Defining, Assessing and Supporting the Quality of Education and Care for Babies and Toddlers in Centre Based Childcare

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Introduction
In South Australia, in 2001, a relationship-based curriculum framework was introduced, specifically for children aged birth to three years. The framework was part of a public education, statewide birth to Year 12 curriculum initiative, to enhance quality and improve the experiences and outcomes for children in centre-based childcare.

A doctoral research study (supported by an Australian Research Council grant, the Department of Education and Children’s Services (DECS) and the University of South Australia was undertaken to assess the effectiveness of the curriculum framework. This involved defining and measuring curriculum quality using four variables (educators’ pedagogy, relationships with children, children’s involvement and well-being). The Leuven Involvement Scale for Toddlers and three especially developed instruments were used to define and assess changes in the variables. The study provided strong evidence of the nexus between educators’ relationships and pedagogy, and children’s well-being and involvement.

As a result of the research study, DECS has introduced a number of strategies to provide ongoing support for the quality of care. The research instruments will be refined as self-assessment tools and guides for educators. The four variables of curriculum quality are being described and operationalised in user-friendly, self-paced resources for childcare educators and a childcare practitioner research project has been undertaken. The practitioner research project involved twelve selected childcare centres being supported to engage in a twelve-month project to examine their pedagogy and relationships with young children for sustainable pedagogical change, leading to enhanced well-being and involvement for young children.

Background to the Study
In 2001, all childcare centres in South Australia were provided with a free copy of The South Australian Curriculum, Standards and Accountability Framework (SACSA), as part of a state wide single, cohesive birth to Year 12 curriculum initiative of the South Australian Department of Education, Training and Employment (DETE), now DECS. DECS does not have the jurisdiction to mandate the use of the SACSA framework in the childcare sector as it does in preschools and schools. It has a legislative responsibility and concern for the operational standards of childcare and for the quality of early education and care. Hence,
DECS invested significant resources in the development and implementation of the framework in the childcare sector. As the research study for my doctoral degree, I undertook to evaluate the difference that the use of the framework made to the quality of young children’s curriculum in some long day childcare centres. In evaluating the quality of curriculum in childcare, it is fundamental that the definition of curriculum that is being used is explicit. Curriculum in this study was defined as encompassing all of the interactions, routines and experiences in children’s [care] environment (SACSA, birth to age three, 2001:15).

The SACSA Framework, Early Years Band, First Phase: Birth – Age Three
The birth to age three phase of the SACSA framework focuses on the interactions, routines and experiences that young children have in their care environment and promotes a relationship-based approach. As children of this age grow rapidly and are dependent on adults to meet their physical and social needs more than at any other period, their curriculum will necessarily be more intimate and more family-oriented than at any other stage. Relationships are considered of primary importance. Primary care-giving practices and environments that are nurturing, where children can feel safe and secure and where they are encouraged to be curious, use their initiative and explore are promoted to provide children with experiences that foster development and learning.

Defining Quality
Definitions of quality appearing in the literature over last thirty years or so have shifted in orientation. Earlier writings reflect a technical, objective view, reflecting the perspectives of the context in which the ideas were founded. The later writings present a more transformational view, reflecting newer contemporary understandings influenced by post-modernism. A contemporary definition of quality now describes quality as a socially constructed concept which may, therefore, well look different in different contexts (Woodhead, 1996). As a socially constructed concept, quality is rooted in the cultural values, beliefs, needs and interests of stakeholders and can be recognised by the translation into practice of a community’s epistemological, ethical and aesthetic choices. Hence, there will be multiple definitions that will differ across and within communities (Pence and Moss, 1994:172-173). Consequently, quality is a slippery concept, and like beauty, is in the eye of the beholder. Each beholder views quality through their own lens, coloured by their own needs, insights and visions. And, as with any lens, there is no one prescription that can accommodate the view for all beholders. Theorists, philosophers, researchers, practitioners, families, children, policy makers, funding bodies and regulators all use different sets of lens. Hence, the definition of quality will be an on-going source of professional debate, with views ranging along a continuum from quality being a universal static standard that can be measured against objective criteria, to quality being a contextual construct of dynamic processes that can be evaluated against subjective values and goals.
However, numerous theorists, (see for example: MacNaughton, 2001; Moss, 2001; Pence, 2001) have with some consistency, variously identified a number of influences which contribute to understandings of quality, namely:

- Theories about how children grow, develop and learn;
- Visions and hopes for young children’s lives;
- Ideas about the role our services should play in that vision;
- Beliefs about what young children should know;
- Understandings of current research, for example, brain research;
- Beliefs about children’s needs and rights;
- Ideas about what is in children’s best interests;
- Understandings about who should judge and pay for quality;
- Understandings about who should be responsible for monitoring quality.

Although consensus about the definition of quality has weakened as we enter the 21st century, consensus about the important impact ‘quality’ has on children’s short and long-term development has strengthened (Greenough, 2001:17). Descriptions of a quality curriculum are now beginning to have a stronger focus on how children experience their time in care and on the establishment of reciprocal, intellectual and emotional relationships between educators and children and meaningful, equal partnerships between educators and parents. Goals are focused more on the kinds of understandings and dispositions that will position children to challenge social injustices and to shape the world to be a more sustainable and fairer place for all. Such goals include:

- Confident individual and group identities;
- A sense of trust;
- Skills in literacies, communication, critical thinking;
- Understandings and dispositions of interdependence;
- Creativity;
- Social responsibility;
- Flexibility and resilience.
(see for example: SACSA; OMEP, 1998).

Without a universal definition of quality, researchers are left to construct their own. Definitions will be context-specific and, as such, are not true definitions but rather understandings of dimensions and perspectives related to cultural priorities and understandings, and community beliefs and expectations. Nevertheless, however troubling it is to reconcile the multiple perspectives on quality, we have a critical task to find ways to describe and assess ‘quality’ as a resource for all stakeholders because the quality of care matters to children’s well being (Scarr et al., 1994).
Methodology of the Study
The study was undertaken in two stages. Time 1 data were collected before educators engaged with the SACSA framework, and Time 2 data were collected some eight to ten months later, after educators had been using the framework. The research design was multifaceted with extensive gathering of data over a period of ten months. The methodology combined both quantitative and qualitative methods, providing both hard and soft complementary evidence of how childcare curriculum was experienced and perceived by children from birth to age three, their families and their educators.

Considering contemporary understandings about the definition of quality, data were gathered from five perspectives (children’s, families’, educators’, policy makers’ and researchers’), adapting Katz’s (1993) multiple perspectives on quality (Figure 1).

Figure 1 - Multiple Perspectives on Quality (adapted from Katz, 1993)

The Sample
A stratified representative sample of long day care centres in South Australia was used. The sample included ten centres from which sixty children (three children in Under twos’ care and three children aged two and three in Over twos’ care from each centre). Forty educators of the children in the sample (two qualified and two unqualified from each centre) were selected to participate. In addition, 110 volunteer parents and fifty-nine volunteer educators (caring for children birth to age three) from across the ten centres were surveyed.
Assessing Quality

Variables of Curriculum Quality

For the research, four process variables of curriculum quality were used to assess the effectiveness of the SACSA framework, rather than some of the more traditional measures such as the achievement of developmental norms. Instruments were developed to measure changes in three of the variables. An instrument was located that was used to measure the fourth variable, the Leuven Involvement Scale for Toddlers (LIS-T) (Laevers, 1997).

Beliefs that relationships are of prime importance to young children’s learning and that the most supportive pedagogical environment is one which respects young children as active, competent learners and co-constructors of understandings, gave rise to the identification of the four variables (Figure 2). Two of the variables, An Active Learning Environment and Relationships, were drawn from the major foci of the first phase of SACSA. These focused on educators’ behaviours. The other two variables, Involvement and Well-being, which focused on children’s behaviours, were identified from the literature. Involvement and well-being have been cited as two of the most important and reliable indicators of quality for educational settings and processes essential for children’s learning. The two variables indicate how well the environment succeeds in meeting children’s learning needs (Vygotsky, 1978; Rogers, 1983; Laevers, 1999; Pascal, 1999; Raspa et al., 2001). A focus on process variables places the onus for the outcomes for children on the adults, making a judgement about the context rather than the child. It gives immediate feedback about the effect of educators’ approach and the environment they establish, providing the opportunity to make immediate adjustments (Laevers, 1999). This is unlike assessing developmental outcomes, which are often long term and dependent upon a range of extraneous variables. Using developmental checklists, normed against an average, has the potential to distract from seeing the ‘whole’ child, the integration of learning and development and the development of enabling dispositions.

Figure 2: Variables of Curriculum Quality
Some Findings
The findings of the study demonstrated that the use of the SACSA framework was correlated with some significant positive improvements in the quality of young children’s relationships with their educators and their experiences in child care. Educators demonstrated changed understandings about the importance of participating in children’s learning, increasing both their responsiveness to children and the supportiveness of their pedagogical interventions. A heightened awareness of the importance of working in meaningful partnerships with parents was also found. A strong connection was demonstrated between educators’ pedagogy and the relationships they established with children, and children’s well-being and their engagement in learning.

In each of the four variables of curriculum quality, significant improvements were found after the introduction of the SACSA framework, shifting the balance in childcare programs from a ‘safe haven’ (Gallagher, 2000) towards a more developmentally enhancing experience for babies and toddlers. The analyses of the data, both qualitative and quantitative, showed that there were some significant changes in educators’ beliefs and actions concurrent with the use of, and consistent with the intent of SACSA. Changes found between Time 1 and Time 2 included:

- Pedagogy was more consistent with SACSA with an increase in social constructivist approaches to teaching and learning and a reduction in behaviourist approaches;
- An increase in the frequency of documenting children’s learning and development;
- A shift towards higher-level outcomes;
- An improved overall active learning environment;
- An increase in educators’ responsive interactions with a complementary decrease in detached relationships;
- An increase in the use of Primary Care Groups;
- More positive episodes of interactions between educators and the children in their care, and a trend towards improved overall relationships;
- An overall improvement in children’s involvement;
- An overall improvement in children’s well-being with an increase in educators’ positive interventions and a decrease in children’s negative responses;
- Educators’ self-assessment scores for the quality of their curriculum decreased.

The Variables
The connectivity between the variables and their usefulness for evaluating curriculum quality was soundly established, as they explicitly exposed the nexus between educators’ pedagogy and relationships, and children’s involvement in their curriculum and their well-being.
The study found that with the use of the framework, educators became more reflective;
- Primary caregiving practices improved educators’ relationships with children and children’s well-being;
- Smaller groups improved relationships between educators and children;
- More than four half-day sessions per week increased children’s involvement and well-being at the centre.

Table 1 below shows the positive association found between Relationships and Active Learning, between Involvement and Relationships, and between Involvement and Well-being at Time 1.

**Table 1: Correlations (Spearman’s rho) between Scales at Time 1 (N = 10)**

<table>
<thead>
<tr>
<th></th>
<th>Active Learning</th>
<th>Relationships</th>
<th>Involvement</th>
<th>Well-being</th>
</tr>
</thead>
<tbody>
<tr>
<td>Active Learning</td>
<td>-</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Relationships</td>
<td>0.75*</td>
<td>-</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Involvement</td>
<td>0.37</td>
<td>0.75*</td>
<td>-</td>
<td></td>
</tr>
<tr>
<td>Well-being</td>
<td>0.20</td>
<td>0.31</td>
<td>0.65*</td>
<td>-</td>
</tr>
</tbody>
</table>

* p < 0.05. **p < 0.01.

At Time 2, a significant relationship between all four variables was found. Significant relationships were found between the scores on the Relationships, Involvement and Well-being Scales and between the Involvement and Well-being Scales as shown in Table 2 below.

**Table 2: Correlations (Spearman’s rho) between Scales at Time 2 (N=9)**

<table>
<thead>
<tr>
<th></th>
<th>Active Learning</th>
<th>Relationships</th>
<th>Involvement</th>
<th>Well-being</th>
</tr>
</thead>
<tbody>
<tr>
<td>Active Learning</td>
<td>-</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Relationships</td>
<td>0.77*</td>
<td>-</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Involvement</td>
<td>0.82***</td>
<td>0.72*</td>
<td>-</td>
<td></td>
</tr>
<tr>
<td>Well-being</td>
<td>0.75*</td>
<td>0.73*</td>
<td>0.87***</td>
<td>-</td>
</tr>
</tbody>
</table>

* p < 0.05. **p < 0.01.

**What Compromises Quality?**

The level of the participating educators’ commitment to embracing a curriculum framework and working towards changes was high. Their engagement and new understandings provided them with both challenges and fulfilment, resulting in greater job satisfaction. However, the study demonstrated that a curriculum framework alone is
not enough to raise children’s curriculum to a consistent, optimal quality level. Despite the improvements found, there remained a range of phenomena that hindered educators in firstly, practising what they believed, and more importantly, in providing a curriculum that was consistently in the best interests of children. The current working environment of childcare educators compromised their ability to consistently establish relationships and experiences that were always in the best interests of children.

The data suggested that some of the fundamental factors which were hindering educators implementing the best possible curriculum included:

- Educators’ beliefs and pedagogical approaches grounded in personal ideology, training and experience (including the influence of a traditional, positivist heritage and level of/or no qualifications);
- A tension between childcare being a safe haven and a developmentally enriching experience;
- Some structural factors (including children’s and educators’ unpredictable and casual attendance patterns and large group sizes, making it difficult to maintain strong primary care-giving practices, and fair and meaningful joint attention experiences for all children);
- Power relationships (influenced by the industrial, professional and community status of childcare educators and a hegemonic dependence on child rearing theories leading to control and dependency);
- Inadequate professional development opportunities related to resourcing (the study found that the most effective professional development is a site-based, whole team, reflective model that enables educators to choose the pace and direction of their growth and move forward as a team);
- Educator’s professional maturity and well-being (achieved through education and qualifications, public and industrial recognition, professional experience and support) were found to be compromised by their perceived status in the community and their financial remuneration.

**Educators’ Beliefs and Pedagogical Approach**

SACSA states that the role educators play in planning and implementing curriculum communicates their beliefs about childhood and children’s learning, and their hopes for children (SACSA, Early Years Band:17).

In the two variables that focused on educators’ behaviours (active learning pedagogy and relationships), it was found that often there was a considerable difference between what educators said they believed and what was actually done. The areas where at times, marked differences were found, included:
Questions of Quality

- Stated understandings about how children learn and educators’ actual practices;
- Stated importance of responsive, meaningful relationships with children and the high number of detached interactions and records of ‘no interactions’;
- The stated importance of partnerships with parents, and the minimum input and knowledge of parents about their child’s program;
- The importance of considering each child’s unique background, experiences, interests and learning, and the universal approaches to providing for learning and development.

Figures 3 and 4 below show quite clearly that a considerable difference was found between what educators said about children’s learning and what they actually did in practice, especially in their control over children (characterised by behaviourist approaches which were recorded to be 53% of the pedagogical interventions at Time 1 and 27% at Time 2).

Figure 3
The mismatch between educators stated beliefs and observed practices that was found in this study has been found by a number of other researchers (see for example: McMullen, 1998; Cassidy and Lawrence, 2000; Wilcox-Herzog, 2002). It is troubling because it has the potential to confuse children and compromise their learning and development. Educators’ actions were frequently inconsistent with the ways they said they thought children learned best and with the aspirations they held for children (such as social conscience, sound self esteem and identity, a sense of agency and interdependence). Educators volunteered a number of factors that stopped them doing what they believed was best. These included the child-staff ratio, the time required for documentation and non care tasks, the group size and their working conditions/status.

As educators embraced the sociocultural understandings promoted in the SACSA framework and adapted their teaching/learning programs to more closely align with those understandings, opportunities were created to establish togetherness and mutual understandings with young children through engaged participation in children’s learning (Singer, 1996).

Table 3 below shows that across all centres, there was a significant improvement in scores on the Active Learning, Involvement and Well-being Learning Scales and a trend towards a significant improvement on the Relationships Scale after the introduction of SACSA. In spite of the increase in the median scores on the Relationships Scale at Time 2, significant changes in this variable were not detected due to the great range in scores at both Time 1 and Time 2.
Table 3: Active Learning, Relationships, Involvement and Well-being Scale scores at Time 1 and Time 2 (N = 9)

<table>
<thead>
<tr>
<th></th>
<th>Time 1 MEDIAN</th>
<th>RANGE</th>
<th>Time 2 MEDIAN</th>
<th>RANGE</th>
<th>z</th>
<th>p</th>
</tr>
</thead>
<tbody>
<tr>
<td>Active Learning</td>
<td>2.12</td>
<td>0.96</td>
<td>3.28</td>
<td>1.48</td>
<td>-2.52</td>
<td>0.01</td>
</tr>
<tr>
<td>Relationships</td>
<td>1.56</td>
<td>2.11</td>
<td>2.58</td>
<td>2.19</td>
<td>-1.72</td>
<td>0.07</td>
</tr>
<tr>
<td>Involvement</td>
<td>3.08</td>
<td>1.38</td>
<td>3.71</td>
<td>0.99</td>
<td>-2.43</td>
<td>0.01</td>
</tr>
<tr>
<td>Well-being</td>
<td>3.47</td>
<td>1.15</td>
<td>4.22</td>
<td>0.84</td>
<td>-2.43</td>
<td>0.01</td>
</tr>
</tbody>
</table>

**Relationships**

Centres in the study were found to provide a physically safe environment with educators who cared about the welfare of children. However, at times, it was found that the care of children’s bodies, their physical health and safety took precedence over, and often at the expense of, intimate, responsive joint attention relationships, and intentional, relationship-building and developmentally enhancing learning opportunities.

In this study, educators were rarely found to spend sustained time with children, interacting to establish secure attachments and co-construct understandings. The majority of interactions were found to have some characteristics of control, with a perceived imbalance of power in the relationships between educators and children. At times, managerial issues dominated educator-child interactions, a finding noted by other researchers (see for example: Bruner, 1980; Tizard and Hughes, 1984; Leavitt, 1994; Singer, 1996). A limited number of ‘real’ conversations between educators and children were noted.

The contribution equality of power makes to the quality of a relationship is not a new notion (see for example: Rousseau, 1762). With the current mounting evidence regarding the importance of high quality emotional and intellectual relationships for present and future learning and fulfillment, it was of concern that inequality of power between educators and children was prevalent and remained unchallenged in the main. The understandings that some of the children were likely to have been constructing about themselves and their capacities to effect change or express and develop their interests in these relationships, were quite inconsistent with those promoted in SACSA.

As presented in Figure 5 below, the qualitative data generated at Time 1 from sixteen hours of observations in each centre showed that just under one-fifth of interactions were responsive, just under one-fifth were functional, just under one-fifth were restrictive and one-third were detached where educators either did not recognise or did not acknowledge children’s bids.
Following the implementation of the SACSA framework, the analyses of the Time 2 data showed that there was a trend towards a significant improvement in educators’ relationships with children. As educators’ practices reflected the more social constructivist approaches promoted in the SACSA framework, their relationships with children became more responsive. It was found that when educators were using the SACSA framework:

- There was an increased focus on relationships;
- The children’s temperaments and individual needs were responded to more sensitively and appropriately;
- The children were more securely attached and explored their environment more freely;
- Educators spent more time with children;
- Occurrences of positive interactive episodes increased significantly;
- Routines (rather than educator-directed activities) were used more as learning experiences;
- There was greater job satisfaction for educators.

The Time 2 quantitative data, gathered using the instrument designed for the study, showed an improvement in the scores for each of the four dimensions of Relationships (responsiveness, positive interactions, quality verbal exchanges and appropriateness). The number of positive occurrences of interactive episodes was found to have increased significantly, while the number of missed opportunities for positive interactions decreased...
significantly. The dimension of Quality Verbal Exchanges (defined by characteristics such as sustained joint attention, time to express and respond, building on initiated interactions, sharing social games, respecting home language) rated lowest at both Time 1 and Time 2. This was consistent with the small number of sustained interactions coded in the qualitative data.

The qualitative data showed that responsive relationships had increased to over one-third, and detached, restrictive and inappropriate had all decreased at Time 2 (Figure 6). The improvements were corroborated by the narratives of parents, directors and educators.

Figure 6

Generally, in this study, the processes of managing daily routines were seen as separate from learning experiences for children. A large proportion of children’s days was dictated primarily by the schedules of physical care and safety tasks and routines, such as sleep, meals and nappy changes. The time between the tasks and routines was generally filled with individual play with selected toys. Many of the high number of missed opportunities for responsive, reciprocal interactions occurred because the management of children’s physical tasks and routines took precedence over children’s emotional and intellectual needs, rather than being integrated into the routines. The establishment and maintenance of high quality, reciprocal, meaningful relationships did not appear to be easy to achieve. Work conditions, wages and regulations (Radich, 2002:1), child and staff attendance patterns, child-staff ratios and understandings of the importance of secure relationships, constantly undermined the quality of relationships.
Young children can spend just 500 hours less in childcare prior to commencing school, than they do in their 13 years of lessons at school (NCAC, 2001). Educators can make up to 936 judgements in a six-hour day (Carr, 1998). The outcomes of these hours and judgements cannot be left to chance. The findings of the study are being used to inform the approach and content of the South Australian Department of Education and Children’s Services professional development program for childcare, with the intention of promoting the co-construction of understandings and practices that will improve the experiences and outcomes of children, families and educators using childcare.

A copy of the SACSA framework can be downloaded from www.sacsa.sa.edu.au.

References


Lally, J. (1998). Quality Care for Babies and Toddlers, address at the University of South Australia for DETE/UniSA.


