | <b>First Nations collection</b>   | <b>Analyzed</b>  | <b>Reported</b>  |
|-----------|---|--|--|
| <b>BC</b> | Some on reserve schools   | HELP in association with Aboriginal Education committees | By language territories or school districts  |
| <b>AB</b> | Under discussion  |  |  |
| <b>SK</b> | Under discussion  |  |  |
| <b>MB</b> | HCMO supports collection in 13 FN schools                                   | FN Education Resource Centre with support from HCMO      | As part of HCMO reports  |
| <b>ON</b> | By direct agreement with the Offord Centre and First Nations Band Councils. | Offord Centre  | According to agreements for FN schools and as part of demographic information for FN children living off reserve |
| <b>QC</b> | Some by agreement   |  |  |
| <b>NB</b> | N/A   |  |  |
| <b>NS</b> | N/A   |  |  |
| <b>PE</b> | No  |  |  |
| <b>NL</b> | N/A   |  |  |
| <b>NU</b> | N/A   |  |  |
| <b>NT</b> | All schools are part of Education department                                | All data are treated the same                            | At the school board level for internal use in program, service and support planning                              |
| <b>YK</b> | All schools are part of Education department                                | All data are treated the same                            |  |

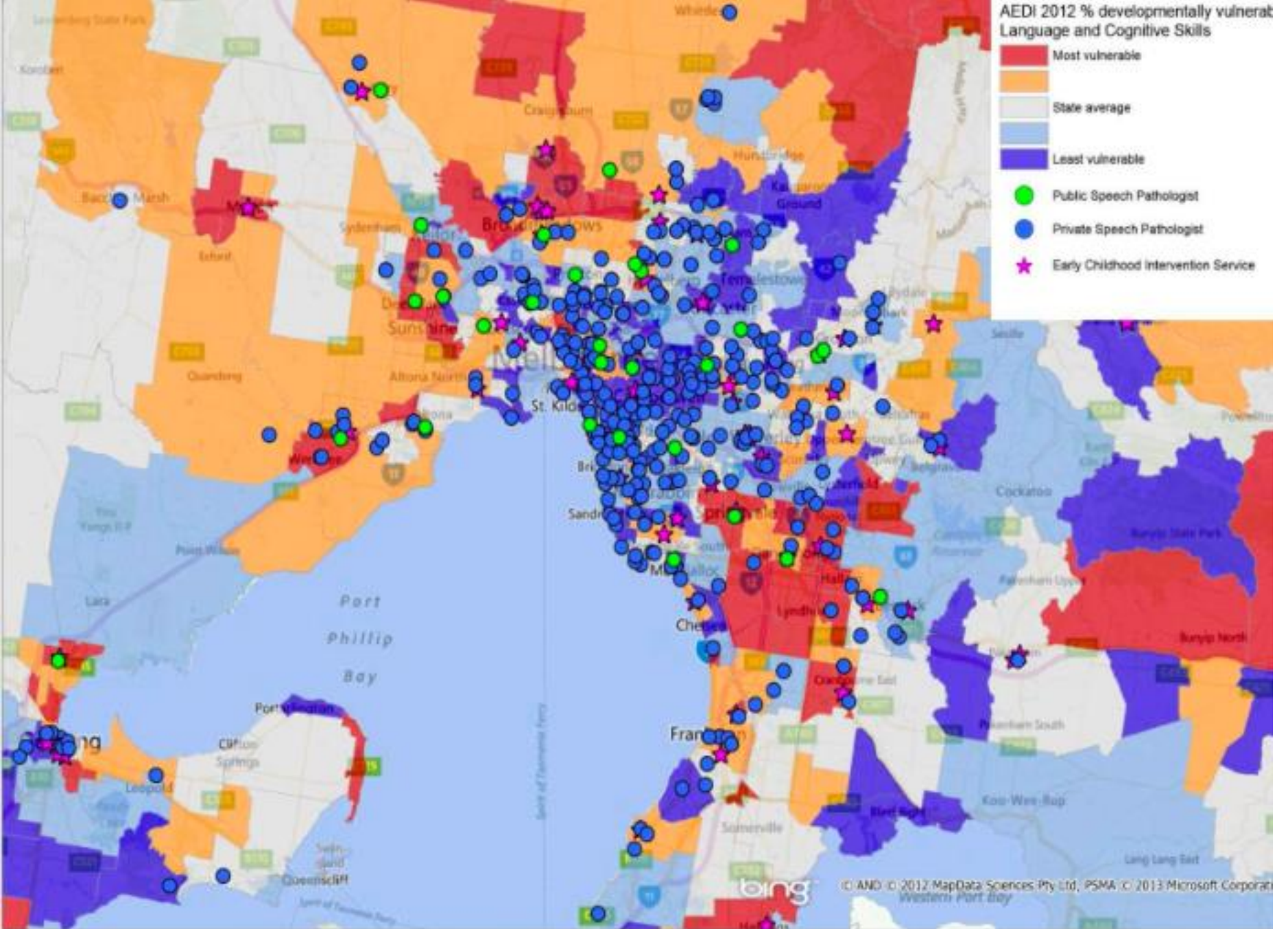


# Australian EDI

Piloted 2004 to 2008, implemented nationwide in 2009. Community discussions of EDI results have produced a range of local actions:

- Nutrition centres
- Parenting information
- Community coalitions
- Summer programs in schools
- Training for child minders
- Expanded speech therapy, child psychology services and prenatal health care
- Community supported play groups

Results were also used to focus preschool curriculum on developmental needs and to target existing



Source: NHMRC CRE in Child Language, 2014

# Pluses and minuses

- EDI is widely credited with increasing community awareness of early childhood issues and engaging the community in working toward solutions.
- Coalitions among service providers and advocates were created, strengthened and better focused.
- Funding constraints and program rules make it difficult to adapt programs based on EDI results, making it difficult to maintain community enthusiasm.
- Data have been used inappropriately or have been taken wrongly as a poor reflection on schools.
- Some service providers and advocates have not accepted the validity of EDI results.