

**ORGANISATION FOR ECONOMIC CO-OPERATION  
AND DEVELOPMENT**

**CALL FOR TENDERS**

**100001310**

**Implementation of the first cycle of the International Survey of Staff in Early  
Childhood Education and Care**

**The deadline date for the receipt of Tenders is 17<sup>th</sup> July 2015, 3pm (Paris time)**

The OECD brings together the governments of [countries committed to democracy and the market economy](#) from around the world to:

- Support sustainable economic growth
- Boost employment
- Raise living standards
- Maintain financial stability
- Assist other countries' economic development
- Contribute to growth in world trade

The OECD also shares expertise and exchanges views with more than **100 other countries and economies**, from [Brazil](#), [China](#), and [India](#) to the least developed countries in Africa.

#### **Fast facts**

**Established:** 1961

**Location:** Paris, France

**Membership:**

34 countries

**Budget:** EUR 357 million (2014)

**Secretariat staff:** 2 500

**Secretary-General:**

[Angel Gurría](#)

**Publications:**

250 new titles/year

**Official languages:**

English/French

#### **Monitoring, analysing and forecasting**

For over 50 years, the OECD has provided statistical, economic and social data comparable with the most important and most reliable in the world. In addition to its collection of data, the OECD monitors trends, analysis, and forecasts economic developments. The Organisation studies changes and developments in trade, environment, agriculture, technology, taxation and more.

**The Organisation provides a setting where governments can compare their experiences in developing public policies, seek answers to common problems, identify good practices and coordinate both domestic and international policies.**

#### **Enlargement and Key Partners**

OECD member countries agreed to open accession discussions with Colombia and Latvia in 2013, and with Costa Rica and Lithuania in 2015.

The Organisation is also reinforcing its engagement with its Key Partners – South Africa; Brazil, China, India and Indonesia.

#### **Publishing**

The OECD is one of the world's largest publishers in the fields of economics and public policy. [OECD publications](#) are a prime vehicle for disseminating the Organisation's intellectual output, both on paper and online.

Publications are available through the Online Information System (OLIS) for government officials, through OECD iLibrary for researchers and students in institutions, corporate, subscribed to our online library and through the Online Bookshop for individuals who wish to browse titles free-of-charge and to buy publications.

<b>ARTICLE 1 - PURPOSE AND OBJECT OF THE CALL FOR TENDERS</b>
---

The OECD is issuing this Call for Tenders with a view to sourcing for the implementation of the first cycle of the International Survey of Staff in Early Childhood Education and Care (hereafter called the “ECEC Staff Survey”).

<b>ARTICLE 2 - TERMS AND CONDITIONS OF THE CALL FOR TENDERS</b>
---

**2.1 Composition of the Call for Tenders**

The documentation relating to the Call for Tenders includes the following parts:

- a) Instructions to Tenderers and their Annex;
- b) Terms of Reference;
- c) Minimum General Conditions for OECD Contracts.

**2.2 Tenders**

All Tenders will be treated as contractually binding for the Tenderer and the Tenderer shall consequently issue in response to this Call for Tenders a Letter of Application dated and signed including all the provisions set out in clause 3.2 below.

**2.3 Duration of Tender validity**

Tenders shall remain valid for 180 calendar days, as from the deadline for receipt of Tenders.

**2.4 Additional information**

Should any problems of interpretation arise in the course of drawing up the Tender documents, Tenderers may submit their questions to [federica.darida@oecd.org](mailto:federica.darida@oecd.org) , no later than five (5) calendar days before the deadline for the receipt of Tenders. All Tenderers will be advised of the answers given to such questions.

## **2.5 Acceptance and rejection of Tenders**

There is no commitment on the part of the Organisation to accept any Tender or part thereof that is received in response to the Call for Tenders.

The OECD reserves the right:

- To accept Tenders with non-substantial defects
- To reject Tenders received after the deadline for receipt of Tenders, without indemnity or justification.

## **2.6 Modification or cancellation of Call for Tenders**

The Organisation reserves the right to modify or cancel all or part of the Call for Tenders, should the need arise, without having to justify its actions and without such action conferring any right to compensation on Tenderers.

## **2.7 Partnerships.**

Partnerships must jointly meet the administrative requirements set out in the Call for Tenders. Each partner must also meet full requirements individually.

## **2.8 Extension of the deadline for receipt of Tenders**

The OECD reserves the right to extend the deadline for receipt of the Tenders. In that case, all the Tenderer's and Organisation's rights and duties and in particular Article 2.3 above will be subject to this new deadline.

## **2.9 Expenses**

Tenders are not paid. No reimbursement of expenses related to the preparation of any Tender will be made by the OECD.

## **2.10 Confidentiality**

The Call for Tenders and any further information communicated to the Tenderer or which come to his knowledge in the course of the Call for Tenders and the performance of the work, are confidential and are strictly dedicated to the purpose of the Call for Tenders. The OECD reserves the right to have all material returned at the end of the Call for Tenders process.

<b>ARTICLE 3 - PRESENTATION, SUBMISSION AND CONTENTS OF TENDERS</b>
---

**3.1 Tender presentation and conditions for submission**

Tenders shall be entirely drafted **in English** and shall be **received** by the Organisation:

Before the deadline date: 17 July 2015

- In 3 paper copies and one electronic version (e.g. USB Key):
- In an envelope bearing the words:

*« NE PAS OUVRIR par le service courrier*

*Appel d’Offres n°100001310»*

**To the following address:**

**OECD**

**EXD/PBF/CPG**

**To the attention of Federica Darida/ Central Purchasing Group**

**2 rue André Pascal**

**75775 Paris Cedex 16**

**FRANCE**

Tenders which are received after the deadline for receipt specified above as well as Tenders which do not fully comply with the Technical Specifications, may be rejected.

Tenders sent by e-mail or fax shall be systematically rejected even if they have also been sent in paper format (hard copy).

**3.2 Contents of the Tender**

- The Tender in **3 copies and one electronic version** (e.g. USB Key);
- A Letter of Application, signed by the Tenderer, confirming the following::
  - All the elements of the offer are contractually binding;
  - That the person signing the offer does have the authority to commit the Tenderer to a legally binding offer

- That the Tenderer accepts all of the Minimum General Terms and Conditions without any modification. If there is an exception, please state the exception and the rationale for that exception.
- That the Tenderer, or each of the partners in the case of a partnership, have fulfilled all its legal obligations with regards to tax declarations and payments in its home country and must supply all the requisite certificates to that effect;
- That the Tenderer has not granted and will not grant, has not sought and will not seek, has not attempted and will not attempt to obtain, and has not accepted and will not accept any advantage, financial or in kind, to or from any party whatsoever, constituting an illegal practice or involving corruption, either directly or indirectly, as an incentive or reward relating to the award or the execution of the Contract;
- Moreover, the Tenderer shall provide, to the extent possible and where applicable, certificate(s) identifying the Tenderer, including its name, legal form, address, registration number or equivalent, date founded, areas of activity and number of employees ;
- The signed Declaration detailed in Annex to these Instructions to Tenderers.

Please note that the Tenderer, ***should it be shortlisted***, will be asked to provide the following:

- Any relevant existing agreements with intermediaries or third parties;
- Financial information for the last three (3) years
- Proof of completed legal obligations with regards to tax declarations and payments in its home country and all the requisite certificates to that effect;

### **3.2.2 Financial Conditions**

Prices quoted must include everything necessary for the complete execution of an eventual contract (insurance, transport, guarantees). Charges for items essential to execution of the contract and not identified in the Tender will be borne by the Tenderer.

<b><i>ARTICLE 4 - INTERVIEWS</i></b>
--------------------------------------

The Organisation reserves the right to organise interviews and request the Tenderers to specify the content of their Tenders.

<b><i>ARTICLE 5 – SELECTION CRITERIA</i></b>
--

Main criteria for Tenderer selections are detailed within the Terms of Reference.

<b><i>ARTICLE 6 - INFORMATION TO TENDERERS</i></b>
--

All Tenderers will be informed, whenever possible, of the decision taken on their Tenders.

## Declaration

### Call for Tenders n° 100001310

As part of the offer in response to the OECD call for Tenders n° 100001310, the Tenderer (company or individual) declares on oath the following:

- That it is not bankrupt or being wound up, is not having its affairs administered by the courts, has not entered into an arrangement with creditors, has not suspended business activities, is not the subject of proceedings concerning those matters, and is not in any analogous situation arising from a similar procedure provided for in national legislation or regulations;
- That it has not been convicted of an offence concerning its professional conduct by a judgment which has the force of *res judicata*;
- That it has not been the subject of a judgment which has the force of *res judicata* for fraud, corruption, involvement in a criminal organisation or any other illegal activity detrimental to the financial interests of the OECD, its members or its donors;
- That it is not guilty of misrepresentation in supplying the information required as a condition of participation in this call for Tenders or fail to supply this information;
- That it is not subject to a conflict of interest;
- That its employees and any person involved in the execution of the work to be performed under the present Call for Tenders are regularly employed according to national laws to which it is subject and that it fully complies with laws and regulations in force in terms of social security and labor law.

I, the undersigned, ..... on behalf of the company ....., understand and acknowledge that the OECD may decide not to award the contract to a Tenderer who is one of the situations indicated above. I further recognise that the Organisation may terminate for default any contract awarded to a Tenderer who during the award procedure had been guilty of misrepresentation in supplying, or fail to supply, the information requested above.

The .. / .. / ..

Signature

## **TERMS OF REFERENCE**

### **Introduction**

1. The OECD invites proposals for the implementation of the first cycle of the International Survey of Staff in Early Childhood Education and Care (hereafter called the “ECEC Staff Survey”). This document provides the terms of reference for the main international contractor (henceforth referred to as the Contractor). The ECEC Staff Survey will sample staff working in ECEC centres and the managers/leaders of corresponding centres across a number of OECD countries and partner countries. A computer-based questionnaire (with a paper and pen version) would deliver information around contextual and up to five main policy issues. This tender focuses on the participation in the development of the framework, questionnaires and analysis plan, the sampling design and framework, the implementation of the survey and the analysis and reporting.
2. An ECEC Staff Survey call for tender section has been created on the OECD EDU website.
3. An overview of the development and objectives of the survey is detailed below in Section 1. This is followed by a discussion of the project design and proposed sampling framework. The statement of work, schedule of deliverables, and budget guidelines are then described in Sections 2 and 3 respectively, and should form the basis of bidder’s tender applications.

### **SECTION 1: OVERVIEW OF AND PROJECT DESIGN OF THE ECEC STAFF SURVEY**

4. This section sets out the main principles of the ECEC Staff Survey programme as well as the main features of the design of the project. The cornerstone of the ECEC Staff Survey, and the role of the Contractor in ensuring the active engagement of all international and national stakeholders, is central to the success of the ECEC Staff Survey.

## Project Background

5. ECEC has been high on the policy agenda in many OECD countries as a consolidated body of research shows a wide range of benefits of ECEC for children, parents and society at large, e.g. laying foundation skills for children's lifelong learning, tackling educational disadvantages, alleviating child poverty, facilitated female labour force participation, better work-life balance for parents and inter-generational social mobility.

6. Member and non-member countries are increasingly turning to the OECD for advice to evaluate the effectiveness of early childhood education and care (ECEC) policy interventions and to design evidence-based ECEC policies and in particular, in times of strong budgetary constraints, more cost-effective policies. However, there is little internationally comparative ECEC data and, as noted by the Working Group on Data of the OECD Early Childhood Education and Care (ECEC) Network, existing data are more biased towards input indicators (structural level) and remain highly underdeveloped on outputs (e.g. quality of pedagogy, quality of interactions, quality of child experiences in the learning and well-being environments) and outcomes (e.g. both cognitive and non-cognitive).

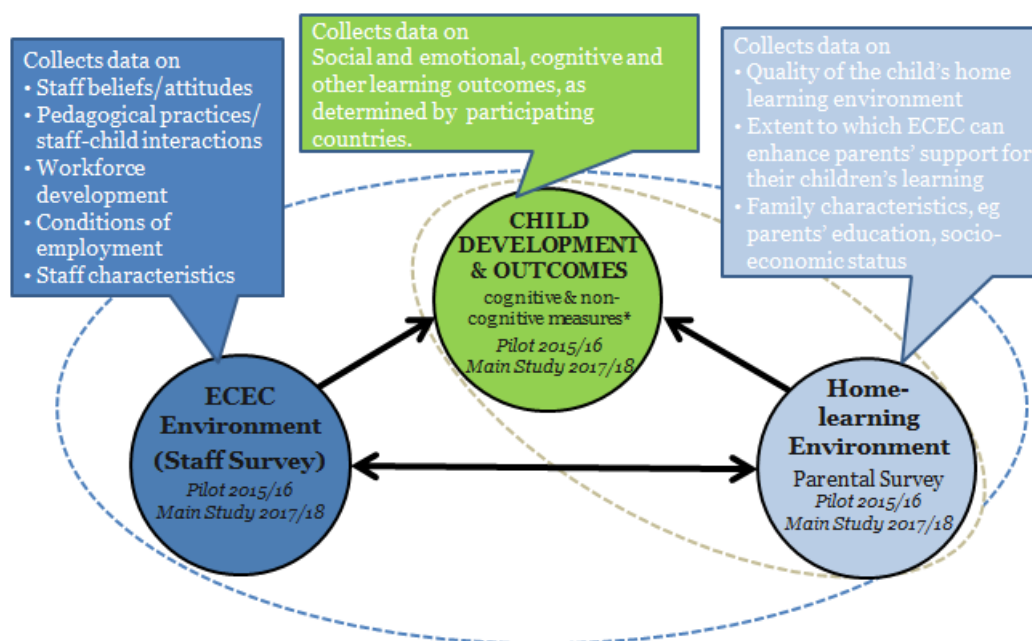
7. There exists an urgency for such data development, as investments in low quality ECEC might have unintended consequences or lasting negative effects on child development and outcomes. Service quality indicators, which are most relevant for the delivery of quality ECEC services, can be collected through staff-level data and, thus, the OECD Network on ECEC proposed to the Education Policy Committee (EDPC) that the OECD launch the international ECEC staff survey in its Programme of Work and Budget 2015/2016, building on the experience gained in the Teaching and Learning International Survey (TALIS). International comparisons, as an independent assessment of strengths and opportunities across different countries could facilitate generating national impetus or policy discussions to re-think ECEC staff's work organisation to enhance the overall quality of its workforce. Even though countries might already have surveys in place that are nationally implemented, the international comparisons could provide new insights, as shown by the policy relevance of the TALIS Survey.

8. To measure quality, the OECD Network on ECEC also proposed to the Education Policy Committee (EDPC) that the OECD starts developing a project for creating an international comparative measure of early learning outcomes, as there is little evidence about what experiences help which groups of children most. For example, there is limited data on the impact of different types of services, or the impacts of starting ECEC at different ages, or of the intensity and duration of participation. The Early Learning Outcomes project may also include a survey of parents to provide contextual information on home learning environments. The outcomes covered are likely to include social and emotional skills, as well as cognitive skills. The key tentative milestones are:

- A conceptual framework was completed in early 2015, setting out the objectives for the project and a conceptual model of the relationship between ECEC and child outcomes (please see Annex 1 and 2 for further information)
- Participating countries will confirm the scope and decide on whether to use or modify an existing assessment instrument in mid-2015
- A provider will be contracted in late 2015
- A pilot will be undertaken in late 2016 (at the same time as the ECEC Staff Survey)

- The main study (northern hemisphere) is taking place in late 2017 and for the southern hemisphere in early 2018.

9. The ECEC Staff Survey and the Early Learning Outcomes projects can be conducted by countries in tandem (please see Figure 1), which would also entail the possibility of linking the two data sets. For now, at the most 3 countries (realistically 1 or 2) are likely to join both projects. For those countries, the contractor would cooperate with the contractor of the Early Learning Outcomes project (if not the same contractor), who will process the aggregated data. Bidders are asked to develop innovative scenarios on how this alignment could be made feasible (in terms of the policy questions each scenario can answer, the sampling methodology required and cost implications) and to present this part separately from their response to the staff survey. This is important, as only very few countries that participate in the Staff Survey will also participate in the Early Learning Outcomes work and costs for these additional tasks should only be covered by those countries participating in both projects and the contractor in charge of the ELO. Figure 1. Analytical Framework<sup>1</sup>



2

<sup>1</sup> Please note that policy-level data is readily available in Starting Strong I to IV as well as in Education at a Glance.

<sup>2</sup> The Early Learning Outcomes project may also include a survey of parents to provide contextual information on home learning environments. This might be optional for countries.

## Survey objectives and guiding principles

10. In its work on education, the OECD is committed to assist Member countries in improving the effectiveness, efficiency, quality and equity of education systems. As stated in the Medium-Term Strategy 2012-2016, the strategic ambition of OECD's work in education is to provide international comparative data and analyses as well as policy advice on the basis of evidence and international best practice. The ECEC Staff Survey (and also the Early Learning Outcomes project) is an activity part of the first MTS objective 'Strategic education data, indicator development and annual data collections'.

11. The overall aim of the ECEC Staff Survey is to fill key international and national data gaps on ECEC staff, their professional development, teaching/playing, the ECEC environment and the impact that staff can have on children in their care. The general long-term purpose of the project is to provide comparative data and analysis to help with the development of teaching/playing as a profession, aimed at supporting the learning and wellbeing of children. In seeking to attain this goal, certain guiding principles must underpin any development of the project. The guiding principles that have shaped the development of the ECEC Staff Survey are as follows:

- Policy relevance. Need to be clear about the policy issues and questions it is intended to address and should focus on those that are most relevant for OECD countries.
- Value-added. The international comparative aspects should provide significant benefit to the undertaking.
- Indicator-oriented. The strategy should yield information that can be used to develop indicators.
- Validity, reliability, comparability and rigour. The strategy should yield information that will be valid, comparable, and reliable across OECD countries and based on rigorous review of the existing knowledge base.
- Interpretability. The strategy should yield results that can be meaningfully interpreted across OECD countries.
- Efficiency and cost-effectiveness. The strategy should be able to be carried out in a timely and resource-conscious fashion.

12. In addition to the principles described above, data protection and confidentiality are essential, and **bidders should describe how this will be assured**. Contractors will be required to comply with the stricter of the data privacy principles which are practiced by OECD<sup>3</sup> or the national requirements of participating countries and economies.

13. The objectives of the ECEC Staff Survey are, therefore, to provide policy relevant, robust international indicators and analysis on ECEC staff and their practices in a timely and cost effective manner. The survey aims to provide indicators and analysis which have implications for policies ranging from ECEC staff labour market policies to centre effectiveness. In that sense, it is much broader and more complex than a survey simply examining human resource issues.

---

<sup>3</sup> <http://www.oecd.org/privacy/>

## Key survey deliverables

14. In general terms, the ECEC Staff Survey will deliver the following products which, collectively, seek to assist countries in the development of education policies:

### *Indicators & Variables*

15. The ECEC Staff Survey will aim to answer the following policy questions and related indicators and variables. Please note that not all of these indicators will be addressed through the survey. Countries are currently conducting a priority rating exercise of these indicators. The outcome of this rating exercise will be shared with bidders around mid-June for them to have sufficient time to adapt their offers:

Themes and indicators to rate	
<b>Policy Issue 1: Ensuring quality of learning and well-being environments</b>	
Theme 1.1 Staff's pedagogical practices, staff beliefs and self-assessment	
Indicators	Beliefs about teaching / caring - orientation quality (e.g. educational values, attitudes with regards to the importance of different educational areas and learning goals, practitioner's definition of their professional role) (staff questionnaire and centre head questionnaire)
	Pedagogical practices in target groups (e.g. classroom and playtime) (e.g. child-centred activity, teacher-guided activities, child-child interactions; co-constructive, instructive; free play, guided play; etc. - the categorisation will be built on the ECEC network survey on pedagogy with a caution of oversimplification)
	Staff's actual use of curriculum in the target groups (staff questionnaire and centre head questionnaire) NOTE: we are aware that the term "curriculum" is interpreted differently in different countries. Some countries do not have a national or regional curriculum but have learning standards or curriculum/ content frameworks/ guidelines. Please feel free to contact the secretariat for clarification when you have questions about the meaning of curriculum.
	Staff's use of curriculum to support parents (e.g. helping parents to support children's learning at home by using the curriculum to enhance home learning environments)
	Use of physical makeup of the space, i.e. classroom/playroom (e.g. indoor/ outdoor) and materials (e.g. books, toys) with respect to certain pedagogical practices (e.g. play, cooperation, conflict resolution, sharing, problem-solving) (staff questionnaire and centre head questionnaire)
	Individualised/differentiated teaching and caring in target groups (staff questionnaire and centre head questionnaire)
	Types of activities designed to promote language/literacy and mathematics are done and how often, and how different child behaviours are viewed and handled by staff (staff questionnaire and centre head questionnaire)
	Frequency of pedagogical activities using ICT in target groups and staff beliefs what kind of learning and well-being will be enhanced for the children (staff questionnaire and centre head questionnaire)

	Use used as instructional time, play time, etc. Time allocation across different activities / content areas (e.g. language and communication, outdoor play, colouring, singing, versus free time/ free play) and staff beliefs on how these activates could enhance child learning and well-being.
	Staff self-assessment of general pedagogical knowledge (knowledge on curriculum and how young children learn; instructional processes, student learning, formative assessment) - possible cooperation with the OECD CERI ITTEL for ISCED 0
	Staff's views regarding barriers to implementing a variety of practices, factors hindering instruction/play (centre head/leader and staff attitudinal responses) and incentives for staff to implement changes in pedagogical practices
	Staff perception of child engagement in the target groups (staff questionnaire and centre head questionnaire)
	Types of staff practices on monitoring child development and outcomes and the staff's use of the results (staff questionnaire and centre head questionnaire)
<b>Theme 1.2 Environments (e.g. climate and composition of classroom/ playroom), staff beliefs on process quality, and staff self-assessment</b>	
Indicators	Climate in target group (e.g. composition, group/ class size, staff-child ratio, group size and group organisation)
	Time distribution in target groups
	Classroom or group management in target class
	Staff's perceptions of the impact of group/ class size, staff-child ratio, group size on their ability to provide effective teaching and caring
	Staff's perceptions of the effective use of resources (e.g. "if you had an additional 1000 euros, would you spend it to pay staff better, make group sizes smaller, buy better learning materials, build a nicer infrastructure, etc.?)
	Staff's beliefs about important aspects to create a supportive environment for learning (e.g. quality and frequency of child-staff interactions, child-child interactions) and staff's beliefs about how to improve these aspects for better process quality (both staff questionnaire and centre head questionnaire)
	Staff self-assessment of classroom/playtime management skills
	Staff's views regarding barriers to classroom/playtime management
	Staff self-assessment of non-cognitive skills/patience/motivation
<b>Theme 1.3 Staff's professional practices</b>	
Indicators	Collaboration among staff (staff questionnaire and centre head/leader perceptions)
	Communication/collaboration with parents, types of information staff communicate with parents, types of activities parents participate in, and staff/provider beliefs on what role parents should play (staff questionnaire and centre head/leader questionnaire)
	Collaboration with persons of other sectors (e.g. social workers, health specialists) and/or with a wider community (e.g. community leaders, museums, libraries, local industries) (staff questionnaire and centre head/leader questionnaire)
	Staff's participation in decision making at the centre (staff questionnaire and centre head/leader questionnaire)
	Participation in ECEC policy making and improving quality of ECEC (staff questionnaire and centre head/leader questionnaire)
<b>Theme 1.4 Innovative practices and evaluation</b>	
	Types of innovation in the target groups in the current or past school year
	Types of innovation in your centre in past year (technological, pedagogical, R&D, organisational/administrative, etc.)
	Staff's perception of their pedagogical autonomy for innovation
	Incentives for staff to adopt innovative pedagogical practices
	Staff evaluation and dissemination of innovative practices in the centre
<b>Theme 1.5 Leadership by centre heads</b>	
Indicators	Role and function of the centre leader (administrative/ managerial/ organisational leadership and pedagogical leadership)
	Leader's workload

	Leader's working hours
	Centre autonomy in key areas (hiring and dismissing teachers, career ladders, pay, funding, etc.)
	Leaders' perception of challenges in funding and resource management
	Training and development of centre leaders/ heads
	Attracting effective centre leaders
	Centre leader job satisfaction
	Centre ethos (e.g. goal driven, high aspirations, community engagement)
	Staff perception of centre leadership (staff responses)
	Staff satisfaction with centre policies (staff responses)
<b>Policy Issue 2: Motivating, attracting and retaining staff to the profession</b>	
<b>Theme 2.1 Working time and workload (both staff and centre heads)</b>	
Indicators	General working time use (e.g. overall working time cf. time spent on teaching/caring during a typical week)
	Types of activities which time is spent on (e.g. teaching/caring practice, planning time, time for reflection, working in team)
	Workload and work duties (including e.g. teaching/caring in indoor/ outdoor, administrative and extra-curricular duties)
	Group or class demographics of children in target groups (e.g. sex, language background, children with disabilities) and types of support in place for staff to work with various populations (e.g., children with special needs, children with varying language background).
<b>Theme 2.2 Job satisfaction</b>	
Indicators	Overall job satisfaction with ECEC as a profession (cf. general job satisfaction with different job profiles in PIAAC)
	Perception of the value of the profession (centre heads and staff response)
	Job satisfaction with current ECEC pedagogical environment in target groups (e.g. staff-child ratio for pedagogical purpose, staff support, resources)
	Job satisfaction with current work environment in target groups (e.g. staff-child ratio as an element of work environment, contract types, wages and non-financial benefits)
	Likelihood of leaving the profession
<b>Theme 2.3 Recognition, reward and evaluation of staff</b>	
Indicators	Centre policies that recognise, reward and evaluate staff – Frequency, criteria, sources of data, outcomes (centre heads provide centre-level data and staff provide personal responses)
	Perceptions of the impact of policies that recognise, reward and evaluate staff (centre heads and staff perceptions)
	Expectations on the types of recognition (e.g. non-financial measures, salary increase) (by staff response and centre heads perceptions)
	Recognition for being innovative in pedagogical practices
	Unmet needs for appraisal and feedback
	Career progression and prospects of staff (centre heads and staff personal responses) (including aspirations to leadership positions, local or national government officers positions, and glass ceiling effects)
<b>Theme 2.4. ECEC workforce supply and demand and recruitment strategies</b>	
Indicators	Levels and distribution of staff shortages (centre heads responses)
	Criteria of recruitment for qualified staff e.g. types of knowledge, skills and behaviour needed for the profession (centre heads response)

	Effectiveness and satisfaction with recruitment procedures (centre heads and staff responses)
	Decision-making responsibilities in recruitment (centre heads)
<b>Theme 2.5 Attracting good students into ECEC study programmes / the ECEC profession</b>	
Indicators	Appreciation of ECEC profession by students, parents, principals and by society (staff and centre head point of view)
	Staff satisfaction with their career choice (including whether they would recommend the profession to their students or children)
	Alternative pathways to the ECEC profession
<b>Theme 2.6 Staff attrition and turnover rates</b>	
Indicators	Staff turnover and attrition (principal responses)
	Causes of staff turnover and attrition, as well as career paths (years of experience, past job histories/ career changes, if any) (staff responses)
<b>Policy Issue 3: Developing staff for and within the profession</b>	
<b>Theme 3.1 Pre-service education and training</b>	
Indicators	Characteristics of pre-service education and training e.g. provider and level, length/duration)
	Pedagogy and contents of pre-service education and training (e.g. lecture, seminar, workshop, practice; ECEC-specific contents, child development, communication with parents, different set of pedagogies)
	Length/ duration of practical training and other requirements upon certification/ qualification
<b>Theme 3.2 Satisfaction and effectiveness of pre-service education and training</b>	
Indicators	Staff's rationale for choices of ECEC as a study programme
	Development needs and unsatisfied demand
	Perceived impact of pre-service education and training
<b>Theme 3.3 In-service education and training</b>	
Indicators	Types and content areas of formal in-service education and training (e.g. curriculum-focused, new pedagogy-focused, behaviour and health-focused, communication with parents)
	Types and content areas of informal in-service education and training (e.g. practitioner-initiated networks, online learning including MOOCs, etc.)
	Types of staff support
<b>Theme 3.4 Satisfaction, take-up, and effectiveness of in-service education and training</b>	
Indicators	Personal and centre objectives of in-service education and training
	Development needs and unsatisfied demand
	School priorities for staff' professional development
	Barriers for further engagement in in-service education and training and views about how to overcome such barriers / incentives (staff as well as centre heads/ employers to support staff participation)
	Perceived impact of in-service education and training
<b>Contextual information to be collected</b>	
<b>Staff characteristics (both staff and centre leaders/heads)</b>	
Indicators	Age, gender, language spoken at home
	Job categories (e.g. centre head, pedagogue, pre-primary teacher, primary teacher, kindergarten teacher)
	Terms and conditions of employment (e.g. full-time/ part-time, salary, vacation, etc.)
	Qualifications, credentials
	Family background during childhood (parents' profession, cultural and socio-economic background)
	Work experience, career paths in the past (tenure; responsibilities, specific areas if any; different positions in the same centre, if any: either experience/positions in different sectors/professions, if any)
	Psychological functioning (e.g. those that are predictive for staff performance and child development)
<b>Centre characteristics</b>	

Indicators	ECEC settings (e.g. childcare centre, pre-primary school, kindergarten)
	Public/ private (as well as associated characteristics of public/ private - besides funding - e.g. if private, what are the criteria for accepting children (if any) and under what conditions might a child be asked to leave?)
	Local, size
	Age coverage
	Classroom/ Playroom physical characteristics (e.g., is there enough seating; how is the class arranged; the size of the tables and chairs; Is there art and print on the wall?), access to outdoor space, etc.

16. The OECD data development strategy on ECEC suggests that there is a significant need for better and new data on ECEC in particular on process quality and child outcomes, which can help countries to make well-informed policy choices. The OECD network on ECEC - the Workforce Quality Working Group - set out recommendations on what can/ cannot be collected through a staff survey, including an issue of measuring process quality, which is of increasing interest among policymakers in OECD countries. While this call for tender is primarily seeking proposals on an international staff survey, a proposal with a complementary study with an observational component (such as a video study) to increase the validity and reliability of the self-reporting staff survey is welcomed as an innovation of the proposal of the staff survey. This is in line with the evolution of the OECD TALIS. When such innovations are included as complementary studies, bidders are asked to provide cost information for such additional component in their proposed offer.

### ***Survey instruments***

17. The ECEC Staff Survey will be targeted at the ISCED 0 level<sup>4</sup> of education and it will consist of two questionnaires, one for ECEC staff (interacting with the children) and one for ECEC centre leaders.

### ***Policy analyses***

18. Separate sets of reports will be produced using the ECEC Staff Survey data:

- *A series of international reports* to be delivered at the launch of the ECEC Staff Survey in 2019 and the period immediately following. They would include the core ISCED 0.2 report in both English and French; individual reports on the survey option results (ISCED 0.1); as well as a technical report documenting the methods and procedures used in developing and implementing the ECEC Staff Survey. The estimated launch dates for these outputs is mid-/end of 2019.

---

<sup>4</sup> ISCED level 0 excludes purely home- or family-based arrangements that may be purposeful but are not organised in a programme, e.g. childcare limited to supervision, nutrition, and health, informal learning by children from their parents or other relatives or friends (ISCED 2011, UNESCO Institute for Statistics).

- *Two thematic reports* building on the analysis presented in the general report to be released in the year after the initial launch. These would include more in-depth analysis of indicators and variables and draw on differences in institutional settings and public policies in discussions of variations identified in the data across countries.
- *Policy briefs* and accompanying blog posts on the OECD Education blog will provide additional ways for countries to look at and distribute the ECEC Staff data and will raise awareness.

### ***Survey database and analysis manuals***

19. A fully documented international database of ECEC staff and centre leaders responses, together with the survey weights to allow published estimates to be reproduced and original analyses to be conducted, will be made available free of charge on the web. To the extent that trend data will be included in the ECEC Staff Survey, the databases will need to comprise centre- and staff-level data from those countries and economies, which will give permission for their national data to be released<sup>5</sup>.

20. In addition, one analysis manual will be produced to provide detailed information on how to analyse the ECEC Staff data (including across ISCED levels 0.1/0.2, and the link with the child outcomes data, if relevant), enabling researchers to both reproduce the initial results and to undertake further analyses. In addition to the inclusion of the necessary techniques, the manual will also include a detailed account of the ECEC Staff database and examples providing full syntax in SPSS and STATA. This will encourage further use of the ECEC Staff data by researchers and is similar to what is already provided for TALIS and PISA<sup>6</sup>.

### **Survey design**

#### *Population coverage and international option*

21. The survey will be targeted at ECEC staff working at the ISCED 0.2 level of education (i.e. staff working in “pre-primary education” (typically aged 3+)). In addition to the ISCED 0.2 sample, countries will be given the option to survey their ISCED 0.1 (i.e. staff working in “early childhood educational development” programmes for very young children (typically aged 0-2 years)). Adaptation to the questionnaires may be needed for these populations.

22. As a result of these various coverage options, the survey includes an international option with an additional target population in which countries can choose to participate:

- Core survey: Core sample of ISCED Level 0.2 staff and centre leaders.
- International option:
  - Early childhood educational development (ISCED level 0.1) staff and leaders (to produce a representative sample for ISCED 0.1, for some countries sampling might need to include regulated home-based providers, as these represent a large part of the services

---

<sup>5</sup> The database should be similar to the TALIS database [www.oecd.org/talis](http://www.oecd.org/talis).

<sup>6</sup> See PISA manuals at: <http://www.oecd.org/pisa/pisaproducts/pisadataanalysismanualspssandsassecondedition.htm>

provided for children aged 0-3. Bidders are therefore asked to show cost breakdowns for the case of countries that need to include regulated home-based providers for this international option to allow producing a representative sample for ISCED 0.1.)

23. The international option in the main survey provides countries with the option to expand the sample of ECEC staff and centre leaders. The development and implementation of this option shall however require the same high-level technical, analytical and managerial expertise as for the core survey.

24. Bidders are asked to cost for 5 countries participating in this option and provide additional estimates for each extra country joining.

#### *Content focus of the ECEC Staff Survey*

25. The general themes and indicators for the ECEC Staff Survey were guided by participating countries through their participation and active voice in two meetings of the OECD ECEC Network (in Berlin, via webex). They were re-discussed by participants at the extended ECEC Network meeting on the International ECEC Staff Survey in May 2015 in Paris and are now undergoing a priority rating exercise, which will define the exact indicators to be investigated through the survey. Bidders will receive the result of the priority rating around mid-June via the OECD website. For now, they are as follows:

26. Stakeholder behaviour:

1. Ensuring quality learning and well-being environments: Q: What do ECEC staff do; how do they develop the children in their care; what are their beliefs on effective pedagogies?
2. Motivating staff and attracting and retaining staff to the profession: Q: How satisfied/engaged are ECEC staff; what are their main barriers to their effectiveness?

27. Stakeholder characteristics:

3. Contextual information: Q: Who are the ECEC staff in participating countries/sub-national territories; how do their characteristics compare? Q: What settings do they work in; how do these settings and therefore staff working conditions compare?
4. Developing staff in the profession Q: How are ECEC staff developed; and to what extent can they be deemed as ECEC professionals?

#### *Framework, questionnaires and analysis plan*

28. The goals and priorities for the development of the questionnaires are guided by participating countries and economies and their decisions taken.

29. It is then the responsibility of the Instrument Development Expert Group (IDEG) to translate these goals into the framework and then the questionnaires and the analysis plan. The IDEG will be established by the Contractor with the support of the OECD.

### *Instrument development*

30. The ECEC Staff Survey will be targeted at ECEC staff and centre leaders working at the ISCED 0.2 level of education. In addition, countries will be given the option to survey ISCED 0.1. Adaptations to the questionnaires of the main survey may be needed for this optional population, although it is expected that there would be an overlap in the themes and indicators to allow for analyses across levels.

31. There will be three components to this survey: the pilot, field trial and main survey.

32. The main purposes of the pilot phase are to: i) trial questionnaire items; ii) collect information on the international applicability of the items; iii) gather information on how well the instruments perform in the field for all target populations (core survey and international option); and iv) fine-tune the questionnaires for the field trial based on analysis of the pilot outcomes. Bidders shall describe the methodology they recommend using within the allotted timelines for the pilot phase.

33. The objective of the field trial is to test the survey instruments and the operational procedures in all participating countries and economies in preparation for the main survey. The field trial is mandatory for all participants and helps ensure that the main study can be implemented successfully.

34. The main survey represents the core data collection period for the project. It will use the instruments developed and revised in the previous pilot and field trial phases and will be implemented according to the guidelines and technical standards agreed by the Informal Working Group of participants.

### *Questionnaire mode*

35. The ECEC Staff Survey will employ a mixed-mode design, allowing countries to choose either computer-based<sup>7</sup> data collection, paper administration, or a combination of both. This design will ensure that individual respondents who refuse to participate in the computer-based mode or who do not have access to the Internet will be provided with a paper instrument, thereby ruling out non-response as a result of a forced administration mode.

### *Sampling*

36. There will be between one and two target populations for the survey (depending on country interest):

- Core sample: ISCED Level 0.2 staff and centre leaders.
- International option: Early childhood educational development (ISCED level 0.1) staff and leaders

---

<sup>7</sup> This could also include tablets or other applicable devices.

37. Of the job types for staff working in the ECEC sector identified in Starting Strong III (2012) these include:

- Child care worker;
- Pre-primary teacher, primary teacher, kindergarten teacher, preschool teacher;
- Pedagogue (this can also include auxiliary staff taking part in pedagogical work).

38. In line with the scope of services, it will not include:

- Child-minders or other informal arrangements;
- Auxiliary staff (e.g. cleaners, cooking staff, etc. that do not interact in a pedagogical manner with the children);
- ECEC staff in exclusive special needs centres.

39. It is the objective of the survey to obtain a representative sample of each of these two target populations (core sample and international option). A sampling framework is required that will deliver representative samples of the two populations. Samples must be designed to maximise sampling efficiency for staff-level estimates. However, they should also permit the linkage of staff data with centre-level variables that are collected through the centre leader/manager questionnaire.

40. Regardless of ISCED 0.2 and 0.1 programmes, the service arrangements and job profiles in the ECEC sector vary significantly across OECD countries and it is therefore highly complex to design a survey with representative samples in ECEC. Bidders shall describe the methodology they recommend for countries to categorise programmes and service arrangements to identify the target population. Bidders shall also propose effective sampling strategies taking into account that a country could participate in sampling ISCED 0.2, 0.1 and, in addition, the link to the Early Learning Outcomes project

41. The defined target population must yield sufficient data and indicators for policymakers at the class and playroom, centre, labour market/professional and system levels. The sample must be sufficiently broad so that labour market and system-wide indicators can be inferred and used for policy analysis but also contain the necessary detail so that centre-level data and indicators facilitate policy discussion. This is required for both the staff and manager's questionnaire of each target population.

42. There are key sampling issues that need to be identified for the survey to be effective, provide a representative sample and be comparable across countries. The sampling design for the ECEC staff survey requires particular attention due to the fragmented nature of the ECEC sector, i.e. ECEC is only part of compulsory education in some countries, there exist a multitude of providers and with those diverse professional qualifications and, in most cases, countries do not have a national register of ECEC settings.

43. It is expected that surveys of all target populations will be conducted at the same time. There exists the possibility that the Staff Survey and the Early Learning Outcomes project will not be conducted at the same time. Bidders are therefore asked to indicate how these two projects could still be aligned despite the difference in timelines, i.e. the staff survey proceeding the outcomes survey or the two surveys could be conducted at the same time for the main study at least (please see the timeline for the Early Learning Outcomes project under “Project Background” and the timeline for the staff survey under Section 3 “ECEC Staff Survey indicative timeline”).

44. It is proposed that the participation rates of the survey be 75% for both staff and centres (for an overall participation rate of 56%), while recognising the importance of measuring non-response bias in cases where these participation rates are not achieved.

45. The TALIS experience shows that some countries have difficulty of attaining the required response rates, therefore, just like for TALIS 2018, the Contractor will be required to develop a strategy aimed at assisting countries in attaining acceptable response rates and reducing non-response bias. Bidders should elaborate on their plans for developing a strategy for reducing non-response bias. Innovative solutions are favoured.

46. Bidders must provide clear justifications for their proposed sampling plan.

### ***Country participation***

47. Countries participation will differ between involvement in the main survey that includes the core sample of ISCED level 0.2 staff and participation in the international option (ISCED Level 0.1).

48. At the time of launching this Call for Tender, around 10 countries have formally or informally signed up for participation, and another 10 countries are discussing participation. Around 1 to 3 countries are also considering taking part in the Early Learning Outcomes project. Bidders are requested to present possible alignments between the two projects, keeping in mind that the staff survey is what their bid responds to and which first and foremost requires the development of valid and reliable instruments.

49. If less than 10 countries will participate, it is proposed to change the planned survey operation to a feasibility study, which would run from 2015 to the end of 2016 (in accordance with the proposed timeline below for those two years). The feasibility study would include the instrument development and a small scale validation of the instruments with countries. Bidders are invited to cost for this scenario separately.

### ***Technical standards***

50. The strict adherence to strong technical standards ensures that the survey is carried out with a high degree of uniformity in all participating countries and economies, so that the survey’s results can be compared across countries. It is thus of utmost importance to the overall high-quality of the survey.

58. The technical standards for the implementation of the ECEC Staff Survey specify the quality requirements in terms of sampling, translation and translation verification, survey administration, quality monitoring, data entry and submission, and release and exclusion of data. Bidders shall propose an outline

of technical standards. These need to be in line with the TALIS technical standards<sup>8</sup> but respond to the specificities of the ECEC sector.

### ***Project structure and management***

#### ***Roles and responsibilities of different parties***

51. The basic model proposed for managing the project is a familiar and tested one used in OECD survey-based projects, having been used for instance in the international survey of upper secondary schools (ISUSS), the International Adult Literacy Survey (IALS) and most notably for PISA and TALIS. There will be three main players in the project: the participating countries/territories, the OECD Secretariat and the international contractor, who will operationalise the project.

52. Participating countries and economies to the survey will take responsibility for the project at the policy level through membership of the group that is established to oversee the project, in close cooperation with the TALIS Board of Participating Countries (BPC) and the OECD ECEC Network. There exists the likeliness for the ECEC Staff Survey to become part of TALIS in the long-term. For now, the ECEC Network and the TALIS BPC will further discuss on how they collaborate on the development and implementation of the Staff Survey. It is anticipated that there will be joint sessions during the TALIS BPC meetings and that the ECEC Staff Survey meeting takes place right after the TALIS BPC meetings.

53. The responsibilities of participants to the survey extend to setting, in the context of OECD objectives, the policy priorities for the ECEC Staff Survey and overseeing the adherence to these priorities during its implementation. This includes setting priorities for indicator development and reporting as well as the determination of the scope of work that is translated into this tender for the Contractor.

54. The design and implementation of the survey is the responsibility of the Contractor selected through an approved and transparent tendering process, working closely with the OECD Secretariat.

55. Experts from participating countries and economies serve on expert groups that provide input to the development of the instruments to ensure that the participants' diverse cultural and curricular contexts are reflected in the survey.

56. The OECD Secretariat will take overall managerial responsibility for the project, monitoring the day-to-day implementation of the project and acting as the Secretariat to participants. The OECD Secretariat's role will include building consensus between participants and will serve as the main channel of communication with the international contractor.

---

<sup>8</sup> <http://www.oecd.org/edu/school/talis-2018-call-for-tender.htm>

57. A more detailed description of the roles and responsibilities of the main actors in the project management framework are given in the following sections.

#### *Participating countries*

58. Participating countries and economies have three main roles in the project: (1) They will determine the policy objectives and broad design parameters for the ECEC Staff Survey; (2) Through experts, they will contribute to the development of the framework and instruments; and (3) Through National Project Managers, they will implement the project at the national level, subject to the agreed-upon administrative procedures.

The participating countries and economies

59. Each country or economy that participates in the survey:

- Establishes the specific priorities for indicators, analysis and instrument development in accordance with the policy objectives of the survey;
- Works with the OECD Secretariat to ensure compliance with the policy objectives and design parameters at milestones during the implementation of the project;
- Insofar as the survey implementation is covered nearly entirely by country contributions, draws up the budget and recommends budgetary allocations for participants;
- Defines the scope of the work to be covered by the Contractor;
- Guides the preparation, review and completion of all reports and analysis of the survey results; and
- Brings policy advice, reports and analysis to the attention of the Education Policy Committee (EDPC).

60. It is envisaged that approximately two meetings of participants will be held each year to ensure the effective operation of the survey, and that the Contractor will report on progress at each of these meetings.

#### National Project Managers (NPMs)

61. Participating countries and economies shall appoint National Project Managers (NPMs) to implement the survey in their country. NPMs are the primary means of day-to-day contact between participating countries and the Contractor for the implementation of the survey and shall interact with and report to the Contractor on all issues related to the implementation of the survey in their country. NPMs play a vital role in ensuring that the ECEC Staff Survey is a high-quality project with results that can be verified and evaluated. They can also play an important role in the development and review of the survey's reports and publications, in consultation with the other participating countries.

62. The Contractor shall provide a detailed job profile for NPMs to assist participating countries and economies in their appointment. At the national level, each country must decide how it can best facilitate the communication and coordination needed for implementing the national data collection responsibilities as well as for interacting with the Contractor.

63. A major risk in the implementation of the ECEC Staff Survey is the possibility of deviations introduced at the national level during the course of the implementation. Seemingly unimportant decisions, taken alone or in combination, can undermine the integrity of the entire survey in a particular country. The Contractor shall seek an open and collegial process with the NPMs that stresses the role that key design parameters shall play in assuring final quality. The strict adherence to the survey's technical standards ensures that the survey is carried out with a high degree of uniformity in all participating countries and economies. The Contractor will also produce detailed manuals, documentation and guidelines for NPMs and other national centre staff (for example, the national data manager and/or national sampling manager) to guide them in the implementation of the different phases of the study.

64. Building on the TALIS experience as a general guideline, it is anticipated that there will be four NPM meetings throughout the duration of the project, each lasting between three and five days. This number may differ over years, particularly during the development stage to ensure consistency and that adequate training is provided. The exact number of meetings will be finalised in consultation with the participating countries.

65. Considering the specific roles of NPMs, the activities which are under the responsibility of individual countries are as follows:

- Provide input for questionnaire development through the participating member;
- Provide data/documentation to assist in constructing the national sampling frame;
- Attend NPM meetings;
- Co-operate with the Contractor to draw appropriate samples for all populations covered; and
- Prepare and participate in the pilot (optional), field trial and main study phases of the project:
  - Attend training sessions for NPMs;
  - Distribute materials to centres;
  - Obtain centre and staff co-operation;
  - Recruit and liaise with centre coordinators in each centre;
  - Submit data files to the Contractor;
  - Co-operate in data cleaning; and
  - Review analytic reports and (draft) publications.

66. The OECD Secretariat is responsible for the overall management of the project. This entails preparing the terms of reference for each survey under the guidance of participating countries and economies, engaging an international Contractor to carry out the specified activities, monitoring the Contractor for quality assurance purposes, and acting as liaison between the participating countries and the Education Policy Committee (EDPC). The Secretariat is also be responsible for building consensus among the group of participating countries and economies at the policy level both during the preparation of the terms of references and at milestone points of the survey.

67. The OECD Secretariat acts as the Secretariat to the group of participating countries and economies and as the interface between the group and the Contractor charged with the implementation during all stages of the project. It is further a responsibility of the Secretariat to provide participating countries with a progress report on a biannual basis as well as with a report on financial and contractual management on an annual basis.

68. The Secretariat produces analyses, based on the statistical components provided by the Contractor, and prepares the international reports and publications in collaboration with the Contractor and in close consultation with participating countries both at the policy level (the group of participating countries and economies) and at the level of implementation (National Project Managers). Consensus on indicators, analyses, reports and publications will be built through the group of participating countries and economies.

69. Participating countries and economies shall agree on a set of general rules for the inclusion/exclusion of country results in international reports. Any matter of dispute between countries and the Contractor on the application of these rules shall be arbitrated by the Secretariat, under guidelines established by participating countries.

70. Additionally, it is the OECD Secretariat's role to participate actively during the development of all documents and reports and to oversee the documentation process of the project including approval of all documents before they are provided to participating countries. This applies, in particular, to meeting documents, manuals and survey materials.

#### *The Contractor*

71. The international Contractor is charged with the responsibility of delivering a high quality product – namely a clean dataset – on time and within budget. As such, the Contractor has ultimate decision-making authority and responsibility i) for operationalising the overall project design agreed upon by the group of participating countries and economies; and ii) for implementing the project within the terms of reference and on time. The Contractor develops and imposes rigorous quality assurance procedures for the operation of the survey and takes decisions on implementation on a day-to-day basis. Guidance and advice is sought, as necessary, from the OECD Secretariat, the participating countries and economies and NPMs.

72. The Contractor reports in the first instance to the OECD Secretariat, who acts as the main liaison with the group of participating countries and economies.

73. The Contractor is responsible for establishing, chairing and overseeing the Instrument Development Expert Group (IDEG), for organising and hosting meetings for the IDEG, and ensuring the alignment of

the policy objectives as set by the participating countries and economies and the framework and instruments.

#### Instrument Development Expert Group (IDEG)

74. It is the responsibility of the Instrument Development Expert Group (IDEG) to translate the project goals into the framework, questionnaires and the analysis plan. The group shall be composed of at least one member from the OECD Secretariat, a member of the sampling team, experts with expertise in the levels of education needed (ISCED 0), and expert or consultant drawn from the TALIS Questionnaire Expert Group (QEG) to help ensure synergies across and within surveys, and experts with expertise in the main policy themes selected for the ECEC Staff Survey as well as with experience in survey-based education policy research and instrument development in the international context.

75. The IDEG is responsible for ensuring that the policy themes and priority indicators selected by the participating countries are investigated sufficiently thoroughly to generate valuable policy insights while keeping the questionnaires to a manageable length (maximum 45 minutes to complete the English version). Particular attention shall therefore be paid to how the themes interrelate in order to maximise the analytical value of the survey.

76. It is the responsibility of the IDEG to revise and develop the framework and final list of questionnaire items and relevant instructions to the group of participating countries for approval for the pilot, field trial and main study phases of the project, as well as to develop an analysis plan to guide the OECD Secretariat in the production of the international report.

#### Sampling referee

77. To ensure the integrity of national samples, the Contractor will appoint a sampling referee. Based on evidence about the quality of the samples for the ECEC Staff Survey and in consultation with the Technical Advisory Group (TAG) or other experts and with the OECD Secretariat, the sampling referee will assess the implications for the use of country results in the international and thematic reports and will make recommendations to the group of participating countries regarding the use of individual countries' data in the reporting process. In addition, the sampling referee shall inform participating countries and participants as early as possible of problems with sampling or response rates that may jeopardise countries' compliance with sampling guidelines, providing an explanation for the problems or concerns and, when possible, suggesting remedies for them.

#### Technical Advisory Group (TAG)

78. The role of the Technical Advisory Group (TAG) is to advise both the Contractor and the OECD Secretariat on the operational and technical issues of the ECEC Staff Survey, including the implications of modifications to instrument design and survey procedures, issues related to item definition and construction, issues concerning comparability, cross-cultural validity, sampling, and variance estimation

for reporting. The TAG shall also be consulted on issues surrounding methodological advances and issues related to reporting and the dissemination of data products and online analysis systems.

79. The TAG is managed by the OECD Secretariat. The members of the group are appointed by the OECD Secretariat in consultation with the participating countries and economies. The TAG may also recommend that the OECD Secretariat contracts additional experts for advice on particular issues on which they do not feel competent to advise on.

## **SECTION 2: STATEMENT OF WORK**

80. The main objective of the survey is to deliver an internationally comparable data set that provides the indicators and key statistics for the policy analysis described in Section 1 of this document and enables a range of statistical and policy analysis. The indicators and policy analysis should give policy makers the opportunity to examine and evaluate policies and practices relating to staff in ECEC centres and their practices.

81. The work of the Contractor consists of implementing the ECEC Staff survey (this includes the core survey, namely ISCED 0.2 and, as an international option, ISCED 0.1, should it take place) and to create alignment with the Early Learning Outcomes project (possibly by collaborating with another contractor, if not contracted to the same bidder). It also includes managing and chairing the Instrument Development Expert Group (IDEG) and the group of National Project Managers (NPMs), the design of the sampling and analysis plan and the implementation and operationalisation of the survey.

82. The Contractor shall deliver a high quality product on time and within budget and therefore needs sufficient authority to implement the survey for both of the target samples and make decisions on a day-to-day basis concerning all aspects of implementation. The Contractor should budget for preparing all survey manuals and instruments in both English (British spelling) and French. Working documents and training manuals shall be prepared in English and NPMs will be required to have a sufficient knowledge of English to understand these documents. Moreover, the Contractor shall have sufficient budget and authority to develop and apply effective quality assurance procedures during the project.

83. The implementation of the survey can broadly be divided into ten main tasks that are listed and then detailed below.

Task 1: Establish, manage and chair the Instrument Development Expert Group (IDEG)

Task 2: Production of the framework

Task 3: Development and translation of the questionnaires

Task 4: Sampling

Task 5: Survey operations, quality control and liaison with national centres

Task 6: Implementation and coordination of the two target populations within the survey

Task 7: Data processing, analysis, scaling and analysis and reporting plan

Task 8: Production of the technical report

Task 9: Support for the preparation of international reports

Task 10: Project management

**Task 1: Establish, manage and chair the Instrument Development Expert Group (IDEG)**

84. The Contractor will establish, chair and manage the Instrument Development Expert Group (IDEG), whose responsibility is to devise the framework and questionnaire items for the survey instruments. The Contractor will establish the expert group in consultation with the OECD Secretariat and the participants to the survey. The Contractor will manage the meetings of the IDEG during the development of the framework and instruments. Bidders should include in their proposals how this group will operate. Participating countries and economies will also be asked to nominate experts for this group and the OECD Secretariat shall participate in this expert group and its meetings. As mentioned in Section 1 of this document, the IDEG shall be composed of at least one member from the OECD Secretariat, a member of the sampling team, experts with expertise in the levels of education needed (ISCED 0), and expert or consultant drawn from the TALIS Questionnaire Expert Group (QEG) to help ensure synergies across and within surveys, and experts with expertise in the main policy themes selected for the ECEC Staff Survey as well as with experience in survey-based education policy research and instrument development in the international context. The production of the framework and instruments is ultimately the responsibility of the Contractor.

85. The Contractor should demonstrate that they have the capacity to attract high quality scientific and policy evaluation and design expertise. It is important that the contractor demonstrates that those developing the framework and questionnaires have a sufficient understanding about the ECEC sector and the social, cultural, and educational environments in which staff provide services for early childhood development, including the educational systems and the cultural contexts of participating countries and economies.

86. It will be the responsibility of the Contractor to specify and implement procedures that promote excellent communication among members of the IDEG. The bidder should suggest how a good working relationship can be established and maintained from the beginning.

87. It is proposed to have four physical meetings during the framework and instrument development phases, with each meeting being 2-4 days' duration as well as shorter remote meetings via webinars or conference calls. The bidder is free either to follow this pattern or to propose an alternative method of working with the group. Bidders should describe the number of IDEG meetings they have included in their budget, and should describe how they would call on the expertise of group members outside the

formal meetings. Bidders are encouraged to submit proposals for making the most efficient and cost-effective use of remote meetings as an alternative to physical meetings.

88. Bidders should include in their cost proposal all expenses associated with the contributions of experts and for holding IDEG meetings, such as travel, accommodation, subsistence and honorariums to expert group members. A member of the OECD Secretariat team will generally attend meetings and the Secretariat will cover their own associated costs.

89. The key products from Task 1 will be:

- Establishment of the IDEG;
- Advice and input to the Secretariat into the analysis and reporting phase;
- Effective management of the day-to-day running of the IDEG and communication with relevant stakeholders; and
- Management and schedule of meetings.

## **Task 2: Production of framework**

90. The ECEC Staff Survey framework represents the conceptual underpinning of the ECEC Staff Survey, and development of the framework is the foundation on which all subsequent work on the cycle will be based. It is therefore essential that the framework be based on sound theoretical principles and an understanding of the state of the art in the relevant areas. The framework must also take account of the policy imperatives of the participating countries and economies to the survey and the methodological demands of large international surveys.

91. The Contractor shall work with the other members of the IDEG to develop the framework. The framework development should be informed by participating countries and economies' policy priorities for specific themes and indicators, based on the priority rating exercise conducted by countries. The framework should be aligned with the approach and methodology of the TALIS conceptual framework<sup>9</sup>.

92. The framework must also include the strategy and process for aligning the Staff Survey and the Early Learning Outcomes project. This strategy must be discussed with countries taking part in both studies as well as with the respective contractor of the Early Learning Outcomes work.

93. The Contractor will be expected to present a draft framework to the OECD Secretariat and to the participants to the survey (either in person at a meeting, if timing permits, or via written procedure through the OECD Secretariat) and provide opportunities to provide feedback on the draft. It is also expected that the draft framework be reviewed by the NPMs and the Technical Advisory Group (TAG). The final framework will form the basis for questionnaire development. The Contractor will provide the draft and final versions of the framework in both English and French.

94. The key products from Task 2 will be:

---

<sup>9</sup> The TALIS 2013 conceptual framework can be found under <http://www.oecd.org/edu/school/talis-2018-call-for-tender.htm>

- Draft and final versions of the framework in English and in French.

### **Task 3: Development and translation of questionnaires**

95. The Contractor will work with the other members of the IDEG to develop a survey design which will meet the requirements for valid measurement on the concepts targeted, provide a reliable estimation of trends over time, and lead to interesting insights in policy-relevant areas. Bidders are requested to look into ways of cross-nationally validating the data collected in the participating countries and economies. Bidders should describe how they would improve the cross-national comparability and validity of the questionnaire measures. The bid should also describe how response bias (including cultural biases and social desirability responding biases) will be addressed and controlled for.

96. The Contractor will work with the other members of the IDEG to prepare and, after receipt of comments from the participants to the survey and the OECD Secretariat, revise and complete the ECEC staff and centre leader/manager survey instruments for the core target population of ISCED level 0.2 for the pilot phase, the field trial and the main study.

97. Should the international optional target population be undertaken by participating countries and economies, the Contractor shall also develop the survey instruments for this population. Although some questionnaire items will likely remain constant across populations, it is likely that adaptations will be needed for the additional target population. This will be determined during the pilot phase. Bidders should budget the development of these optional instruments separately in the costing proposal. If countries decide to participate at the same time in the OECD project on measuring child outcomes, questionnaires will need to be aligned in this regard too. Bidders should show this as a separate task and provide cost estimates accordingly.

98. The Contractor will use the data gathered in the pilot and field trial phases to revise and improve the questionnaires. Bidders should describe the methodology they propose using for designing a pilot phase that will yield the data needed to prepare the questionnaires for the mandatory field trial phase. Bidders are asked to describe how they will use the data from the pilot and field trial phases to inform the further development of the questionnaires for the next phase of the project.

99. The Contractor will provide stakeholders with sufficient opportunities and time to provide feedback on the draft versions of the instruments for the pilot, field trial and main study phases of development. Stakeholders include participating countries and economies, possibly the European Commission, the Teacher Union Advisory Committee (TUAC) and the Business and Industry Advisory Committee (BIAC). Bidders should describe how they will manage this feedback process and ensure that all stakeholders have an opportunity to be engaged in this process.

100. The Contractor shall improve the cross-cultural validity of existing questionnaire measures through the exploration and application of novel techniques, e.g., variations in the number of response

options, variations in the wording of response options, scale anchoring, etc. Proposed innovations should be balanced against their potential effect on the measurement of trends.

101. For the ECEC Staff Survey, the primary mode of administration will be by computer. There will continue to be a paper-based alternative for countries which do not have the necessary facilities for computer-based administration in their centres. Therefore, the production of the instruments must be possible in both computer and paper versions.

102. Once the IDEG has completed the task of developing the instruments and a list of questions to be included in the survey, the Contractor will need to transform the instruments into a useable survey. The document should be designed in a manner as to facilitate participation of sampled centre managers/leaders and staff. The Contractor will be required to arrange the layout of data collection materials, for each of the target populations, if applicable. Bidders should demonstrate their capability and experience in producing survey documents and data collection materials. The data collection material should include a centre manager/leader manual to be used in each centre to ensure consistent data collection across centres. Bidders should budget for these activities separately for the international option.

103. Cross-national comparability of the data-collection instruments used in international surveys is an essential element of ensuring the validity of measurement, and linguistic and translation quality control is a vital task in the achievement of this comparability.

104. The Contractor will need to ensure the high quality and comparability of all translated materials for the data collection materials (e.g. the questionnaire document, related training materials). Translation will be managed by the national centres, under the responsibility of NPMs. The national centre will not only be responsible for translating but also for covering all expenses associated with this task.

105. The Contractor will prepare all data collection materials for each of the target samples in English and French, and then distribute these materials to national centres. Countries will then translate the data-collection instruments and materials into their national language(s), following the technical guidelines provided by the Contractor and explained in their proposals. The Contractor will provide NPMs with appropriate training to ensure that national centres follow the same quality procedures in the translation and national adaptations of their materials.

106. Translation and national adaptations will be required for the staff and centre manager/leader questionnaires for the pilot, field trial and main study phases. Moreover, translation will be needed for supporting materials such as cover letters for centres and consent forms for centre managers/leaders and staff. These documents will be required for the core target population (ISCED level 0.2) and optional target population (ISCED level 0.1) if this option is undertaken by participating countries and economies. Bidders should provide separate costing for the optional tasks in their budget.

107. The Contractor shall ensure that the translation of the proposed data-collection instruments reflects the language as used in each participating country (e.g., the French-language version developed for France will require modification before it is suitable for use in other countries in which French is also used). Depending on the number of languages in which the ECEC Staff Survey is administered in each country, one or more national versions of all data-collection instruments must be developed. In all instances, the Contractor must ensure the cross-national comparability of all instruments in different languages. Bidders are asked to include one national language adaptation per country in their budget. In some cases, countries may wish to produce more than one nationally adapted and translated set of instruments and documents in

which case additional contracts may be required. If so, the additional work should be negotiated and contracted directly with countries. However, bidders must provide an indication of their costs for such additional national adaptations and translations.

108. The Contractor will have the ultimate responsibility to ensure the accurate translation of data collection materials but should work together with other members of the IDEG to ensure that the intended meaning of the items is maintained after translations. The Contractor will produce a detailed glossary of terms used in the instruments and manuals to help ensure a homogeneous understanding of the terminology to be translated by national centres. The Contractor will also prepare an annotated version of the instruments to advise national centres of any specific issues to be considered in particular questionnaire items or in the interpretation of particular terms or phrases. Furthermore, the Contractor will develop manuals and training materials for national translators and to train National Project Managers (NPMs) in the processes and procedures for translation and national adaptation.

109. Bidders should describe their approach to those training and advisory tasks, and should outline how they would plan to train and support national teams. During NPM meetings, the Contractor will conduct training sessions in translation and verification procedures and to carry out individual consultations with NPMs as required.

110. Bidders should describe in detail the approach they will take to manage the national translation and adaptation process. This may include for example, the use of adaptation, translation and verification forms, or use of a portal which can track and monitor different versions and workflow throughout the process in such a way that construction of the national versions of instruments is as smooth and seamless as possible.

111. The Contractor will also review and propose updates to the technical standards regarding the translation and adaptation of questionnaires and manuals, to be considered and adopted by the participating countries and economies.

112. Bidders should identify how they will ensure that the translation of data collection materials is in accordance with the objectives of the design of survey instruments and questionnaire items. The proposals from bidders must specify their recommended method of translation (e.g. double translation followed by reconciliation, back translation, etc.) as well as the procedures they will apply to ensure: i) comparability; ii) quality control; and, iii) resolution of possible disagreements with participating countries and economies about the accuracy and acceptability of the translations.

113. The key products from Task 3 will be:

- In collaboration with other members of IDEG, develop and revise items for the staff and centre leader/manager questionnaires following feedback from stakeholders and analyses of pilot and field trial data;

- Laid-out and formatted versions of the staff and centre leader/manager questionnaires for each target population in English and in French and available in both computer and paper versions for the pilot, field trial and main study phases of data collection; if applicable, ensure alignment between OECD work on child outcomes;
- Glossary, annotated questionnaires, training manuals and translators' guide to guide national centres in their translation tasks (these documents to be available in English only);
- Management of relationship with NPMs to deliver timely, efficient and accurate translation of data collection materials; and
- Quality control measures, technical standards and management of translation processes.

#### **Task 4: Sampling**

114. A key aspect of the validity of the ECEC Staff Survey data depends on the development of robust sampling procedures which can both take account of the varied demographic profiles of the ECEC Staff Survey participating countries and economies and ensure that each sample adequately represents the underlying population.

115. The success of the ECEC Staff Survey also rests on the creation of an internationally comparable dataset that is also comparable across each of the two target populations. This requires the development and implementation of a sampling methodology and set of procedures that are completed on-time and implemented with high-quality precision.

116. The Contractor shall devise and implement a sampling methodology that should cover the issues discussed in Section 1 of the terms of reference. To this end, the Contractor will be required to prepare draft and final versions of the sampling plans for the field trial and main study. Sampling plans should specify methods and standards for decisions regarding inclusion/exclusion; incorporate improvements to existing practices where appropriate, including the mechanisms for assessing the adequacy of participating countries and economies' sample frames and for assuring the adequate demographic and geographic representation of ECEC staff and centres; include procedures that would be used in drawing robust country samples from the sampling frames; and make reference to sampling standards.

117. The sampling method should allow for meaningful linkages of ECEC staff responses with those of the centre leader/manager and with centres and other staff characteristics. The methodology should identify: the sample size of centres, centre leaders/managers, and staff; the target population; the survey procedures (including the rationale for choice of survey procedures); the requirements regarding participation rates of centres and centre leaders/managers and staff; and other issues such as the sampling requirements for smaller countries/economies. This will need to be undertaken for each of the two target populations. This plan shall be completed and provided to the OECD Secretariat in draft format by the date indicated in the agreed timeline. Bidders should outline how they will approach the task of developing the sampling plans. Bidders are also asked to outline how these sampling strategies could be aligned with the Early Learning Outcomes study. Bidders can outline different scenarios to this purpose. Bidders are also requested to indicate whether cost for the staff survey could rise due to this alignment.

118. The Contractor must ensure the integrity of national samples. For this purpose the Contractor will act as the sampling referee. As such, the Contractor shall develop sampling standards and develop quality

control procedures for assessing and ensuring that the ECEC Staff Survey sampling standards are met. The sampling referee shall establish procedures for dealing with samples that do not meet the predetermined sampling standards and this may include, for example, evaluation of the outcomes of national or regional non-response bias analysis. This activity will be carried out as part of the broader data adjudication process, which will be managed by the Contractor. The sampling referee shall provide a sampling adjudication report with evidence about the quality of the samples for each participating country/economy and for each of the two target samples, as well as the implications of sample quality for the use of country results in the international and thematic reports. This adjudication report will be submitted to the OECD Secretariat according to the agreed-upon timelines.

119. Bidders should describe how they will monitor observations of quality control procedures in such a way that early notice can be given to participants (through the OECD Secretariat) of problems with sampling or response rates that may or will jeopardise countries' compliance with the agreed sampling guidelines. If such notice shall be required, the sampling referee should provide an explanation for the problems or concerns and, when possible, suggest remedies for them. The OECD Secretariat shall arbitrate disagreements between participating countries and economies and the sampling referee under guidelines established by the participants to the survey.

120. The Contractor will develop sampling weights for each participating country or economy, to be used in the preparation of the international database. Sampling weights must be prepared and included in the field trial and main study datasets. Bidders should describe their approach to this task.

121. The Contractor shall consult with the participating countries and economies as they develop their sampling frames. To this end, the Contractor will develop sampling manuals and training material for national centres. Bidders should describe their approach to this task.

122. The Contractor will conduct training sessions at National Project Managers (NPM) meetings in sampling procedures and to carry out individual consultations with NPMs as required. Bidders should describe what their priorities would be in arranging consultations and how they would support NPMs whom they have not been able to meet individually. Bidders should also describe how they would use alternative methods such as webinars or online training materials to support national centres.

123. The bidder should describe how they would work with countries and economies to ensure that each country and economy's sample fits both their national requirements and the needs of the ECEC Staff Survey. This may include, for example, taking steps to maximise or minimise overlap with other national or international samples, including TALIS 2018 and the Early Learning Outcomes project, which will be held during a similar timeframe. The bidder should give details of any software which will be used for sampling at either the national or international levels.

124. The Contractor shall consider countries' national interests when drawing the centre and ECEC staff samples, and should assist those who have additional requirements to maximise the policy relevance

of their participation in the ECEC Staff Survey. National variations in the sample may include, but not necessarily be limited to, the following:

- Over-sampling of particular groups (e.g. to provide additional reporting for particular groups of staff, or reporting at regional level);
- Sampling of an “adjudicated region”, which is a region in which a sample is drawn and adjudicated independently of the main national entity.

125. The Contractor will also be expected to accommodate small variations which do not entail a large number of additional procedures or extensive additional weighting steps within the procedures already included in these Terms of Reference, without additional cost. Bidders are asked to describe their approach to such national variations and, in particular the extent of sampling variations which they can offer to countries within the budget proposed in their response to this Call for Tender. In some cases, national variations may involve a substantial amount of additional work from the Contractor and additional contracts may be required. If so, the additional work should be negotiated and contracted directly with countries. However, bidders are asked to give an indication of their costs for commonly required additional national sampling options such as drawing of samples to enable regional comparisons.

126. The Contractor should provide input to the Instrument Development Expert Group (IDEG) in developing the questionnaire and in pertinent aspects of the development of survey instruments and questionnaire items as they relate to sampling issues. This shall ensure that: i) the IDEG receives sufficient sampling advice when required for instrument and item development so that items can be successfully implemented under the sampling framework developed by the Contractor; and ii) the Contractor is aware of the sampling requirements under which items were developed for both the ECEC centre leader/manager and staff questionnaires. It is envisaged this would require a member of staff of the Contractor with the required sampling expertise to attend up to four meetings of the IDEG. Attendance at these meetings should be identified separately in the budget.

127. The sampling component of the work will thus include: i) the development of the sampling plans for the field trial and main study; ii) the development of sampling standards; iii) consulting with countries and economies in the development of their sampling frames and the drawing of their samples, for the field trial and main study; iv) the preparation of sampling weights; v) sample refereeing and the preparation of sampling-related quality control procedures and adjudication report; vi) advising the IDEG on questionnaire development issues as they relate to sampling; and v) advising the Secretariat on issues of analysis and reporting as they relate to sampling. The sampling component will also include to cooperate and coordinate with the contractor for the Early Learning Outcomes study in order to assure analytical synergies between the two projects.

128. The key products from Task 4 will be:

- Sampling plans for the field trial and the main study for all target populations;
- Cooperation with the contractor in charge of the Early Learning Outcomes to align sampling and therefore also the analytical work.
- Sampling manuals (in English and French) and training manuals (in English only) for national centres;

- Sampling standards, quality control procedures, sample refereeing and adjudication process;
- Sampling weights for the field trial and the main study;
- Input in the instrument and item development to ensure they shall be achieved within the sampling framework;
- Input into analysis and reporting; and
- Sampling adjudication report (in English only).

### **Task 5: Survey operations and quality control**

129. The contractor shall plan and then implement survey operations and procedures aligned to the survey methodology for both paper-based and computer-based instruments. This includes the related aspects of quality control and the training of country representatives in these procedures (e.g. NPMs, centre leaders/managers, etc.). This shall be required for each of the target populations, if applicable. All training materials shall be developed in English, with the exception of the centre leaders/managers manual which shall also be made available in French.

130. In any international survey, agreed standards are essential to ensure validity, reliability, and comparability across countries and over time. This requires the agreement of all participants on an international refereeing process and on procedures for quality control. The Contractor, in conjunction with the OECD Secretariat, shall prepare a proposal for the ECEC Staff Survey technical standards. This document shall be prepared in both English and French. The proposal will be presented to the participants to the survey in order to seek consensus among them on the standards.

131. The Contractor will be responsible for monitoring that all national centres are following the ECEC Staff Survey technical standards. Bidders should describe in detail how they would do this. In particular, they should describe how such monitoring would be done.

132. The Contractor shall establish plans for monitoring adherence to the technical standards during field operations in all countries and economies. This will include national centre procedures and survey operations in the centres that participate. These plans shall include a requirement that the Contractor shall appoint and pay quality monitors to visit a number of centres in each of the participating countries and economies to assess their compliance with the project's guidelines for sampling, data collection, etc. Bidders' discussion of quality assurance should specify how this requirement will be achieved, including, the criteria for selecting centres to be visited, and how the findings will be used to ensure the projects' overall integrity. The number of centres to be monitored, methods of identifying and training quality monitors and the proposed costs for such monitoring should be distinctly identified in the bidder's cost proposal. The Contractor shall produce a national quality control monitor manual specifying the procedures to be followed (in English and French).

133. The Contractor will produce a quality monitoring report outlining countries and economies' compliance with quality standards throughout the project and which will be taken into consideration along the adjudication report in decisions about data inclusion for the final reporting.

134. Data capture software shall also be delivered to facilitate data collection in the implementation of the survey. Bidders should describe the data collection software they would deliver and the provision of training to NPMs.

135. The Contractor will be required to develop a strategy aimed at assisting countries in attaining acceptable response rates and reducing non-response bias. The Contractor shall therefore assign each participating country and economy a set of follow-up procedures aimed at achieving the required response rates. These should be included, or in addition to, the sampling manual. Bidders should identify the procedures to be undertaken to ensure high response rates.

136. The key products from Task 5 will be:

- ECEC Staff Survey technical standards;
- A strategy aimed at assisting countries and economies in attaining acceptable response rates and reducing non-response bias;
- Data capture software (with accompanying documents);
- Quality assurance procedures and management;
- National quality control monitor manual (in English and French);
- Quality monitoring reports on survey procedures and quality assurance procedures for the pilot, the field trial and the main study (in English only).

#### **Task 6: Implementation and coordination of the two target populations within the survey**

137. The Contractor shall manage and implement all tasks associated with the centre manager/leader and staff questionnaires in the main survey, including the ISCED 0.1 international option should survey participants choose to implement it. This includes accommodating countries and economies that are participating in each and/or all of the target samples and ensuring that the deliverables from each target population are directly comparable. The task of implementation and coordination of tasks shall follow those detailed in the sampling plan and sampling manual. This task highlights the importance of effective management and coordination in successfully implementing the survey. If countries participate in both the ECEC Staff Survey and the Early Learning Outcomes study, the international contractor will need to assure alignment between data sets and collaborate with the international contractor in charge of this work. Bidders should indicate additional costs that might be incurred to do so.

138. Consideration should be taken of quality control measures and the proposed management structure and techniques. This may include the identification of pertinent sampling and methodological issues and a proposal to overcome such issues, and a strategy for collecting the data, while ensuring the comparability of surveys implemented for each target sample and following the timeline detailed in the sampling plan.

Bidders are required to identify how they will efficiently implement and coordinate surveys for each of the two target populations and manage critical issues during the implementation phase.

139. The key product from Task 6 will be:

- Implementation and coordination of surveys for each of the two target populations, as applicable. If necessary, ensure comparability between data sets from the ECEC Staff Survey and the OECD work on child outcomes.

#### **Task 7: Data processing, analysis, scaling and analysis and reporting plan**

140. The key product of the ECEC Staff Survey is an international database containing all the data collected through the survey instruments. The Contractor shall ensure the data is cleaned and weights and variance estimations are computed. Datasets should be prepared containing the relevant sampling and variance estimation information. Bidders should also outline the quality control procedures to ensure an error-free, reliable dataset and identify mechanisms to ensure the direct comparability of datasets of all target populations.

141. The Contractor shall clean all data collected through each of the target samples for the preparation of an international database, as applicable. This task is necessary for the field trial and the main study. Bidders are asked to indicate the types of checks that will be carried out on the data, and the mechanisms which will be put in place to ensure that checks are carried out by national centres as required.

142. With the data collected during the field trial, the Contractor shall conduct analyses to identify problems in the implementation of the administration procedures; investigate methodologies of data analyses (particularly the methodology of scaling the data); investigate the properties of questionnaire items; and carry out other necessary analyses which may be required to inform the preparation of the database. The Contractor shall work with the IDEG to develop proposals for the participants to the survey for the development of the main study instruments, based on field trial data. Bidders should identify their capabilities and experience in data management at the international level and which member(s) of their management structure would assume responsibility for this task.

143. Data processing shall include the merging of national datasets from individual countries into an international dataset. It will also require the merging of the international dataset for each of the two target samples, as applicable, as well as for the work on Early Learning Outcomes

144. Descriptive statistics should be calculated from the merged datasets and appropriate investigations of statistical anomalies undertaken. Anomalies shall be identified and corrected and notification given to the relevant NPM if considered appropriate. The Contractor shall undertake and ensure that high-quality data verification and processing is undertaken for all stages of the survey. Bidders should describe the data verification procedures they will follow.

145. The Contractor shall provide user friendly data files for each sample, including a clear mechanism for merging and analysing the data files of each of the two target samples.

146. The Contractor shall provide a fully documented data product (including a compendia providing the distribution of responses according to the variables collected in the questionnaire) that shall be delivered to the OECD Secretariat in preliminary form and then in a final form by the dates specified in the agreed timeline. This data product shall provide a set of basic indicators (and their components) and allow the OECD Secretariat, the participating countries and economies, and any relevant contractors to conduct their own further analyses. Accompanying documents shall be provided to facilitate such analysis, specifically the re-production of the main indicators.

147. The Contractor shall also provide all products accompanying the dataset. These include file descriptions, codebooks, and any indicators and indices formulae. These may be provided in the format of a user's guide for the international database.

148. The Contractor should develop and implement a plan to ensure the data are readily accessible and user friendly for a wide range of potential users, including researchers, NPMs, policy makers, and others who would benefit from access to the data.

149. The Contractor shall submit a draft analysis and reporting plan to the participating countries and economies for its review and approval. The plan shall discuss the kinds of analyses that will be possible with the data collected in the ECEC Staff Survey, including data collected through the international option. The plan should include details of the composition of the scales and indices that are planned to be derived from the questionnaire items.

150. The analysis and reporting plan will guide the OECD Secretariat in preparing and designing the reporting plans for the ECEC Staff Survey, particularly the international report. Most importantly, the plan should summarise and explain the types of analyses that can and should be conducted to address the ECEC Staff Survey's policy-driven focus and discuss how the data can best be presented and reported. The plan should include discussion of analytical and statistical techniques that make best use of the data while ensuring that they remain accessible to policy makers and researchers. Once approved by the participating countries, the plan will serve as the basis of the international and thematic reports that the OECD Secretariat will coordinate.

151. The Contractor shall also carry out the analysis to test and compile the derived variables, scales and indices for inclusion in the international database.

152. The Secretariat also wishes to consider the production of data analyses manuals. It is foreseen that two analysis manuals would be produced to provide detailed information on how to analyse the data across ISCED levels, enabling researchers to both reproduce the initial results and to undertake further analyses. In addition to the inclusion of the necessary techniques, the manuals will also include a detailed account of the database and examples providing full syntax in SPSS and STATA. This will encourage further use of the data by researchers. Bidders are asked to budget for the production of these manuals separately.

153. The key products from Task 7 will be:

- Data verification rules and procedures;

- The cleaned databases for data collected through both the staff and centre manager/leader questionnaires for each of the two target samples with appropriate sampling weights, and methods for merging the datasets identified;
- User guide for the international database;
- Analysis and reporting plan; and
- Two analyses manuals (in English only).

#### **Task 8: Production of the technical report**

154. A technical report will be developed and published covering all aspects of the survey (including each of the two target samples, if applicable). The Contractor shall provide the OECD Secretariat with a copy of a comprehensive technical report by the date indicated in the agreed timeline. This report shall summarise and clearly describe all data and statistical conventions or approaches applied in each of the target samples. The technical report should serve the needs and address the likely questions of the most sophisticated users of the dataset. It should also provide guidance for future waves of the survey if particular issues and/or difficulties were encountered or identified. Bidders should also consider the extent to which technical information could be made more fully and flexibly available, for example by supplementing the published report with web-based material.

155. The Contractor will ensure that the technical report has been thoroughly edited and written according to the OECD Style Guide. All tables to be included in the technical report shall be provided in Excel format. The OECD Secretariat will be responsible for final formatting and copy-editing of the report for publication.

156. The key product from Task 8 will be:

- ECEC Staff Survey technical report (in English only).

#### **Task 9: Support for the preparation of international report**

157. The OECD Secretariat is responsible for the preparation of the report that will summarise the results of the survey that includes results from each of the two main samples. The purpose of this report will be to:

- Provide the descriptive statistics of the staff and centre managers/leaders' surveyed, including the main indicators and associated statistics relevant to the policy and research objectives described in Section 1;

- Examine how these indicators and relevant statistics interact within and between specified policy issues; and
- Identify the implications for policy and practice.

158. To support the preparation of the report, the Contractor shall:

- Develop an analysis and reporting plan, as mentioned above;
- Provide statistical and technical support for the OECD Secretariat during the development of the report;
- Design and provide basic descriptive tables following a standardised format specified by the Secretariat; and
- Review the report, tables and drafts of the report for technical consistency and coherence.

159. Responsibility for the production of tables and analyses from the international database will be shared between the Contractor and the OECD Secretariat. The bidder should specify the approximate number of tables assumed within the core budget.

160. Given the level of coordination that will be necessary between the OECD Secretariat, participating countries and economies and the Contractor, bidders are reminded of the need to discuss how such coordination will be facilitated and managed successfully. One issue that should be addressed in this discussion is the consistency of results in the international and national reports (should countries wish to undertake them). The Contractor cannot guarantee such consistency but should be available to assist those preparing national reports should questions arise about procedures for data analysis, scaling procedures, weighting, software, etc.

161. The key product from Task 9 will be:

- Technical support and advice for the production of the initial report from the survey; and
- Checking of all analyses tables produced for the initial report.

#### **Task 10: Project management**

162. The OECD Secretariat will have a significant role in the oversight and management function for the ECEC Staff Survey, working together with the Contractor. The Contractor will be required to appoint a senior person to act as the International Survey Director. This person will work closely with the OECD Secretariat to ensure the success of ECEC Staff Survey. He or she will provide leadership for NPMs and the IDEG, and to this end should have strong management and team-building skills. The person in this role should also have the academic credibility and experience to provide the intellectual leadership of the ECEC Staff Survey among experts, and to work with the Secretariat on identifying technical issues to be discussed by the Technical Advisory Group (TAG). Bidders should name the person who will be carrying out this role, who should be expected to spend the majority of his or her time working on the ECEC Staff Survey. Bidders should specify the percentage of time to be spent on the project by the International Survey Director.

163. The Contractor shall deliver a high quality product on time and within budget and therefore needs sufficient authority to implement the survey (that includes each of the two target populations, should countries and economies wish to participate) and make decisions on a day to day basis concerning all aspects of implementation. The role of the Contractor shall not only be to implement the sampling plan they have developed but also to manage and coordinate all parts of the process during implementation. The Contractor shall have sufficient budget and authority to develop and apply effective quality assurance procedures during the project. Bidders should specify such procedures in their proposals and indicate how they will monitor the effectiveness of these procedures during the life of the contract.

164. Other positions/titles should be described in bidders' proposals. Additionally, the structure and procedures for working with subcontractors and experts should be discussed; including overseeing subcontractors' work, ensuring accountability and control from a financial as well as a technical perspective, and interactions with them on a more routine basis should be described. Bidders should ensure that subcontractors, in addition to being highly qualified, are drawn from different OECD countries as much as possible.

165. In close collaboration with the Contractor, the Secretariat will be responsible for the following aspects of management and coordination of the project:

- Ensuring that the participants to the survey are regularly updated on the progress of the project;
- Providing advice to the participating countries and economies on the feasibility and impact of changes to the scope of ECEC Staff Survey or its implementation, taking into account the issues involved for the Contractor;
- Ensuring that the decisions of the participants to the survey are implemented; liaising with and advising the Contractor accordingly; ensuring that the Contractor is kept fully informed of any decisions which impact on project structure or timelines;
- Ensuring that a project management approach is agreed with the Contractor and is applied to managing the work throughout the project;
- Oversight of risks, issues and deviation from timelines; ensuring that risks and issues are regularly monitored and appropriately mitigated and managed;
- Monitoring the budgets and milestones and resolving budgetary or contractual issues;
- Establishing and maintaining an archive of all project resources, documents, materials and databases; and

- Providing additional support to National Centres by attending NPM meetings; obtaining regular feedback from NPMs; dealing with any queries or problems which cannot be resolved by liaison with the Contractor.

166. The Contractor will be responsible for facilitating the implementation of the agreed project management approach and for ensuring that the Secretariat is kept fully informed on the progress of the project. This will involve the following:

- Establishing tools and mechanisms for effective communication with the Secretariat and with national centres;
- Developing and maintaining an integrated project plan and timeline;
- Negotiating and resolving timeline amendments, for example those which might arise from participating countries and economies' requirements, unavoidable operational delays or other unforeseen project changes; keeping the Secretariat fully updated on amendments; informing the Secretariat promptly of any timeline issues which cannot be resolved which may have implications for achievement of project milestones;
- Informing the Secretariat promptly of any urgent issues or disputes which may arise;
- Organising regular progress meetings with the Secretariat either face-to-face or online, at agreed intervals; circulating any papers required for meetings; keeping and circulating minutes of all meetings, including agreed action points;
- Putting in place procedures for monitoring risks; maintenance of a regularly updated risk register and issues log; providing regular updates on risks, issues and deviations from timelines to the Secretariat;
- Collecting and collating information on the feasibility and impact of changes to the scope of ECEC Staff Survey or its implementation (e.g. countries/economies joining the cycle late), to assist the Secretariat in giving advice to the participating countries and economies;
- Establishing a mechanism for submission of all ECEC Staff Survey resources, documents, materials and databases to the OECD archive, and ensuring that this is kept up-to-date;
- Discussing additional requests from participating countries and economies with the OECD Secretariat; negotiating and coordinating additional national requirements or requests with national centres or participating countries and economies as appropriate. This may in some cases require the identification of additional costs and the establishment of corresponding additional contractual arrangements with countries; and
- Providing regular reports to the Secretariat and the participants to the survey. The nature and frequency of such reports will be agreed between the Contractor and the Secretariat.

167. The Contractor shall also: i) liaise with the OECD Secretariat to ensure the overall success of the survey; ii) advise the OECD Secretariat about the effects on the international costs of countries and/or economies that join later, withdraw, or cause delays to the project; and iii) develop a schedule and

procedures for the review of national data to ensure their accuracy before these data are provided to participating countries and economies.

168. Bidders should discuss how they will: i) facilitate interaction and ensure effective collaboration among participating countries and economies, the IDEG, and other contractors; and ii) ensure effective collaboration with and demonstrate responsiveness to the OECD Secretariat.

169. The potential use of multiple contractors heightens the need for effective coordination among all those involved with the survey, including contractors. Accordingly, bidders must discuss: i) their experience that demonstrates relevant and successful coordination of large-scale survey projects and/or projects involving multiple countries and contractors; and ii) how their efforts during the period of contract implementation will promote and achieve the coordination required to ensure the success of the survey.

170. The Contractor shall be further responsible for recommending to the OECD Secretariat: i) the frequency and location of meetings for the NPMs (see the description for this group below); and, ii) criteria for determining the quality of the samples and their implications on the use of country results in the international reports on advice from the sampling referee.

171. Meetings of the NPMs shall operate in English. The Contractor should also budget for preparing all survey manuals and instruments in both English (British spelling) and French. Working documents shall be prepared in English.

#### National Project Managers (NPMs)

172. The Contractor shall develop a description of the role and profile of NPMs who will facilitate the translation and implementation of the data collection instruments in their country. Although this may be a component of the sampling manual, NPMs may need instruction to start their work prior to the date of completion of the sampling manual. The Contractor will have to identify how to best manage the timing of such work. Bidders should specify their intended working relationships with NPMs and how they will best ensure efficient and high-standards in the work of NPMs. In their proposals, bidders must also propose a timeline for the national implementation of the survey for each of the target samples including a proposed meeting schedule.

173. In liaison with the OECD Secretariat, the Contractor shall call, organise, and host meetings of NPMs. Four to six such meetings are anticipated during the life of the contract, including two training sessions before the pilot and the main study which the Contractor will be responsible for running. Provisions for meeting facilities as well as for travel and compensation of experts, as required, should be included in bidders' proposals. No compensation and travel costs for NPMs or representatives from the OECD Secretariat should be included in the cost proposals. Participating countries will bear the costs of their NPMs' participation in these meetings.

174. The key products from Task 10 will be:

- Effective management of the day-to-day running of the project and communication with relevant stakeholders;
- Effective short-term and long-term stakeholder management;
- National Project Manager manual and description of role; and
- Management and training of NPMs including a schedule of meetings/training sessions.

### **SECTION 3: SCHEDULE, DELIVERABLES AND BUDGET GUIDELINES**

175. A general timeline has been included in this document. It is aligned to the proposal upon which countries decided their participation in the survey. Although the third cycle of the survey is bound by certain predetermined milestones (e.g., field trial in 2017, main study in 2018), the bidders' expert judgement is sought on the planning, organisation and management of the work they are bidding for.

176. Careful consideration should be given to the timing of the data collection. Bidders should consider how to incorporate a certain level of flexibility in the survey window.

177. Bidders should include in their proposal a detailed schedule of deliverables. This should include a schedule of activities and milestones that describes when materials would be completed, including the drafts of relevant materials. It is allowed that bidders propose an alternative timeline to that presented here. If this occurs, bidders should specify and provide a rationale for deviations in their schedule. Consideration should also be given to the time required by NPMs to complete required tasks. The following indicative timeline contains only selected major milestones, whereas the project plans submitted by bidders should cover the totality of the activities that relate to the terms of reference.

#### **ECEC Staff Survey indicative timeline**

178. The following table indicates a timeline of the ECEC Staff Survey milestones that will occur during the cycle. For reference, the abbreviations in the table are as follows:

- Q1: First quarter of the calendar year (January – March)
- Q2: Second quarter of the calendar year (April – June)
- Q3: Third quarter of the calendar year (July – September)
- Q4: Fourth quarter of the calendar year (October – December)

Quarter	Events	BPC and NPM Meetings
	2015	

Q2	Call for tender for international contractor	
Q2/Q3	Call for and review of tenders	1 <sup>st</sup> meeting of participating countries and economies
Q3/Q4	Contract in place	
Q4	Establishment of IDEG and TAG Conceptual framework	2 <sup>nd</sup> meeting of participating countries and economies
2016		
Q1	Conceptual framework	3 <sup>rd</sup> meeting of participating countries and economies
Q2	Questionnaire Development	1 <sup>st</sup> Meeting of NPMs
Q3	Questionnaire Development	4 <sup>th</sup> meeting of participating countries and economies
Q4	Pilot Study	
2017		
Q1	Field Trial	5 <sup>th</sup> meeting of participating countries and economies
Q2	Field Trial	2 <sup>nd</sup> Meeting of NPMs
Q3		6 <sup>th</sup> meeting of participating countries and economies
Q4	Main Study S. Hemisphere	
2018		
Q1	Main Study N. Hemisphere	7 <sup>th</sup> meeting of participating countries and economies
Q2		3 <sup>rd</sup> Meeting of NPMs
Q3		8 <sup>th</sup> meeting of participating countries and economies
Q4		
2019		
Q1		9 <sup>th</sup> meeting of participating countries and economies
Q2	Launch of ECEC Staff Survey core and optional data Launch of initial reporting Launch of option reporting Release of technical report	
Q3		
Q4		

## Work task deliverables

179. This section summarises the deliverables that the Contractor shall prepare. These documents are to be submitted to the OECD Secretariat within the agreed timelines, which, in turn, shall report on these to the participants to the survey with the necessary documents and information. All final documents related to the project and delivered to the countries are to be given to the OECD Secretariat in electronic form for archiving and documentation purposes.

180. The Contractor shall prepare draft and final versions of the following and indicate their proposed delivery dates in their proposed timelines:

- Conceptual framework;
- Technical standards;
- Questionnaire glossary, annotated and clean questionnaires, translation manual and training material for NPMs;
- Laid-out and formatted versions of the data collection instruments in computer-based and paper versions for the ECEC staff and centre leader/manager questionnaires for the pilot, field trial and main study phases. Separate instruments for each target population shall be developed should the international option go ahead;
- The sampling plans and data requirements for the field study and main study including the provision of advice and then approval of national samples;
- Sampling standards, manuals and related training materials for NPMs;
- Sampling adjudication report;
- Job profile, role description and instructions for NPMs;
- Documented strategy for increasing participation rates and reducing non-response bias;
- Survey operations manuals and training materials for NPMs and school coordinators;
- Data capture software with accompanying documentation;
- Translated data collection materials for each stage of sampling. The quality monitoring reports on survey procedures and quality assurance procedures for the pilot, the field trial and the main study;
- Cleaned databases for data collected through both the ECEC staff and centre leader/manager questionnaires for each of the two target samples (if applicable) with appropriate sampling weights identified and a user guide for the database, along with derived variables and complex scales and indices;
- Analysis and reporting plan;
- Descriptive analyses tables for the field trial and main study;
- The technical report of the survey and sampling methodology and a fully documented data product;
- Analysis manuals; and
- Management deliverables (including progress reports).

181. The Contractor shall submit a tri-monthly report describing the progress made during the quarter, work to be undertaken during the next quarter, and any problems or difficulties encountered. These reports are to be submitted to the OECD Secretariat by 15 January, 15 April, 15 July and 15 October of each year. These reports shall also include the management requirements described in Task 10 of this document.

#### **Budget guidelines and assumptions**

182. Budgets must be presented in EURO.

183. The budget should encompass all activities up to and including the dissemination activities. In preparing the budget, bidders should assume that 10-15 countries will participate (representing a combination of both OECD and Partner countries and economies). Bidders should specify the marginal cost for each additional country beyond the 10 countries and economies. Bidders should be aware that based on initial indications of interest from countries, the Secretariat expects that a total of 10-15 countries and economies will take part in the core ISCED 0.2 survey.

184. In evaluating the costs of the relevant components of their proposal, bidders should identify the fixed cost and marginal costs of undertaking the international option of ISCED 0.1.

185. Additional costs incurred due to the coordination with the ELO project contractor are to be shown separately.

186. Bidders must complete the budgetary worksheet included at the end of these Terms of Reference. Bidders are asked to provide a cost per task described within this document. The budgetary worksheet must be submitted in a separate paper file from the rest of the response to the Call for Tender and as a separate electronic file on the USB key or CD. For the electronic file, it must be submitted in .doc or .xls format. A .pdf of the budgetary worksheet will not be accepted.

### **SECTION 5: GUIDELINES FOR PROPOSALS AND EVALUATION CRITERIA**

187. Specific evaluation criteria shall be used to select the Contractor for the ECEC Staff Survey. The review will be judged through the allocation of points to the three main technical evaluation criteria. If two bidders are ranked similarly high, an interview is foreseen with each bidder to further understand their added value to the survey. The preliminary date for the interview, if it is to take place, is the 6<sup>th</sup> of June.

## Technical Evaluation Criteria

### *Technical quality (40 points)*

188. The extent to which the proposal demonstrates an understanding of the project design is a main consideration. The proposal should describe in detail how the work, from a technical perspective, will be implemented successfully and in a timely manner. Proposals shall elaborate and improve on the work statements and project design. This section shall be evaluated on the quality of the bidder's plan, particularly their i) proposed sampling plan and ii) data collection and preparation. The following elements will be particularly important:

- Extent to which the proposal demonstrates an understanding of the project design and survey themes;
- Clear, convincing and feasible proposals for each of the tasks in the Statement of work;
- Proposals for a survey design of the ECEC Staff Survey that responds to the fragmented nature of the ECEC sector;
- Proposals for questionnaire measure, including their validity and international comparability;
- Clear and convincing proposals for a sampling plan taking into account different countries' systems and national ECEC organisation, also in light of the international option.
- Clear indications of how each of the target samples will be comparable and allow analysis across each sample;
- Evidence of a good understanding of the issues to be taken into account in ensuring comparable and valid translations of questionnaires, while also ensuring that these have appropriate local adaptations; sound and clear proposals of how the bidder would aim to achieve this;
- Sound proposals for training materials and training activities;
- Sound and innovative procedures to be undertaken to ensure high response rates and to comment on the required participation rates;
- Sound quality control procedures for data verification and processing to ensure an error-free, reliable dataset and identify mechanisms to ensure the direct comparability of datasets of all target populations; and
- Should proposals of equal technical quality be submitted, the proposal offering more innovation and efficiency gains shall be rewarded.

### *Organisational and management capabilities (30 points)*

189. The proposal should describe the bidder's organisational capacity. This section shall be evaluated on i) evidence that the bidder is able to develop a collaborative working relationship with the other actors of this project, including any other contractors involved throughout the process and ii) evidence that the

bidder has the ability and the financial controls to manage a project of this size and scope. The following aspects will be particularly considered:

- Proven capacity to develop a collaborative working relationship with the other actors and to promote consensus-building activities through effective communication and management. Proven ability to put effective management and financing structures in place;
- Clear and convincing proposals for how the Contractor will work with the National Project Managers and the Expert Groups, including how they will manage the IDEG and the work to develop the framework and questionnaires;
- Clear indications of how the Contractor will efficiently implement and coordinate surveys for each of the two target populations and manage critical issues during the implementation phase;
- Detailed schedule of deliverables which includes a schedule of activities and milestones that describe when materials would be completed, including the drafts of relevant materials; and
- A commitment to work within a fixed price envelope and to work flexibly and in partnership with the OECD Secretariat and the participating countries and economies to the survey.

***Staff qualifications and previous experience (30 points)***

190. Special emphasis will be placed on staff members' experience and ability. Bidders' past experience in conducting international studies and large-scale surveys should be described in the proposal. Evidence of effective performance in implementing relevant work should also be addressed. For each professional-level person bid, the proposal should contain the expected position and responsibilities, qualifications for working on the project, and résumé. The following elements should be in the bids:

- Past experience and track record in the tasks specific to the work, preferably in an international context and in a timely manner.
- Capacity to enlist the best expertise in providing the deliverables required under the terms of reference.
- The qualifications and experience of the proposed International Survey Director.
- Experience that demonstrates relevant and successful project management and coordination of large-scale surveys and/or projects involving multiple countries and contractors; a strong partnership ethos and a commitment to work within a fixed price envelope.

## Financial Evaluation Criteria

### *Value for money (30 points)*

191. The bid which provides the best value for money should be given a score of 30 points. The allocation of these points should be done based on the activities included in the overall budget and the cost associated with each activity.

### *Justification of costs (70 points)*

192. Each bid should be evaluated based on the justification it provides for the real costs associated with each component and activities (including alternative and optional activities) of the proposal. The evaluation should also consider the justification given for the stated marginal cost associated with the participation of additional countries.

## BUDGETARY WORKSHEETS

### Worksheet A Project Costs

TASKS	2016 Costs	2017 Costs	2018 Costs	2019 Costs	TOTAL
Task 1: Establish, manage and chair the Instrument Development Expert Group (IDEG)					
Task 2: Production of framework					
Task 3: Development and translation of questionnaires					
Task 4: Sampling					
Task 5: Survey operations and quality control					
Task 6: Implementation and coordination of the two target populations within the survey					
Task 7: Data processing, analysis, scaling and analysis and reporting plan					
Task 8: Production of the technical report					
Task 9: Support for the preparation of international report					
Task 10: Project					

<b>management</b>					
-------------------	--	--	--	--	--

#### **Worksheet B Additional costs**

<b>Task</b>	<b>Per additional country (if applicable)</b>	<b>Per additional language (if applicable)</b>	<b>Assumptions</b>
<b>National adaptations &amp; languages</b>			
<b>Additional national sampling option</b>			
<b>Alignment with the Early Learning Outcomes study</b>			
<b>Complementary innovative component to collect data on process quality</b>			
<b>Additional international costs for sampling</b>			

## **ANNEX 1: AN INTERNATIONAL ASSESSMENT OF EARLY LEARNING OUTCOMES: BACKGROUND DOCUMENT FOR SCOPING**

### **Executive summary**

193. Improving children's early learning would provide countries with immense gains in the outcomes for individual children and their families, as well as an effective and cost-efficient means to lift the performance of their education systems overall. To achieve such improvements, countries need valid and comparable data. This will enable countries to see what is possible in children's early learning, monitor progress at a system-level over time and take action to improve children's outcomes, for the benefit of both the children who have been assessed as well as the next cohort of children.

194. The scope of an international assessment of early learning outcomes has a number of parameters that countries that contribute to this study will be able to determine. The initial decision countries will be asked to make is on the breadth of outcomes they wish to improve through this study. These can be broad or have a predominant focus on improving educational outcomes.

195. Contributing countries will also be asked to specify their policy objectives for the study, such as whether they want comparable benchmark information on children's learning across countries versus a more specific focus on the relative impacts of early childhood education and care (ECEC) on children's early learning.

196. A further decision is on whether to undertake the assessment at a common age or at a common education stage, such as at the end of ECEC. Again, issues of comparability arise, as well as complexity and cost.

197. The above three parameters of outcomes, policy objectives and target group will provide a framework and context for subsequent decisions on other parameters of the study. Two that immediately follow are decisions on the domains to be assessed, including on any link to PISA, and decisions on the core and optional elements of the study.

198. The scoping for this study will be undertaken in conjunction with contributing countries during 2015. This will enable accurate costs to be established for developing and piloting instruments and carrying out a main study, as well as a preferred contractor to be identified. Countries are asked to indicate their interest in contributing to this scoping phase by 30 June 2015.

## Introduction

199. This paper seeks to assist countries to consider contributing to initial scoping decisions for an international assessment of children's early learning. It provides a basis for countries to clarify their own priorities and preferences in relation to the study, and for finding common ground with other countries.

200. The paper commences with the rationale and purpose of an international assessment of early learning. It clarifies how information from such an assessment could be used to enhance the performance of education systems, through improving outcomes for children, young people and their families. The paper then outlines a set of guiding principles, to support countries' decision-making on the choices and approaches they opt for.

201. The next sections of the paper set out initial decisions countries will be asked to make in shaping this study. These decisions will determine the overall direction and design of the study, and have implications for subsequent decision-making. The paper explores options for each of these initial decisions, and the likely benefits and draw-backs of each option.

202. The paper ends by setting out the costs and timeline for scoping this study, including immediate next steps. This section notes that final decisions on the choices canvassed in this paper and on subsequent parameters will be made during formal meetings of countries who are contributing to this project.

## Early learning as a driver of system performance

203. A child's early learning is a strong determinant of his or her later success in life, across a range of outcomes. Sound early learning correlates to positive benefits in later educational attainment, employment and earnings, health, citizenship, well-being and life satisfaction.<sup>10</sup>

204. On the other hand, if early learning is impeded, it is difficult to effectively compensate for this at later stages through remedial education or other interventions. The vast majority of children at five or six years of age with poor social, emotional skills and cognitive skills will not catch up to their peers who had better starts in their early learning (Naudau et al, 2011).

205. At a system level, the proportion of children who have poor early development constrains the extent to which any education system can achieve success for these children and can perform well as a system overall. Thus, ensuring as many children as possible to develop well in their early years will provide system-level benefits for society as a whole, as well as improving outcomes for these children and their families.

206. Improving early learning will have particularly positive impacts on disadvantaged children, as well as other children who tend not to achieve sound progress in their early years. This includes children from low socio-economic groups and children with special needs, whose later success can be severely

---

<sup>10</sup> For a fuller summary of the empirical evidence on early learning see *Improving Early Learning Outcomes, The Contribution of Comparative International Data* EDU/EDPC(2015)4 REV 1

limited by a poor rate of progress in their early learning and development (Duncan and Soujourner, 2012; Sylva et al., 2004).

207. The quality of a child's home learning environment is, for most children, the primary influence on their early learning development. And when strong home environments are combined with high quality ECEC, children have the best possible chance of a strong start in their learning trajectories. High quality ECEC can also mitigate the negative impacts of weak home learning environments (Sylva et al., 2004; Lazzari and Vandenberg, 2012).

208. Increasing participation levels in ECEC does not, however, guarantee improved learning outcomes for children. The quality and impact of ECEC in many countries are variable, even when structural factors such as group size and staff training are equivalent, and the overall benefits of ECEC can decline in systems where provision has expanded (Duncan and Magnuson, 2013; OECD, 2015).

209. In addition, the transition to early schooling and the quality of that schooling can influence the extent to which early gains in learning are sustained and built upon, and whether any development delays are effectively addressed.

### **The purpose of an international assessment of early learning**

210. The purpose of introducing an international assessment of early learning is to improve outcomes for children and to help jurisdictions to lift the overall performance of their education systems.

211. International comparative data would show policy makers and policy advisors what is possible to achieve for children in the early years. It would also enable insights on the relative effectiveness, equity and efficiency of ECEC systems and provide insights on the focus needed in early primary schooling.

212. The data would provide information on:

- How well young children are positioned to succeed, at an early point in their learning pathways
- How well different groups of children are faring
- How much variation there is within systems, and
- The individual, institutional and systemic factors that relate to learning outcomes.

213. Other areas of likely interest that also may be possible, even if at a later stage in the study, are:
- The participation experiences that support children most, such as age of entry to ECEC, and the intensity, duration and continuity of participation
  - The types of ECEC provision that are most helpful to different groups of children and in different domains
  - The types of engagement with and support to parents that are most effective in advancing children's learning
  - The relative impacts of structural factors, such as staff/child ratios, curricula and staff qualifications
  - The influence of pedagogical approaches and indicators of process quality.
214. In time, the data can also provide information on the trajectory between early learning outcomes and those at age 15, as measured by PISA. In this way, countries can have an earlier and more specific indication of how to lift the skills and other capabilities of their young people.
215. Data gathering on an international basis also provides benefits in terms of economies of scale. The development of instruments to match the priorities and needs of participating countries means that countries obtain the measures most relevant to them and that the development costs of these instruments are shared.

### **Guiding principles**

216. As part of the initial stage of this project, several guiding principles were identified to assist the design and management of the study, as set out below (EDU/EDPC (2015)4 REV1):
- The work should be developed and judged in terms of how well it adheres to and responds to the policy questions participating countries have agreed upon, i.e. policy relevance
  - The information produced will enable countries to achieve system improvements, i.e. practicability
  - The information must be reliable, valid and comparable
  - The well-being of all children in the study must be of utmost priority
  - The impacts on practitioners and parents must not be onerous and distract from their roles in caring for children.

217. From the discussions at the OECD's Education Policy Committee on 17 April 2015 and the OECD's ECEC Network on 5 May 2015, two additional guiding principles have been added:

- Cost should not be an unnecessary barrier for countries wishing to participate, whilst still ensuring the principles above relating to reliability, validity and comparability are met; and
- The study should be restrained in its ambitions in the first iteration or two, to ensure a robust foundation is established quickly, rather than trying to reach a perfect end-point in the first instance. As design choices are made, however, future possible developments should not be unnecessarily excluded.

### **Key choices**

218. There are three initial choices countries will be asked to make during the scoping phase. These will determine the overall direction and design of the study, as well as the framework in which many subsequent decisions will also be made. These decisions are on the:

- Outcomes countries are seeking to improve
- The policy objective/s or points of leverage to deliver these improvements in outcomes
- The target group of children to be assessed.

219. The advantages, drawbacks and main implications of each are discussed below.

### ***Outcomes***

220. The first fundamental decision for countries to make is the overall outcome/s they are seeking to improve. While strong early learning and sound education outcomes are linked to a range of positive outcomes later in adulthood, the predominant outcome/s countries are seeking to improve will influence later choices in the study, such as the domains of learning to be assessed.

221. This initial decision is essentially whether countries wish to focus on educational attainment specifically or on a broader set of outcomes, such as health, citizenship and wider well-being. A focus on educational attainment is likely to mean that the results of the study are more specific to education policies and practices. Thus, this focus will help the study to have greater practical applicability than one focused on a range of outcomes.

222. A focus on educational attainment is also likely to help the study be more manageable in the first iterations. Measures of education-related early learning are relatively well-established, in comparison with other outcomes. This will reduce the complexity and cost, compared to a study on a broad range of outcomes. A more focused approach, depending on the methodology chosen, may also be less onerous on children, parents and practitioners than a study covering a wider range of areas.

223. In addition, an education focus is likely to have a lower level of subjectivity and reliance on self-reports, than a study focused on a broad range of outcomes. This subsequently would affect the validity and reliability of cross-country comparisons.

224. On the other hand, as noted above, education outcomes and other outcomes are highly inter-related. In the early years of a child's learning, all aspects of well-being and development are mutually reinforcing. Thus, a distinction between education and other outcomes may be artificial. In addition, a sole focus on educational attainment may miss an opportunity to gain greater insights into early outcomes for children.

225. An option at the inception of the study could be to commence with an initial focus on educational attainment, but broaden at a later stage when the project is firmly established, if such an extension is of interest to countries.

### *Questions for discussion*

- Are there particular outcomes countries are interested in, in addition to educational attainment?
- Are there further benefits and drawbacks from pursuing a focus on:
  - educational attainment?
  - a broader set of outcomes?
- What other considerations do countries need to take account of to reach a view on this decision?

### *Policy objectives*

226. A second fundamental decision countries will make is on the policy objective/s or point of leverage the study will assist with. There are two main choices in this regard:

- To improve outcomes for all children, or
- To improve outcomes for those children who participate in ECEC (which in some countries is all or nearly all children).

227. While participation in ECEC is almost universal in a number of countries, this is not the case in all OECD countries or in other countries that may be interested in participating in this study. And the proportion of children participating in ECEC decreases if the definition of "participation" is limited to children who have been in ECEC for a particular duration, such as at least six months, one year or two years.

228. A focus on all children will give countries system-wide information. This would provide a benchmark to monitor system-level progress, indicate possible improvements in early years learning and signal any needed learning priorities for children's early schooling years.

229. An assessment of all children would provide information on the relative impacts of ECEC investments, as it would include children who had not participated in ECEC and those who had had short or intermittent participation. Thus, the impact of ECEC could be better understood alongside other influences on children's learning such as children's individual characteristics and their home learning environments.

230. A sample of all children would also provide a more valid comparison across countries, than a sample of only children who had participated in ECEC. In countries with relatively low rates of ECEC participation, a sample of children in ECEC may not provide an accurate or valid comparator with other countries.

231. Taking a sample of all children would be difficult and costly whilst children are still at the age or stage of ECEC participation, as those children not in ECEC would need to be located. Thus, this option is likely to be associated with the age or stage at which universality is achieved in nearly all countries. For most countries, this is at reception or initial entry to school. Assessments in larger, more formal settings will be easier and less costly than in diverse, dispersed and sometimes small ECEC settings.

232. The advantage, however, of assessing only children who have participated in ECEC is that the results are likely to provide greater specificity and insight on the impacts of ECEC participation, policies and practices on children's learning. Thus, this second option would provide better information on the relative impacts of different types of ECEC provision and therefore be of greater policy relevance in relation to ECEC.

233. A limiting factor in terms of comparability, however, is the specific intent of each country's ECEC system. Some countries have well-defined learning objectives for children in ECEC, while others do not. Countries in the latter category could therefore argue that an assessment of children's learning outcomes would not be a valid indicator of the success or otherwise of their ECEC provision.

234. To achieve in-depth information on ECEC services and provision, the assessment would be best undertaken when the children are still in ECEC. As noted above, given the diverse and fragmented nature of ECEC services, this would be more challenging and costly than assessment in larger, more formal settings, such as schools.

#### *Questions for discussion*

- Are there further policy objectives or points of leverage this study could be aimed at addressing?
- What value would an international comparative benchmark provide rather than a more specific focus on ECEC services?
- What other implications arise from each of these choices?

#### ***Target group***

235. A decision on the target group of children to be assessed is clearly a critical design component. The key decision for countries in relation to the target group to be assessed is whether it should occur at:

- A set age, or
- A particular stage of education, such as the end of ECEC provision or the start of schooling.

236. A major advantage of carrying out the assessment at a common age is that it will provide a more comparable basis within and across countries, than at a particular stage of education. Stages of education vary across countries and even within countries in some cases. Given the evidence that children face huge

barriers if their early learning has not made sound progress by five to six years of age, it would be appropriate to undertake the assessment at this point. In addition, the assessment process itself is simpler to carry out and more reliable with children of this age group rather than two years or even one year younger.

237. If a common age is preferred, then the actual age of the assessment will depend upon the choices in the previous section relating to whether the objective of the study is to improve outcomes for all children or for those who participate in ECEC. If the decision is to opt for all children, the point of near-universal participation is preferable, i.e. at five or six years of age. If it is focused on children in ECEC, the optimal age is likely to be four years when children are still in ECEC settings.

238. Relative participation rates at ages three, four, five and six of a sample of countries are set out in the following table, along with the mandatory age for entry to compulsory education.<sup>11</sup>

**Table 1. Participation rates in early education**

Country	Participation rates in 2012(%)				Starting age of compulsory education
	3 years	4 years	5 years	6 years	
Australia	18	76	100	100	6
Austria	65	91	96	97	6
Belgium	98	99	99	98	6
Denmark	97	98	98	99	6
Estonia	89	89	91	91	7
Finland	51	59	68	98	7
France	98	100	100	100	6
Germany	91	96	97	98	6
Iceland	96	96	98	98	6
Ireland	42	97	100	100	6
Japan	78	94	95	100	6
Netherlands	83	100	100	100	5
New Zealand	87	94	99	100	5
Poland	51	65	94	95	5
Slovak Republic	63	73	81	91	6
Slovenia	85	89	92	99	6
Sweden	93	94	95	98	7
Switzerland	3	40	54	99	5-7
United Kingdom	93	98	98	98	4-5
United States	38	66	93	98	4-6

Source: OECD, 2014.

239. Assessing children's learning at the end of ECEC would provide more valid information on the impacts of ECEC provision than at a set age. A further stage of education that could be used is after a period of time in early schooling.

<sup>11</sup> Note that the participation rates in Table 1 include both ISCED 0 and ISCED 1.

240. A challenge with either scenario in some countries is that the ECEC sectors and early schooling overlap, affecting sample representativeness. Thus, focusing on a stage of education rather than a set age may raise issues in the validity of the data and therefore comparability between countries.

### *Questions for discussion*

- Are there other options relating to the definition of the target group?
- Are there further advantages or disadvantages with assessment at a common age or stage?
- To what extent is the decision on the target group of children to be assessed dependent on the decision on whether the study is assessing a sample of all children or a sample of children in ECEC?
- Next stage of decision-making

### **Next decisions**

241. Once decisions have been taken on the above three parameters of the study, decisions will then be taken on the domains to be assessed and the core elements of the study. Each is canvassed in the following sections.

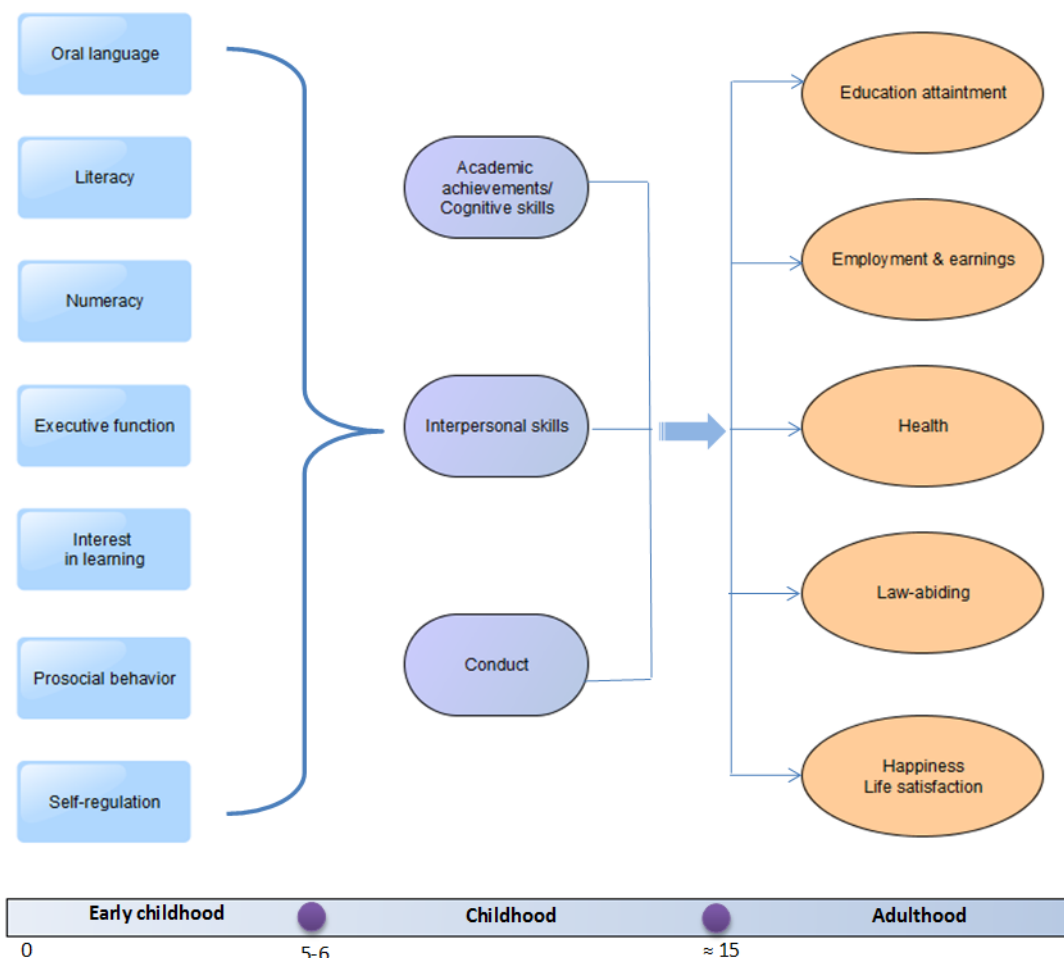
### ***Domains to be assessed***

242. The domains to be assessed should be determined by the outcomes countries are seeking to improve. The domains could, however, be broad and include:

- Social and emotional skills
- Communication and language skills
- Other cognitive skills
- Physical development
- Health, hygiene and nutrition
- Well-being.

243. An initial synthesis of the evidence on the domains of early learning that are predictive of later educational attainment and broader life outcomes is set out below. Appendix A provides a summary of the research evidence used as the basis of this synthesis.

Figure 1. Early skills and learning areas predictive of later outcomes



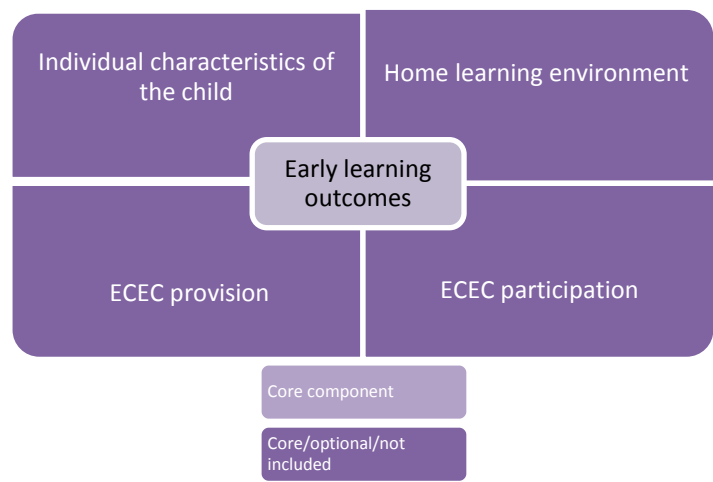
244. Note that this work will be further developed before countries are asked to make decisions on the domains to be included in this study.

### ***Core components of the study***

245. There are also decisions on which components of the study are “core” and therefore compulsory for all participating countries in the programme and which are “optional” or not included, at least in the first iterations of the study.

246. The conceptual framework for this study (EDU/EDPC (2015)4 REV1) set out a number of determinants of children’s early learning. These included:
- The individual characteristics of the child
  - The home learning environment
  - ECEC participation, and
  - ECEC provision.
247. Each of these can be a core part of the study, optional or not included at all, as illustrated below.

**Figure 2. Core and optional components**



248. Within each of the potential additional components in the study, there are also choices on the range and depth of factors that can be included.
249. As noted in previous papers on this study, a further option for countries who are participating in this study is to also participate in the ECEC staff survey. This survey will provide in-depth information on staff and centre characteristics as well as the practices, experiences and beliefs of ECEC staff. These are indicative of the quality of the learning and well-being environment in ECEC, thereby giving greater context to the results achieved for children from ECEC provision.

## **Scoping the study**

250. The study will be scoped during the remainder of 2015. Countries that participate in the scoping phase will be able to determine the overall intent, objectives and shape of the study. Outputs from the scoping phase will include:

- A clear statement of agreed policy objectives. These will set out what countries are trying to achieve from the study
- Agreement on the key policy questions that will be covered by the study. This will include the domains to be covered, including the relative weightings of social, emotional and cognitive domains; the individual characteristics of the child to be included; the extent to which home learning environments and the perspectives of parents will be included; and distinctions in ECEC participation and provision
- A request for proposals, which incorporates the policy objectives and questions, but also includes other requirements, such as those relating to quality assurance and timeframes
- Selection of a preferred contractor to develop an assessment framework and instrument design, and to implement a pilot.

## Phases in the Early Learning Outcomes Study

Phases in the Early Learning Outcomes Study	<i>Stage 1: Scoping and identifying a preferred contractor</i>	<i>Stage 2: Developing and piloting the assessment instrument</i>	<i>Stage 3: Implementing the main study</i>
<i>What will be completed?</i>	<ul style="list-style-type: none"> <li>The policy objectives, priorities and requirements of the study will be scoped</li> <li>A call for tenders will be released</li> <li>A preferred international contractor will be identified</li> </ul>	<ul style="list-style-type: none"> <li>An international provider will be contracted</li> <li>The domains and other components of the assessment will be finalised</li> <li>The assessment instruments will be developed</li> <li>A pilot will be undertaken in 4-6 countries</li> <li>Individual reports will be completed for each of those 4-6 countries</li> <li>The efficacy of the instrument and its implementation will be assessed</li> <li>Adjustments to the instrument will be made, as appropriate.</li> </ul>	<ul style="list-style-type: none"> <li>Final decisions on any adjustments to the methodology, including implementation, will be made based on the results of the pilot</li> <li>The first main study will then be implemented.</li> </ul>
<i>When will this occur?</i>	July – December 2015	January 2016 – June 2017	January 2017 – December 2018
<i>When will countries be asked to confirm their participation in this stage?</i>	30 June 2015	End of November 2015	End of November 2016
<i>What will countries contribute to participate in this stage?</i>	<ul style="list-style-type: none"> <li>See Appendix B for costs</li> <li>Countries will also be invited to two face-to-face meetings: the first in Paris on 8-9 July 2015 and the second in October 2015 (dates to be confirmed).</li> </ul>	<ul style="list-style-type: none"> <li>Countries will be asked to share the costs of the Secretariat and the costs of the international contractor</li> <li>Countries in which the pilot is occurring will pay an additional per country cost</li> <li>Until proposals to meet the requirements are received, however, the costs of this stage cannot be estimated with any accuracy</li> </ul>	<ul style="list-style-type: none"> <li>Countries will be asked to share the costs of the Secretariat and the costs of the international contractor</li> <li>Until proposals to meet the requirements are received, the costs of this stage cannot be estimated with any accuracy.</li> </ul>

<i>What will countries get for their contribution?</i>	<p>The ability to shape the scoping decisions on:</p> <ul style="list-style-type: none"> <li>• target age or stage of learning of children in the study</li> <li>• domains to be assessed</li> <li>• aspects of ECEC participation and provision to be included</li> <li>• information from families to be sought</li> <li>• other relevant factors to be included.</li> </ul>	<ul style="list-style-type: none"> <li>• The ability to finalise decisions on: <ul style="list-style-type: none"> <li>○ the domains to be assessed</li> <li>○ other information gathered as part of the study, such as information from families</li> </ul> </li> <li>• Confidence and certainty that the instrument will work for the needs and context of the contributing countries</li> <li>• Country-based data, if they have participated in the pilot</li> <li>• Insights into the nature and value of the information, to assist in making a decision to participate in the main study</li> <li>• Opportunity to influence implementation and reporting issues.</li> </ul>	Country-specific and comparative data on children's outcomes and, depending on the design of the study, the relationship of these outcomes with ECEC participation and provision and children's home environments
<i>Can countries pull out or get in after this stage if they wish?</i>	Yes.	Yes.	Yes.
<i>Can countries contribute to the scoping phase if they do not contribute financially?</i>	No.	No.	No.

## References

- Bartik, Timothy J. (2014). *From Preschool to Prosperity: The Economic Payoff to Early Childhood Education*
- Bernal, R., & Keane, M. P. (2011). Child care choices and children's cognitive achievement: The case of single mothers. *Journal of Labor Economics*, 29(3).
- Bradshaw, P., Lewis, G. and Hughes, T. (2014). Growing Up in Scotland: *Characteristics of pre-school provision and their association with child outcomes*, Scottish Government.
- Bull, R., Espy, K.A. and Wiebe, S.A. (2008). Short-term memory, working memory, and executive functioning in pre-schoolers: Longitudinal predictors of mathematical achievement at age 7 years, *Developmental neuropsychology*, 33(3).
- Caneiro, P., Crawford, C., and Goodman, A. (2007). The impact of early cognitive and non-cognitive skills on later outcomes.
- Clark, C.A., Pritchard, V.E., and Woodward, L.J. (2010). Preschool executive functioning abilities predict early mathematics achievement, *Developmental psychology*, 46(5).
- Cunha, F. and Heckman, J. J. (2010). Investing in Our Young People, *NBER Working Paper* (16201)
- Driessen, G. (2004). A Large Scale Longitudinal Study of the Utilization and Effects of Early Childhood Education and Care in The Netherlands. *Early Child Development and Care*, 174(7-8)
- Duncan, G.J., Dowsett, C.J., Claessens, Al, Magnuson, K., Huston, A.C., Klebanov, P., and Japel, C. (2007). School readiness and later achievement, *Developmental psychology*, 43(6)
- Duncan, Greg J. and Katherine Magnuson. (2013). "Investing in Preschool Programs." *Journal of Economic Perspectives*, 27(2).
- Duncan, Greg J. and Murnane, Richard. (2011). "Introduction: The American Dream, Then and Now." In *Whither Opportunity? Rising Inequality, Schools, and Children's Life Chances*. Russell Sage Foundation.
- Duncan, Greg J. and Aaron J. Sojourner. (2012). "Can Intensive Early Childhood Intervention Programs Eliminate Income-Based Cognitive and Achievement Gaps?"
- Executive Office of the President of the United States. (2014). *The Economics of Early Childhood Investments*.
- Felfe, C. and Lalive, R. (2011). *How Does Early Childcare Affect Child Development? Learning from the Children of German Unification*. CESifo Area Conference on Economics of Education: Center for Economics Studies.
- Friedman, S.L., Scholnick, E.K., Bender, R.H., Vandergrift, N., Spieker, S., Hirsh Pasek, K., Keating, D.P., Park, Y. and the NICHD Early Child Care Research Network (2014), Planning in Middle Childhood: Early Predictors and Later Outcomes. *Child Development*, 85
- Garces, Eliana, Duncan, Thomas, and Janet Currie. (2002). "Longer Term Effects of Head Start". *American Economic Review* 92(4).

- Gialamas, A., Mittinty, M.N., Sawyer, M.G., Zubrick, S.R., Lynch, J. (2014). Child Care Quality and Children's Cognitive and Socio-emotional Development: an Australian Longitudinal Study. *Early Child Development and Care* 184.
- Havnes, T., & Mogstad, M. (2009). No child Left Behind – Universal Child Care and Children's Long-Run Outcomes, *IZA Discussion Paper* No. 4561.
- Heckman, J.J., Moon, S.H., Pinto, R. and Savelyev, P.A. (2009) 'The rate of return to the HighScope Perry Preschool Program', *The Journal of Public Economics*, vol 94, no 1-2.
- Heckman, J.J., Pinto, R., and Savelyev, P.A. (2012). Understanding the mechanisms through which an influential early childhood program boosted adult outcomes (No. w18581). *National Bureau of Economic Research*.
- Heckman, James J., Seong Hyeok Moon, Rodrigo Pinto, Peter A. Savelyev, and Adam Yavitz. (2010). "Reanalysis of the High/Scope Perry Preschool Program." *Quantitative economics*, 1(1).
- Heckman, J. J. (2006). Skill formation and the Economics of Investing in Disadvantaged Children, *Science* 312 (5782).
- Kautz, T., Heckman, J.J., Diris, R., ter Weel, B. and Borghans, L. (2015). *Fostering and Measuring Skills: Improving Cognitive and Non-Cognitive Skills to Promote Lifetime Success*. OECD Publications, Paris.
- Lazzari A. & Vandebroek, M. (2012). "Literature review on the participation of disadvantaged children and families in ECEC services in Europe", in Bennet: *Early childhood education and care (ECEC) for children from disadvantaged backgrounds: Findings from a European literature review and two case studies*, DG EAC.
- Naudeau, S., Naoko, K., Valeria, A. and Neuman, M. (2011). *Investing in Young Children: An Early Childhood development Guide for Policy Dialogue and Project Preparation*. The International Bank for Reconstruction and Development/The World Bank.
- Organisation for Economic Co-operation and Development (OECD) (2015). *Improving Early Learning Outcomes: The Contribution of International Comparative Data*.
- Organisation for Economic Co-operation and Development (OECD) (2015). *Skills for Social Progress: The Power of Social and Emotional Skills*, OECD Skills Studies, OECD Publishing.
- Organisation for Economic Co-operation and Development (OECD) (2014). *Education at a Glance 2014: OECD Indicators*, OECD Publishing, Paris.
- Puma, M., Bell, S., Cook, R., & Heid, C. (2012). *Third Grade Follow-up to the Head Start Impact Study-Final report*, (OPRE Report). Office of Planning, Research and Evaluation Administration for Children and Families U.S. Department of Health and Human Services.
- Romano, E., Babchishin, L., Pagani, L.S., and Kohen, D. (2010). School readiness and later achievement: Replication and extension using a nationwide Canadian survey. *Developmental Psychology*, 46(5).

Sylva, K., Melhuish, E., Sammons, P., Siraj-Blatchford, I. and Taggart, B. (2012) *Effective Pre-school, Primary and Secondary Education 3-14 Project (EPPSE 3-14): Final Report from the Key Stage 3 Phase: Influences on Students' Development from Age 11-14*, Research Report DfE-RR202, London: Department for Education.

Sylva, K., Melhuish, E., Sammons, P., Siraj-Blatchford, I. and Taggart, B. (2008) *Final Report from the Primary Phase: Preschool, School and Family Influences on Children's Development during Key Stage 2 (7-11)*, Research Report DCSF-RR061, London: Department for Children, Schools and Families.

Sylva, K., Melhuish, E., Sammons, P., Blatchford, I.-S., & Taggart, B. (2004). *The Effective Provision of Pre-School Education [EPPE] Project* (Project Final Report).

Walker, D., Greenwood, C., Hart, B., and Carta, J. (1994). Prediction of school outcomes based on early language production and socioeconomic factors. *Child development*, 65(2).

Walters, Christopher. (2014). *Inputs in the Production of Early Childhood Human Capital: Evidence from Head Start*. Working Paper 20639. Cambridge, Mass.: National Bureau of Economic Research

**ANNEX 2: DRAFT**  
**IMPROVING EARLY LEARNING OUTCOMES:**  
**THE CONTRIBUTION OF INTERNATIONAL COMPARATIVE DATA**

**Executive summary**

251. High quality early childhood education and care (ECEC) offers immense opportunities for children to develop the cognitive and social and emotional skills needed for their development, well-being and success in later life. High quality ECEC also offers countries a means to lift the performance of their overall education systems, and to mitigate disadvantages experienced by particular groups of children.

252. Increasing participation in ECEC, however, does not guarantee improved learning outcomes for children and young people. Some ECEC provision has long-lasting, positive benefits and some does not. And if early learning is impeded, it is difficult to compensate for this at a later stage.

253. ECEC sectors in many countries have experienced sustained change over the last two decades. Participation rates have risen, resulting in new and expanded services and higher numbers of ECEC staff. Countries are increasingly emphasising the educational components of ECEC, through improvements to staff qualifications, curricula and quality assurance processes.

254. The empirical data available on ECEC largely compares the impacts of participating in ECEC with not participating in ECEC, or the impacts of individual programmes. There is an absence of empirical data on the type and nature of ECEC participation and provision that best enhance early learning outcomes, including for different groups of children.

255. Gaining reliable information on what is currently being achieved and what could be achieved from ECEC will support policy makers, ECEC practitioners and parents in making informed decisions and in improving the value gained from ECEC for children.

256. To address the current gaps in information, the Programme of Work and Budget for 2015/16 included a new project on early learning outcomes. The European Commission has recently expressed its interest in collaborating with the OECD on this work.

257. The project will draw on the world's best available expertise in this area and will be scoped in close collaboration with participating countries, to ensure it is shaped by countries' policy objectives. These countries may choose to align the measures of early learning with the Programme for International Student Assessment (PISA), to show the links between the performance of their ECEC systems and later student success.

258. The learning outcomes that would be the subject of an OECD programme in this area are likely to be broad, and include:

- Social and emotional skills
- Communication and language skills
- Other cognitive skills
- Physical development
- Health, hygiene and nutrition
- Well-being.

## Introduction

259. The purpose of this paper is to assess the contribution that international comparative measures of early learning outcomes could make to improving ECEC policies and practices. Such information would help parents, educators and policy makers to better understand the level and types of ECEC participation that are most beneficial to different groups of children, and how ECEC provision and home learning environments can best complement each other.

10. The definition of ECEC used in this paper is consistent with previous OECD work on ECEC. It includes all arrangements providing education and care for children under compulsory school age, regardless of setting, funding, opening hours, or programme content (OECD, 2006).

11. The key types of ECEC covered by this definition are:

- Pre-school early education programmes, such as kindergartens
- Child care centres, including groups run by parents
- Family day care, such as home-based care.

12. The paper starts with an overview of recent trends in ECEC across OECD countries. This is followed by a synthesis of the evidence of the impacts of ECEC on cognitive and social and emotional outcomes during the schooling years and later into adulthood. The paper considers variations across programmes and effect sizes over time. This section ends by identifying key gaps in the existing empirical evidence base.

13. Drawing on the previous work of the OECD, the OECD's ECEC Network and the European Commission, the third section outlines a conceptual framework that distils the relationship between child outcomes and the likely key determinants of these outcomes. The latter includes the level and type of ECEC, the child's home learning environment and the child's individual characteristics.

14. The paper then considers how international comparative data on early learning outcomes could add value, for policy makers and advisors, ECEC practitioners and parents. The next section presents a proposal to develop international comparative data on early learning outcomes, including the policy and research questions this a study would seek to answer, guiding principles for developing such data, and potential risks and mitigation strategies.

15. The next section canvases existing assessment measures of early learning, showing that such assessment is possible, even if some adaptation may be needed for an international comparative study.

16. The final sections of the paper identify:

- Links to other relevant OECD data work
- Indicative costs, and
- A proposed timeline and next steps.

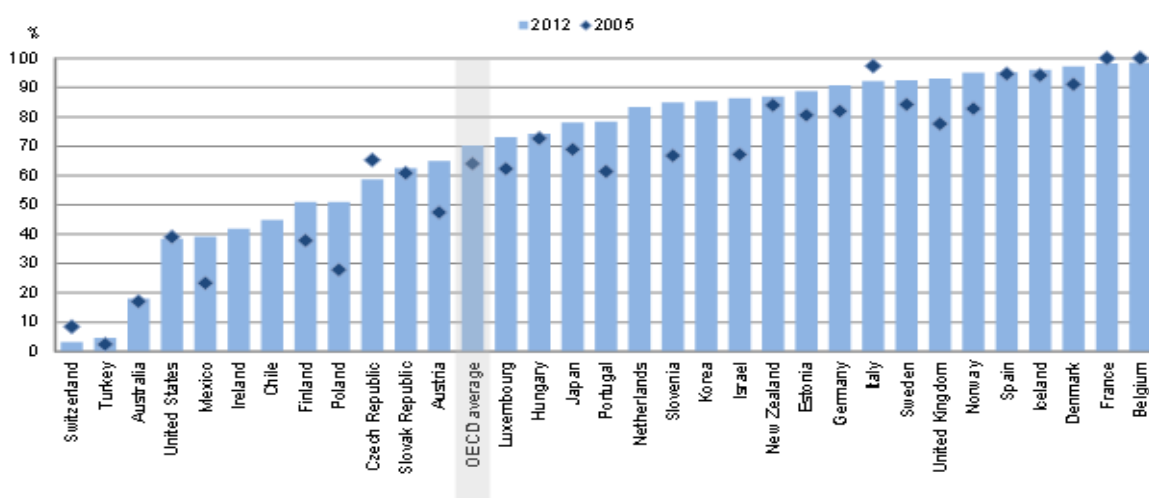
## Trends in ECEC

17. Many countries have increased their efforts and progress on lifting children's participation in ECEC, including children from disadvantaged backgrounds. As participation rates have risen, increasing attention is being placed on the quality of participation, through measures to improve the quality of staffing, curriculum, and monitoring and data collection.

### *Participation rates and investment in ECEC are continuing to increase*

18. Participation in ECEC has increased over the last decade in nearly all OECD countries, particularly amongst children aged three and younger, as shown in the following graph.

**Figure 1 Enrolment rates in education at age 3 (2005, 2012)**



Source: Education at a Glance 2014, Chart C2.1.

19. These increases reflect increasing rates of women's labour market participation, as well as greater awareness of the benefits that high quality ECEC can provide to young children.

20. Despite the overall growth in participation across countries, demand still outstrips supply in some jurisdictions (OECD, 2014).

### *Improvements are being pursued in the quality of staffing*

21. Many countries have taken action to improve the quality of ECEC, including:

- Raising staff qualification levels, often to align with those for primary school teachers
- Strengthening the content and standards of pre-primary initial teacher education programmes
- Improving the recruitment, retention and diversity of their ECEC workforces
- Continuously up-skilling the existing workforce.

22. Notwithstanding the above actions, a number of countries still report concerns regarding the quality of their ECEC workforces, and the overall status of this sector.

### ***Curricula are also being redesigned***

23. Almost all OECD countries have a curriculum or learning standards for ECEC provision from age three to compulsory schooling. In some cases, the curriculum expresses broad frameworks, which are then translated into greater detail at the regional, provincial or local level. Other jurisdictions have developed greater specificity on the learning outcomes children should gain from ECEC, i.e. what children should know and be able to do.

24. In recent years, curricula or learning standards have been embedded within a life-cycle or lifelong learning approach, and a growing number of countries and regions have started to frame continuous child development from early childhood through to older ages, such as age eight, ten or 18.

### ***And monitoring and data collection is increasing***

25. A number of countries have expanded the type of monitoring and data collection undertaken. As in the schooling sector, some of this expansion is related to a trend towards increasing devolution of responsibilities to regional, state and local levels (Morris, 2011). In addition, national ministries have increased the requirements on local government to actively manage ECEC provision and have provided a greater array of frameworks and support measures to assist in this.

26. Despite this greater focus on monitoring, few jurisdictions have confidence that their definitions of quality and monitoring regimes are resulting in on-going improvements in the quality and effectiveness of ECEC provision (OECD, forthcoming).

### **What type of ECEC provision can really make a difference?**

27. An analysis of quantitative evidence on the relationship between ECEC and later outcomes enables some conclusions to be reached, but many questions remain unanswered.<sup>12</sup> The evidence shows that:

- ECEC can have enduring positive effects, although effect sizes vary significantly
- These impacts are greatest for children from disadvantaged backgrounds, including for children with special learning needs in the early years of childhood
- The benefits of ECEC appear to be reducing over time, as participation rises
- Evidence on the factors that drive effectiveness in ECEC is weak.

### ***ECEC can have enduring, positive effects***

28. Most evaluations of ECEC interventions and programmes have found positive impacts on children's capabilities at entry to school, for both cognitive and social and emotional development. Measures of aggressive behaviour have been found to be lower amongst children that have attended ECEC and measures of sociability and concentration have also been found to be higher (Sylva et al. 2004).

---

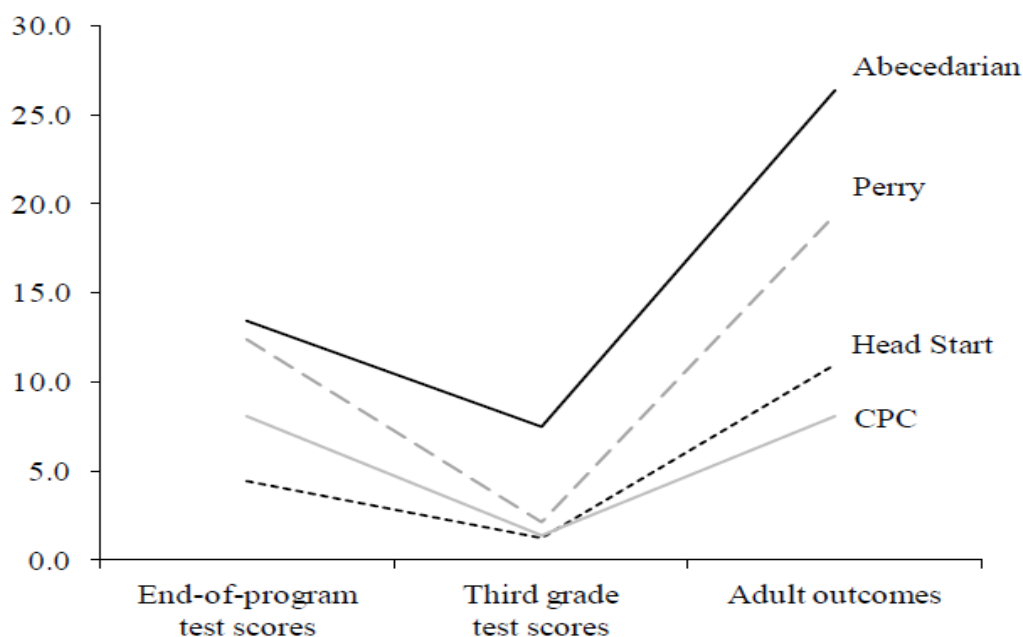
<sup>12</sup> For a fuller description of the evidence on the impacts of ECEC see: Executive Office of the President of the United States. (2014). *The Economics of Early Childhood Investments*; European Commission. (2014). *Study on the effective use of early childhood education and care in preventing early school leaving*, Annex 1. Literature Review.

29. There is wide variability of effect sizes across and within programmes, including some studies which have found no positive effects of ECEC at all. (Driessen, 2004). In addition, a few studies have found negative effects in some settings, such as the impacts of extremely high levels of child minder care (Sylva et al. 2004) and for children in childcare at ages 0-3 years (Felfe and Lalive, 2011).

30. Most studies of the impact of ECEC on both social and emotional and cognitive abilities also confirm a fade-out effect in the early years of schooling. The most pronounced fade-out results arise in recent evaluations of Head Start<sup>13</sup>, which shows that by the end of the third grade Head Start children were academically indistinguishable from their peers who had not participated in the programme (Puma et al., 2012).

31. Positive effects of ECEC, however, tend to re-emerge in later years of schooling and endure into adulthood. An analysis of experimental, longitudinal studies in the United States on the effects of ECEC found positive benefits in late adolescence and into adulthood, as shown in the following diagram.

**Figure 2 Predicted Percentage Effects on Adult Earnings of Early Childhood Programmes, Based on Test Scores versus Adult Outcomes (Bartik, 2014)**



32. The reasons for the re-emergence of positive effects are not well understood. Bartik notes that this fading and re-emergence of effects could be due to non-cognitive skills, which are important to adult earnings and are not always measured using standardised tests. Social skills and character skills, he suggests, are at least as important as cognitive skills in making a worker more employable and more productive (Bartik, 2014).

<sup>13</sup> Head Start began in the United States in 1965 and provides ECEC to 3- and 4-year olds from low income households.

33. From this analysis, Barkik concluded that the initial test score effects are better predictions of adult earnings effects than the faded test score.

***The impacts are greatest for disadvantaged children***

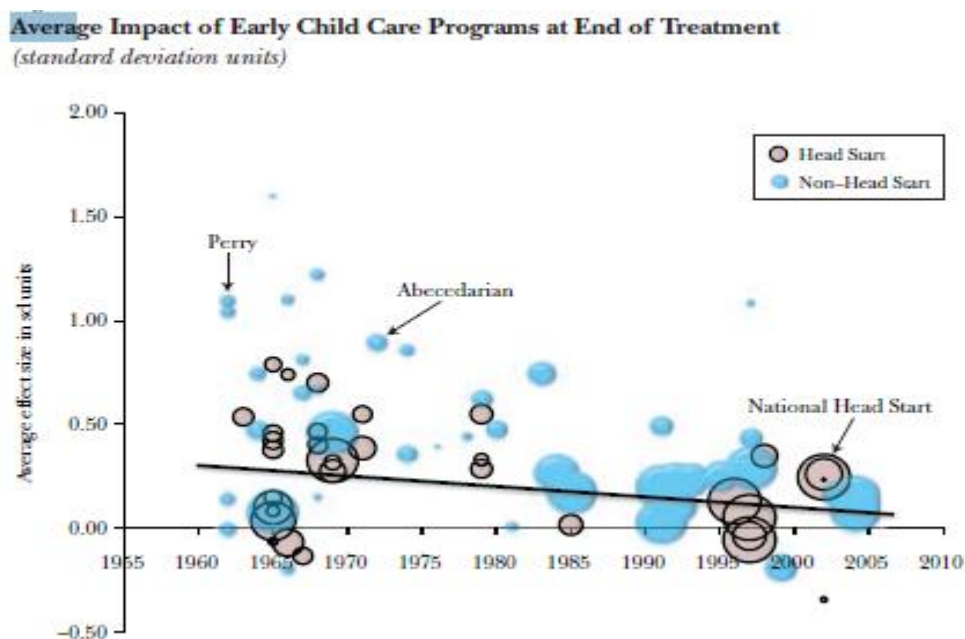
34. The relative impacts of ECEC on disadvantaged children are positive. Studies have found that children from low income households benefit more in terms of learning gains from ECEC than children from higher income households (Duncan and Soujourner, 2012). However, these relative gains do not fully ameliorate the effects of disadvantage (Sylva et al., 2004).

35. ECEC has also been found to be of particular benefit to children at risk of developing learning difficulties. For example, in the EPPE<sup>14</sup> study in the United Kingdom, one in three children faced risks at the start of pre-school, and this reduced to one in five by the time these children started school (Sylva et al., 2004).

***But the benefits of ECEC appear to be reducing over time***

36. A meta-analysis of 84 ECEC programmes found that the magnitude of measured effects of these programmes had declined over time, as illustrated in the graph below (Duncan and Magnuson, 2013).

**Figure 3**



(Duncan and Magnuson, 2013)

37. This decline may reflect a combination of factors including:

---

<sup>14</sup> The Effective Provision of Pre-school Education Project (EPPE) started in the United Kingdom in 1996 and has followed the impact of ECEC on children until the age of 14.

- Early programmes such as the High/Scope Perry Preschool Project<sup>15</sup> and the North Carolina Abecedarian Project<sup>16</sup> were designed and implemented with small cohorts of children, enabling the quality of provision to be closely controlled and monitored (Baker, 2011);
- Children in control groups are now more likely to attend some form of ECEC than the control groups in the 1960s and 1970s, when the Perry and Abecedarian Projects were run respectively<sup>17</sup>;
- Children's home learning environments may be improving, as parents' education levels increase (Duncan and Magnuson, 2013) and as parents spend more time with their children (Ramey and Ramey, 2010);
- The rapid expansion of ECEC provision and the consequent need to recruit a larger pool of ECEC staff, which may have resulted in lower quality teaching in some settings.

38. While the factors or combination of factors pertinent to each programme will undoubtedly vary, the evidence suggests that further lifting ECEC participation rates will not necessarily lead to the gains that early programme evaluations suggested were possible.

***Evidence on the factors that support good learning outcomes is weak***

39. As in the schooling sector, the relationship between structural aspects of ECEC such as class size and children's development has been found to be weak (Mashburn et al. 2008). Even factors such as teacher qualifications and management and leadership do not always show a clear relationship with children's development (Bradshaw et al., 2014; Gialamas et al., 2014). Similarly, programmes with the same structural design do not produce the same results. In Head Start, for example, varying results are found in centres that use the same curriculum, the same proportion of educated and certificated staff, and the same class size (Walters, 2014).

40. The above findings may relate to the quality of the proxy being used, rather than conclusively demonstrating that such factors do not play a part in determining quality and effectiveness. This evidence does, however, suggest that the drivers of quality in ECEC are likely to be complex rather than simplistic.

***Are there significant data gaps?***

41. The significance of existing data gaps depends on the policy and practice questions that remain unanswered. The key questions on the benefits that may be gained from ECEC include:

- Does ECEC make a difference?
- For whom?
- In what domains?
- By how much, and
- Under what circumstances?

---

<sup>15</sup> The High/Scope Perry Pre-school Project was run in Michigan from 1962 to 1967 for low income African American 3 and 4-year-olds.

<sup>16</sup> The North Carolina Abecedarian Project operated initially from 1972 to 1977, for low income children from 6 weeks after birth to 5 years of age.

<sup>17</sup> A recent analysis of a Head Start control group found that 60% of these children had attended ECEC (Puma et al., 2012).

42. The empirical evidence answers some of these questions, at least partially, but not all. Current gaps in the empirical data include:

- Recency of findings. ECEC sectors and families are dynamic and findings from five to ten years ago may not be valid today. Without recent data, it is difficult to confidently reach conclusions and recommendations on how to improve current policies and practices
- Applicability in different systems and cultural settings. Most empirical data is American-based. While some empirical data on the impacts of ECEC exists in other OECD countries, this is not the case across all member countries
- Outcomes across different groups of children. While the key American studies focused on low income, mostly African-American children, there are few studies that cover all socio-economic groups or key groups of children, such as those from diverse ethnic and migrant backgrounds and those with special needs
- Parents and families are a critical ingredient in child development, but little information exists on what helps and what hinders families in providing a rich learning environment for their child. As the EPPE study revealed, what parents do with their child in the early years is much more important than who the parents are (Sylva et al., 2004)
- Specificity on the factors within ECEC settings that drive quality. There is more information on indicators of structural quality, such as class size, than on process quality, i.e. the quality of the interactions between ECEC staff and individual children. As noted earlier, structural indicators of quality do not appear to have high predictive validity for children's learning and development
- System-wide performance information. Most evaluations are of particular programmes rather than benchmarking the performance of ECEC systems as a whole, including the cost of those programmes to parents and taxpayers
- Cross-system comparisons. The lack of a comparative measure of early learning on outcomes means countries are not able to see what is possible to achieve in this sector. Nor can they learn from each other on how to improve the effectiveness, equity and efficiency of their ECEC systems.

## **A conceptual framework on early learning outcomes**

43. The conceptual model below describes the relationships between particular outcomes and the key determinants of those outcomes. It attempts to identify the particular learning outcomes of interest, the key elements of ECEC that influence those outcomes, as well as other relevant determinants of children's learning outcomes. The latter includes, for example, the child's home environment as well as the child's individual characteristics. This conceptual model – or framework – then provides a structure for developing the key policy questions that need to be addressed and for assessing the significance of any gaps in the existing data and wider evidence base.

44. This section sets out how child outcomes were identified as a priority for the OECD's ECEC work programme, foundational work already completed for this work stream and then a draft conceptual framework on early learning outcomes, for discussion and feedback.

### ***Child outcomes were included in the OECD's programme of work and budget for 2015/16***

45. A data mapping exercise in 2012 raised a gap in relation to international data on child outcomes and child development [[EDU/EDPC/ECEC\(2012\)3/REV1/ANN2](#)]. A data development strategy was then formulated in conjunction with the OECD's ECEC Network. The strategy was based on the policy questions identified by countries as most relevant to them in the area of ECEC. Several countries raised interest in child outcomes data and in being able to show 'return on investment' for expenditure on ECEC.

46. The data development strategy set out a timeline to identify available instruments for data collection in 2014, explore the development of new instruments in 2015 and pilot data collection in 2016 [[EDU/EDPC/ECEC\(2013\)1](#)]. Consequently, the Programme of Work and Budget 2015/16 includes, amongst other deliverables, the development of a conceptual framework on child outcomes in the early years (EDU/EDPC (2014)7).

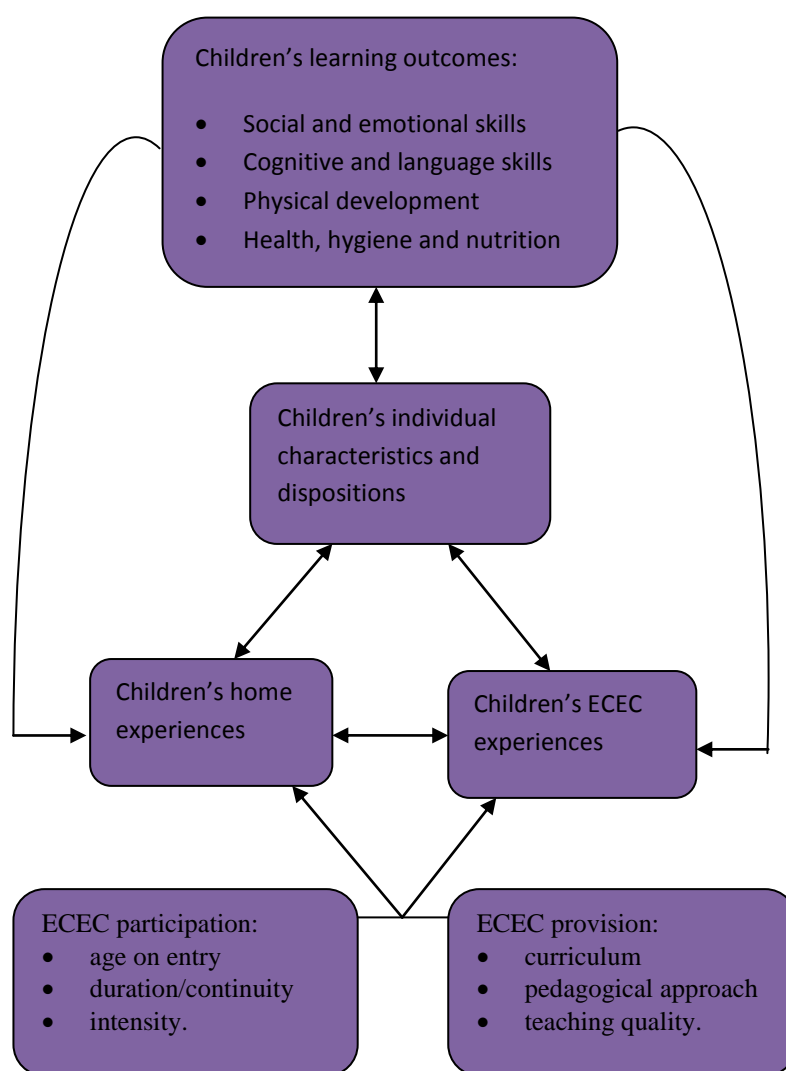
47. As a foundation for the OECD's work on child outcomes, the ECEC Network produced a paper on "Common Understandings", to provide a common language about young children's learning and development [[EDU/EDPC/ECEC\(2014\)3/REV1](#)]. The paper highlights the:

- Importance of early childhood in terms of later outcomes
- Critical importance of placing the child at the centre, i.e. a holistic view of the individual child and his/her needs, strengths, interests, language and culture
- Diversity of children's cultures, backgrounds and needs
- Critical role of parents
- Positive impact high quality ECEC programmes and services can have for children, which should be designed to integrate care, socialisation and learning.

### *A conceptual model of the relationship between ECEC and child outcomes*

48. In developing a conceptual model of early learning outcomes, the following framework draws on the work of the ECEC Network, the European Commission's Thematic Working Group on ECEC<sup>18</sup> and the conceptual model developed by Vandell and Wolfe on the relationships impacting early childhood development outcomes (Vandell and Wolfe, 2000). The model illustrated below demonstrates the relationship between child outcomes, the child's own characteristics, the child's home environment and the child's ECEC experiences.

**Figure 4**



<sup>18</sup> The Thematic Working Group reported in October 2014 with a "Proposal for key principles of a Quality Framework for Early Childhood Education and Care". (European Commission, 2014).

49. The sections below expand on:

- Children's learning outcomes
- Children's individual characteristics and dispositions
- Children's home experiences
- ECEC participation, and
- ECEC provision.

50. For each area, the paper provides a brief synopsis on the existing evidence, sets out likely variables of relevance and probable key policy and research questions.

#### Children's learning outcomes

51. As shown by the research evidence earlier in this paper, children's early learning development has significant impacts on their later educational success, as well as other outcomes. Children who do not make sufficient progress in the first few years of their childhood face huge barriers in catching up sufficiently to achieve success at school (Naudeau et al, 2011). Thus, it is critical that children's development is monitored both at an individual level and at a system level. And although each child is unique, the basic patterns, or principles, of growth and development are universal, predictable, and orderly (European Commission, 2012).

52. While children's development is highly inter-related across domains and skills, there are a range of early learning outcomes that can be assessed. These include:

- Social and emotional skills
- Communication and language skills
- Other cognitive skills
- Physical development
- Health, hygiene and nutrition
- Well-being.

53. The domains used in any assessment should reflect the purposes for that assessment and what the information will be used for. The context in which the assessment is taking place is also important. For example, if almost all children across jurisdictions are healthy and are regularly monitored by health professionals, assessing children's development in this domain is unlikely to add much value.

54. Evidence from longitudinal studies that have investigated the relationship between children's early learning and later outcomes in adulthood suggest that the key predictive domains are likely to include:

- Oral language
- Literacy
- Numeracy
- Executive function<sup>19</sup>
- Interest in learning

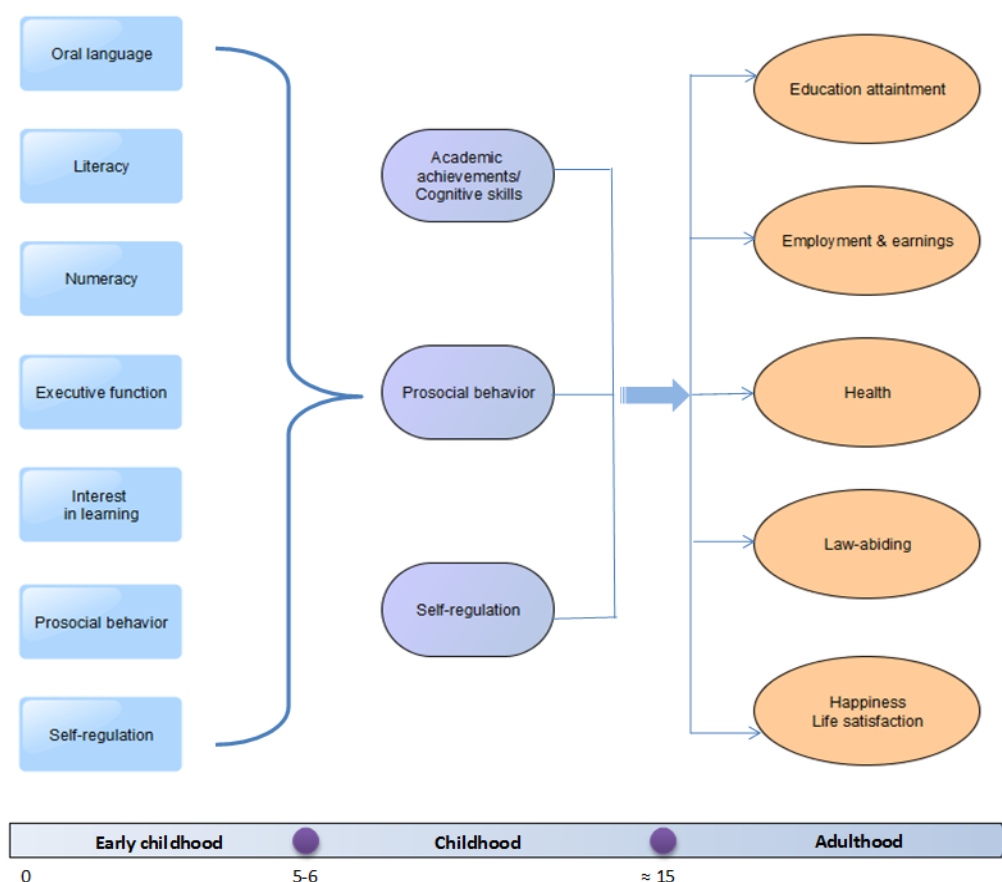
---

<sup>19</sup> Executive function refers to planning, focusing attention, remembering instructions and juggling multiple tasks successfully. Executive function relies on the use of working memory, mental flexibility and self-control.

- Pro-social behaviour
- Self-regulation.

55. These are illustrated in the following diagram.

**Figure 5 - Early skills and learning areas predictive of lifetime outcomes**



56. The key policy and research questions in terms of the outcomes or domains to be assessed are:

- What is most important to know in terms of how well are children developing in the early years?
- What domains are of greatest interest?
- How areas of relative strength and areas of concern will be identified?

#### Children's individual characteristics and dispositions

57. Every child is unique and has his or her own personality and particular disposition, likes and dislikes, abilities and challenges. Thus, children start with endowments of cognitive potential and temperament although these can and do change over time

58. Children's other characteristics also affect their early learning experiences, such as their socio-economic status, ethnicity, migration status, region or locality, and gender.

59. Learning disabilities and other special needs are also crucial to understand. For some of these needs, ECEC can be highly effective in early identification and addressing particular learning challenges.

60. Key policy and research questions are likely to include:

- How well does the ECEC system deliver for different groups of children?
- How much variation is there in these results?
- What combination of variables correlates with better outcomes for different groups of children?

### Children's home experiences

61. Children's families provide their first learning environment. The quality of the child's home learning environment plays an important role in shaping children's cognitive and social and emotional development. Thus, the impact of ECEC provision must be considered in the context of the nature and quality of the child's home learning environment.

62. The EPPE findings indicate that the quality of the home learning environment is more important for children's early development than parental occupation, education and income. As the EPPE study concluded, what parents do is more important than who they are. In addition, the EPPE project found that children whose parents engaged regularly in home learning activities were less likely to be at risk for special education needs (Sylva et al., 2004).

63. The relationship between a child's family and ECEC providers is also important. ECEC programmes that foster the participation of parents and involve them in pedagogical decision-making and in their children's learning can enhance children's early development (Lazzari & Vandenbroeck, 2012).

64. Key policy and research questions are:

- What knowledge do families have on how to support their child's development?
- What helps or hinders parents in supporting their child's development?
- What are the relative strengths of children's home learning environments?
- To what extent do ECEC services enhance the impact of the home learning environment?

### ECEC participation

65. The EPPE project found that both an earlier age of entry and longer duration of ECEC participation correlated with better gains for children, especially in developing cognitive skills. The study concluded that children who start pre-school from the age of three have a significant advantage over those children who attend only one year of pre-school before entry into primary school (Sylva et al., 2004).

66. Findings are mixed on whether full-time or part-time provision is most beneficial. For example, the EPPE study found that full time attendance led to no better gains than part-time, whereas full-day Head Start programmes have been found to boost cognitive skills (Walters, 2014).

67. The EPPE project also found that disadvantaged children benefited more when they were in a setting that included a mix of children from different backgrounds. This finding has not been tested in the other studies referred to in this paper, as most of these programmes targeted disadvantaged children.

68. Policy and research questions would focus on:

- What participation starting age, duration and intensity are most beneficial to children?
- What works best for particular groups of children?

### ECEC provision

69. The quality of the ECEC services provided and the approach taken can significantly impact on the experiences of children and the benefits they receive. As noted earlier, structural aspects of ECEC provision are not reliable predictors of effectiveness.

70. The EPPE project found a set of characteristics that were positively associated with effectiveness:

- The quality of adult-child verbal interactions
- A mix of adult and child initiated activities
- Qualified staff, with knowledge of the curriculum and child development
- High parental engagement, and
- Support for children's behaviour management.

71. There is great diversity in the approaches taken in ECEC delivery, and across indicators of both structural and process quality. This includes whether the provision is based at a centre, a school or home-based; whether it is delivered by qualified teaching professionals, untrained staff or parents; class and group sizes; the physical space available to children; and the monitoring regimes in place. Pedagogical approaches also differ, from the child-centred model of Reggio Emilia to more instructional delivery. There are also curriculum differences across countries and differences within a country in how the curriculum is delivered.

72. Relevant policy and research questions may include:

- What types of provision support different groups of children best?
- What structural indicators of quality affect child outcomes, e.g. staff qualifications, teacher salaries, staff/child ratios, group size, group mix, physical space?
- To what extent does the curriculum affect learning?
- What pedagogical approaches best support learning for different groups of children, and in what domains?

### *Questions for discussion:*

- Does the conceptual framework provide a logical, high-level structure for describing the relationship between children's early learning outcomes and the key determinants of those outcomes?
- Are there any key factors missing?
- What factors need further elaboration?

### **How would international comparative data add value?**

73. The purpose of any international comparative study should be to help countries improve the performance of their systems, to provide better outcomes for citizens and better value for money. Comparative data can show which systems are performing best, in what domains and for which groups of students. It would also provide insights on how such performance has been achieved. Thus, internationally

comparable data would enable countries to compare the relative strengths and areas for development in their own ECEC systems with those in other jurisdictions.

74. The measurement issues involved in an assessment of early learning outcomes are necessarily complex. By pooling expertise, countries will get a more robust set of measures than they would likely achieve by working individually. The overall value of this data will be the extent to which it is able to help countries to improve the experiences and outcomes of future cohorts of children.

75. The following section outlines the likely benefits international comparative data would provide for policy makers and advisors, for ECEC practitioners, for parents and for other stakeholders.

***For policy makers and policy advisors***

76. International comparative data would show policy makers and policy advisors what is possible to achieve from ECEC, in terms of effectiveness, equity and efficiency, and would enable them to position their own jurisdiction against best practice. Within their own system, the data would provide insights on:

- How well young children are positioned to succeed, at an early point in their learning pathways
- How much variation there is within systems and across different types of provision
- How well disadvantaged groups of children are faring, and
- The individual, institutional and systemic factors that relate to learning outcomes.

77. Other areas of likely interest that also may be possible, even if at a later stage in the study, are:

- The participation experiences that support children most, such as age of entry to ECEC, and the intensity, duration and continuity of participation
- The types of ECEC provision that are most helpful to different groups of children and in different domains
- The types of engagement with and support to parents that are most effective in advancing children's learning
- The relative impacts of structural factors, such as staff/child ratios and staff qualifications
- The influence of pedagogical approaches and indicators of process quality.

78. The information from this study will also assist decision-makers to better understand the further contribution that their ECEC systems can make for improving children's learning, in relation to the possible further contribution that early primary schooling can make.

79. The study will enable information on early outcomes to be available in a timely manner, so that changes in policies, such as in funding and regulations, may be made for the benefit of the next cohort of early learners.

80. In time, the information can also provide information on the trajectory between early learning outcomes and those at age 15, as measured by PISA. In this way, countries can have an earlier and more specific indication of how to lift the skills and other capabilities of its young people.

81. Data gathering on an international basis also provides benefits in terms of economies of scale. The development of instruments to match the priorities and needs of participating countries means that countries obtain the measures most relevant to them and that the development costs of these instruments are shared.

### ***For ECEC practitioners***

82. ECEC practitioners are commonly conducting assessments of children's learning and development as an integral part of their teaching, but generally not as part of standardized tests (Barnett, forthcoming). This assessment information is largely not collated and thus cannot be used to inform policy or system wide practice decisions.

83. Having access to national and international comparative data on early learning outcomes will provide a valuable resource for ECEC staff. This information can support ECEC practitioners to reflect on their practice, and see both the strengths of their current practices and possible areas of improvement. It will also provide a body of evidence on what children are capable of achieving.

84. While the opportunities for ECEC practitioners to engage in professional learning will vary across jurisdictions and settings, using this data to reflect on the learning and development of the children the teacher is working with and the teaching and learning strategies being used is likely to have a positive impact on children's learning outcomes (Timperley, 2008).

### ***For Parents***

85. Parents are a critical determinant of children's early learning, both in terms of the quality of the home learning environment and on whether the child participates in ECEC and the nature of this participation. Parents also hold critical information on the individual dispositions of their child and on the effects of ECEC on their child.

86. For many parents, their choices on their child's ECEC participation are constrained by lack of availability, cost, access difficulties such as transport, and concerns about quality, including the likely responsiveness of an ECEC provider to them and to their child. Information on early learning outcomes, however, could provide them with reliable information on:

- What practical activities they can undertake with their child that will make a significant difference to their child's learning and make the most from their ECEC and schooling experiences
- What age it would be beneficial to enrol their child in an ECEC setting and what is likely to be best in terms of intensity, duration and continuity
- What kinds of capabilities their child should be building, in both social and emotional and cognitive domains.

### ***For other stakeholders***

87. There are a number of other stakeholders who would also benefit from such comparative data. These include:

- Leaders and practitioners in early schooling
- Owners of ECEC centres
- Funders of ECEC provision
- Researchers and advocates in the fields of early education and child and family policies
- Media and other public commentators.

88. For each, the data would provide greater insight into the strengths and weaknesses of their country's ECEC system, the expectations they could have of their own systems, and what their country may be able to learn from other systems.

### *Questions for discussion:*

- Are these the benefits that should be delivered for:
  - policy makers and advisors?
  - ECEC practitioners?
  - parents?
  - other stakeholders?
- Are there other benefits that have not been identified?
- Are there other potential beneficiaries that should be highlighted?

### **Developing a proposal**

89. The purpose of this paper is to assess what contribution international comparative data on early learning outcomes would add. The paper is intended to assist countries to decide whether they wish to be involved in scoping such an international assessment and, at a later point, potentially participate in such an assessment.

### ***Decision to enter a scoping phase***

90. Questions countries may use to reach a decision on whether to enter a scoping phase in collaboration with other participating countries and the OECD are:

- Would information on the overall quality and impact of your ECEC system be helpful in improving ECEC policies and practices, as well as early schooling?
- Would benchmark information be helpful to monitor ECEC system performance over time?
- Would information on the performance of other countries' ECEC systems be useful to see the relative strengths across different systems and approaches that are working well?
- Are there particular groups of children or in particular domains that should be highlighted?
- Would information from parents provide valuable insights into children's home learning environments and on how well ECEC practitioners work with parents?
- Is input from teaching practitioners also critical?

91. Two webinars are planned for April and June 2015 (see later section on proposed timeline and next steps). The webinars will enable countries to find out more about the study, ask questions and to further consider the value this project could add to their efforts to improve children's early learning.

### ***Guiding principles***

92. In developing the work further there are a number of guiding principles that should apply, such as:

- the work should be developed and judged in terms of how well it adheres to and responds to the policy questions participating countries have agreed upon, i.e. policy relevance
- the information produced will enable countries to better understand their ECEC systems and how to improve them, i.e. practicability
- the information must be reliable, valid and comparable
- the well-being of all children in the study must be of utmost priority
- the impacts on ECEC staff and parents must not be onerous and distract from their roles in caring for children.

### *Scoping the study*

93. Countries that participate in the scoping phase will be able to determine the overall intent, objectives and shape of the study. Outputs from the scoping phase will include:

- A clear statement of agreed policy objectives. These will set out what countries are trying to achieve from the study, such as improvements to ECEC policies and practices and the overall performance of their ECEC systems
- Agreement on the key policy questions that will be covered by the study. This will include the domains to be covered, including the relative weightings of social and emotional and cognitive domains; the extent to which home learning environments and the perspectives of parents will be included; and the differentiation across types of provision and groups of children
- A request for proposals, which incorporates the policy objectives and questions, but also includes other requirements, such as those relating to quality assurance and timeframes
- Selection of a preferred contractor to develop an assessment framework and instrument design, and to implement a pilot.

94. In clarifying the policy objectives, a key decision will be whether countries main interest is in:

- How well all children are positioned, including those with no ECEC history, or
- How well children who have experienced ECEC are positioned.

95. Focusing on all children would provide countries with information on children with a range of ECEC experiences, and point to what might be needed to support different groups of children, including those who have not participated in ECEC. It would also provide a comparison between those children who have participated in ECEC and those who have not.

96. Focusing on children who have participated in ECEC will provide countries with greater information on the differential impact of different ECEC services and approaches. This would help to identify the relative strengths and areas for improvement within ECEC systems.

### *Risk management*

97. There are a number of risks inherent in developing any new assessment measure, which will need to be managed carefully. The OECD has significant experience in successfully developing and implementing international assessments across diverse countries. While an assessment of early learning outcomes would present unique issues, the OECD's experiences position it well to undertake such an assessment and produce high value-add results for countries.

98. Risks that the project will manage are:

- Impacts on children. In considering any potential instrument and assessment process, any potential negative impacts on children would exclude the use of any measure. As noted in the section below, there are a number of measures already in place that measure children's early learning development without negative impacts on these children
- Rigour, validity, reliability and comparability. The OECD will use its in-house expertise and external experts to ensure only valid and reliable instruments and assessment processes are used. As noted above, the organisation has significant experience in undertaking assessments across languages and in different cultural settings

- Burden on practitioners and/or parents. Countries are best placed to assess the level of time that would be acceptable for practitioners and for parents. Some countries may wish to engage relevant stakeholder groups to gain feedback on this
- Cost. The potential costs for this type of assessment are wide-ranging. Actual costs will be determined by countries' decisions on the items assessed and the assessment processes used.

*Questions for discussion:*

- Are there other or more useful questions that would help jurisdictions?
- Are there guiding principles that are missing from the list above?
- Similarly, are there risks that are not canvassed or that do not need to be included?

**Approaches already in place**

99. A number of measures of early learning outcomes already exist, which may enable less costly and speedier development and implementation of an international assessment measure than would otherwise be the case.

100. The ECEC Network recommended a stocktake be undertaken of existing instruments that countries use or have used to measure child outcomes, and how the results from such assessments are used. In response to this request, the OECD commissioned Dr Steven Barnett from Rutgers University to complete a report on these issues.

101. Barnett concludes that there are a wide range of existing measures available, which may be able to be used as the basis for an international measure of early learning and development. Barnett investigated the domains covered by 20 separate measures and found that nearly all included measures of social and emotional skills, communication and language other cognitive skills, and physical development, as illustrated in the following table.

<i>Domain</i>	<i>Proportion of instruments assessed that include the domain (%)</i>
Social/emotional skills	100
Communication and language	100
Other cognitive skills	90
Physical development	100

102. Thus, the development work involved in shaping international comparative measures of early learning could be streamlined if existing measures can be used, even if modification is required.

103. The report on existing measures of early learning outcomes notes differences between measures in terms of:

- The purposes they were developed and have been used, i.e. formative, summative or both
- The methodologies employed
- Their comprehensiveness across the domains covered
- Applicability across countries, languages and cultures
- Relative technical robustness, and
- The costs in applying the instrument, such as training and moderation, as well as the time required of teachers, parents and children.

104. The report also notes that in selecting or developing any measure of early learning outcomes, it will be critical to:

- Measure what matters, i.e. those aspects that are important and of concern to policy makers and the public
- Measure well, i.e. valid, reliable, fair and age and developmentally appropriate
- Ensure assessments are practical and affordable, and
- Obtain results that are comparable within and across countries and over time.

105. The report concludes that if any existing measure is selected as a basis for an international comparative assessment, it will likely need some adjustments to enable it to work for the specific purposes required and to be appropriate across diverse country settings.

### ***Early learning assessment for developing countries***

106. A recent initiative to assist developing countries to improve early learning outcomes has been developed by UNESCO, UNICEF, the World Bank and the World Health Organisation. The Measuring Early Learning Quality and Outcomes Project provides open-source, freely-accessible measures of child development and learning and the quality of early learning environments. This resource is intended to help developing countries to address poor learning outcomes, through enabling the monitoring of progress towards national and global goals by identifying children's competencies and areas of need.

107. While developing countries have different needs from OECD countries in terms of their assessment measures, standards and processes, it would be useful in developing a new tool for assessing early learning outcomes if there was a means for developing countries to progress to an OECD country measure, in the same way PISA for development is intending to achieve.

### ***Questions for discussion:***

- Is there further information on existing measures of assessing early learning outcomes that would be helpful?
- Are there measures that should have been included?

### **Links to other OECD assessments and surveys**

108. There are several relevant OECD comparative assessment measures and surveys that are relevant to an assessment of early learning outcomes:

- The ECEC staff survey, with the first meeting of participating countries to be held in early May 2015
- The Education for 2030 project
- The Education and Social Progress longitudinal project

- PISA.

109. Each of these is discussed below.

### ***The ECEC staff survey***

110. A number of countries have indicated their interest in the ECEC staff survey and are currently contributing towards shaping the design of the survey. The survey will provide in-depth information on ECEC staff's experiences, views, beliefs and pedagogical practices. Thus, it will provide a rich and comparative information base on the context and capabilities within ECEC services.

111. Some countries have indicated an interest in participating in both the early learning outcomes assessment and the staff survey. Participating in both will provide greater insights on both the performance of a country's ECEC system and the context for these results. It will be possible for countries to participate in both projects and the current draft timelines have both the early learning assessment and the ECEC staff survey being implemented at the same time. Depending on the final design of each, it may be possible to achieve some savings for countries who participate in both, by eliminating duplication in the information collected.

112. At the same time, the outcomes project and the ECEC staff survey can be run entirely separately. Thus, countries are able to opt into one, and not the other.

### ***Education and Social Progress***

113. The Education and Social Progress Project (ESP) is a longitudinal study of skills development in cities. It will measure the social and emotional skills of children from Grade 1 (approximately age 6) until early adulthood. Under the current timeline, the first assessment at Grade 1 would not occur until 2019 or later.

114. The project has investigated the emotional and social competencies that support later success across a number of domains, and is currently moving into a feasibility phase. The project provides a significant body of work to inform the development of the social and emotional outcomes that could be assessed through the early learning outcomes project. Clearly, there is an overlap between the two assessments and some degree of alignment should be achieved to enhance the insights for countries that participate in both.

### ***Education for 2030***

115. The Education for 2030 project aims to support countries to place a future-focused, innovative lens on the kinds of skills, competencies and values needed to respond to a dynamic, changing world in 2030, at global, national and regional levels. It will aim to support countries to think and re-think new models of curriculum, pedagogy, teacher education and assessment tools.

116. While still at an early stage of development, 2030 will provide insights on the types of education policies and practices that can help all students to be successful in 2030 and beyond. Also, the project will aim to analyse change processes with a bottom-up dimension, inclusive of students, teachers and industry.

## **PISA**

117. There are two related points of alignment with PISA. The first is the development of global competencies for inclusion in PISA 2018. The framework development for the global competencies is currently underway, and will be discussed at the next PISA Governing Board meeting in March 2015. Field trials are intended to take place in 2017, for inclusion in the main PISA assessment in 2018. This work potentially links to both the 2030 and ESP projects, and will also inform the domains selected for early learning assessments.

118. The second relationship with PISA is to enable countries to link early learning outcomes to student capabilities at age 15. This will give countries greater information on what must be done within the schooling years, to give students a better chance of developing the skills they need and achieving success. If the first early learning outcomes assessment runs in 2017, depending on the age or stage selected for assessment, some of this cohort of students will likely undertake PISA in 2027.

### *Questions for discussion:*

- Would further information be helpful on:
  - the ECEC staff survey?
  - the ESP project?
  - Education for 2030?
  - PISA?
- Are there other links that should be made?

### **Indicative costs**

119. The costs for this type of assessment can vary widely, because of decisions on:

- The breadth of domains assessed
- Whether an existing instrument is used or modified, or an entirely new set of measures are developed
- The extent to which independent observation is used versus tools that teachers can use
- The training requirements for local assessors, both independent observers and teachers
- Whether input from parents is through a survey or interview, or a mix.

120. Until the project is scoped, it is not possible to estimate the likely costs for countries of participating. However, costs can be estimated for working with countries to finalise the objectives and scope of the study, selecting and engaging a contractor, managing the development or adjustment of assessment measures and processes, and overseeing a pilot. These would be the costs incurred by the OECD in 2015/16, exclusive of the fees and other costs of a contractor and the national costs of running a pilot.

121. To manage the uncertainties about the overall costs of this study, the OECD is asking countries to only make a financial contribution to the scoping phase at this stage. This contribution and involvement will not commit countries to further funding contributions or participating in the survey.

122. Appendix A sets out the costs for countries to participate in the scoping phase, based on scenarios of 10, 15, 20 and 25 countries participating. Countries will be asked to make a financial commitment, prior to participating in the scoping exercise, and these contributions will be required from July 2015.

123. At the point that accurate information is available on the likely costs of developing the assessment instrument, piloting the instrument and implementing the main study, this information will be made available to countries to enable countries to assess their involvement in any further stages. Further information on participating in these stages is provided in Appendix B. Note that the three main stages of the project are:

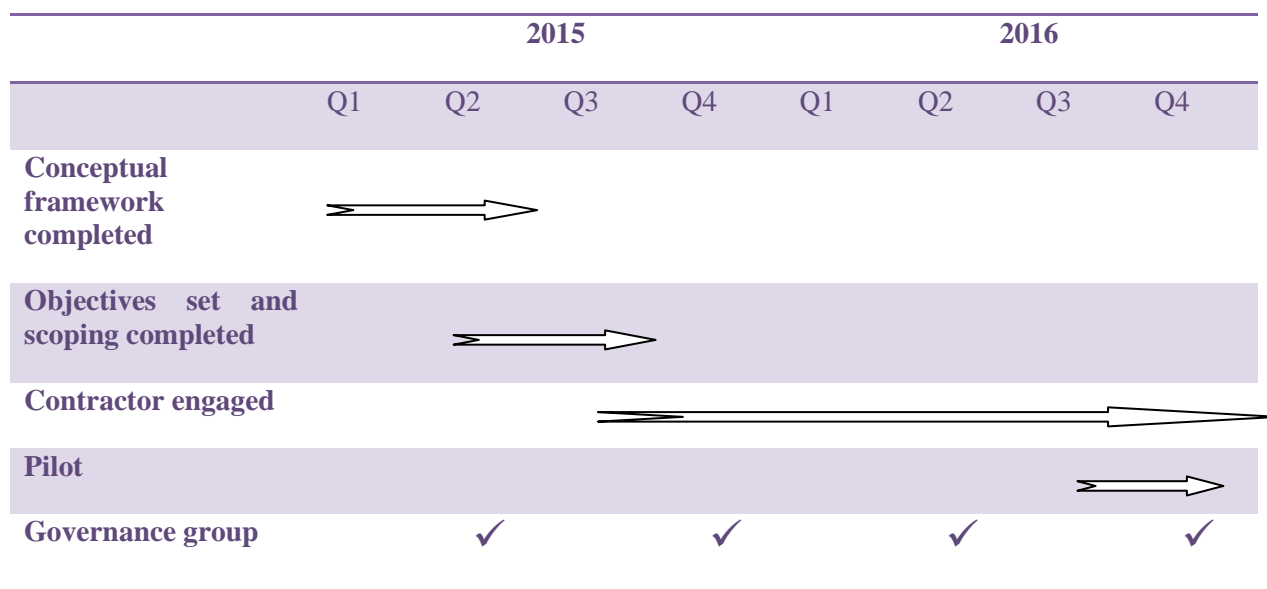
- Phase One: Scoping and selecting a preferred international contractor
- Phase Two: Developing the assessment instrument and overseeing a pilot
- Phase Three: Implementing the main study.

*Questions for discussion:*

- What additional information would countries find useful on these costings?

## Proposed timeline and next steps

124. A proposed timeline to complete a pilot is as follows:



125. The next steps are in inviting countries to:

- Provide comment on this paper, via webinar on 22 April 2015 11am (Paris time)
- Provide input to a draft scoping paper via webinar on 2 June 2015, (time to-be-confirmed)
- Participate in the first meeting of interested countries on 8-9 July 2015, Paris. Agenda items will include objectives and draft scoping for the project, governance, timeline and costs.

126. The European Commission has expressed its interest in collaborating with the OECD on this project. While participating countries will still determine the direction and shape of the study, the Commission's expertise on ECEC issues will be of great benefit as the project develops.

### *Questions for discussion:*

- Does this timeframe work in terms of supporting countries' decision-making on whether to participate?
- What else do we need to consider in the next few months?

## **Appendix B - Phases in the Early Learning Outcomes Study**

127. There are three key phases:

- Scoping and identifying a preferred contractor
- Developing and piloting the assessment instrument
- Implementing the main study.

128. Each phase is described below, in terms of what will be completed, when it will occur and when countries will be asked to confirm their involvement.

### ***Stage 1: Scoping***

*What will be completed?*

- The policy objectives, priorities and requirements of the study will be scoped
- A call for tenders will be released
- A preferred international contractor will be identified

*When will this occur?*

- July – December 2015

*When will countries be asked to confirm their participation in this stage?*

- End of June 2015

*What will countries contribute to participate in this stage?*

- See Appendix A for costs
- Countries will also be invited to two face-to-face meetings: the first in Paris on 8-9 July 2015 and the second in October 2015 (dates to be confirmed).

*What will countries get for their contribution?*

- The ability to shape the scoping decisions on:
  - target age or stage of learning of children in the study
  - domains to be assessed
  - elements of ECEC provision to be included
  - information from families to be sought
  - other relevant factors to be included.

*Can countries pull out after this stage if they wish?*

- Yes.

*Can countries contribute to the scoping phase if they do not contribute financially?*

- No.

### ***Stage 2: Developing and piloting the assessment instrument***

*What will be completed?*

- An international provider will be contracted
- The domains and other components of the assessment will be finalised
- The assessment instrument will be developed
- A pilot will be undertaken in 4-6 countries
- Individual reports will be completed for each of those 4-6 countries
- The efficacy of the instrument and its implementation will be assessed
- Adjustments to the instrument will be made, as appropriate.

*When will this occur?*

- January 2016 – June 2017

*When will countries be asked to confirm their participation in this stage?*

- End of November 2015

*What will countries contribute to participate in this stage?*

- Countries will be asked to share the cost of the Secretariat and the costs of the international contractor
- Countries in which the pilot is occurring will pay an additional per country cost
- Until proposals to meet the requirements are received, however, the costs of this stage cannot be estimated with any accuracy

*What will countries get for this contribution?*

- The ability to finalise decisions on:
  - the domains to be assessed
  - other information gathered as part of the study, such as information from families
- Confidence and certainty that the instrument will work for the needs and context of the contributing countries
- Country-based data, if they have participated in the pilot
- Insights into the nature and value of the information, to assist in making a decision to participate in the main study
- Opportunity to influence implementation and reporting issues.

*Can countries pull out after this stage if they wish?*

- Yes.

*Can countries contribute to this phase if they do not contribute financially?*

- No.

### ***Stage 3: Implementing the main study***

*What will be completed?*

- Final decisions on any adjustments to the methodology, including implementation, will be made based on the results of the pilot
- The first main study will then be implemented.

*When will this occur?*

- January 2017 – December 2018

*When will countries be asked to confirm their participation in this stage?*

- End of November 2016

*What will countries contribute to participate in this stage?*

- Countries will be asked to share the cost of the Secretariat and the costs of the international contractor
- Until proposals to meet the requirements are received, the costs of this stage cannot be estimated with any accuracy.

*What will countries get for this contribution?*

- Country-specific and comparative data on children's outcomes, and the relationship of these outcomes with ECEC participation and provision and children's home environments

*Can countries pull out after this stage if they wish?*

- Yes.

*Can countries contribute to this phase if they do not contribute financially?*

- No.

## Appendix C - References

- Adamson, P. (2008). The Child Care Transition, *UNICEF Report Card* (8)
- Barnett, S., S. Ayers and J. Fancis (forthcoming), Comprehensive Measures of Child Outcomes in Early Years, Report prepared for the 16th Meeting of the OECD Network on Early Childhood Education and Care, 18-19 November 2014, Berlin, Germany, OECD, Paris.
- Baker, M. (2011) 'Innis Lecture: Universal early childhood interventions: What is the evidence base?', *Canadian Journal of Economics*, 44.
- Bernal, R, and Keane, M.P. (2011). Child care choices and children's cognitive achievement: The case of single mothers, *Journal of Labor Economics*, 29(3).
- Bartik, Timothy J. (2014). *From Preschool to Prosperity: The Economic Payoff to Early Childhood Education*
- Bradshaw, P., Lewis, G. and Hughes, T. (2014). Growing Up in Scotland: *Characteristics of pre-school provision and their association with child outcomes*, Scottish Government.
- Bull, R., Espy, K.A. and Wiebe, S.A. (2008). Short-term memory, working memory, and executive functioning in pre-schoolers: Longitudinal predictors of mathematical achievement at age 7 years, *Developmental neuropsychology*, 33(3).
- Caneiro, P., Crawford, C., and Goodman, A. (2007). The impact of early cognitive and non-cognitive skills on later outcomes.
- Clark, C.A., Pritchard, V.E., and Woodward, L.J. (2010). Preschool executive functioning abilities predict early mathematics achievement, *Developmental psychology*, 46(5).
- Cunha, F. and Heckman, J. J. (2010). Investing in Our Young People, *NBER Working Paper* (16201)
- Del Boca, D., Pasqua, S., Suardi, S. (2013). *Childcare, family characteristics and child outcomes: An analysis of Italian data*
- Driessen, G. (2004). A Large Scale Longitudinal Study of the Utilization and Effects of Early Childhood Education and Care in The Netherlands. *Early Child Development and Care*, 174(7-8)
- Duncan, G.J., Dowsett, C.J., Claessens, Al, Magnuson, K., Huston, A.C., Klebanov, P., and Japel, C. (2007). School readiness and later achievement, *Developmental psychology*, 43(6)
- Duncan, Greg J. and Katherine Magnuson. (2013). "Investing in Preschool Programs." *Journal of Economic Perspectives*, 27(2).
- Duncan, Greg J. and Murnane, Richard. (2011). "Introduction: The American Dream, Then and Now." In *Whither Opportunity? Rising Inequality, Schools, and Children's Life Chances*. Russell Sage Foundation.
- Duncan, Greg J. and Aaron J. Sojourner. (2012). "Can Intensive Early Childhood Intervention Programs Eliminate Income-Based Cognitive and Achievement Gaps?"

European Commission. (2014). *Study on the effective use of early childhood education and care in preventing early school leaving*, Publications Office of the European Union, Luxembourg.

European Commission. (2014). “Proposal for key principles of a Quality Framework for Early Childhood Education and Care”, *Report of the Working Group on Early Childhood Education and Care*.

Executive Office of the President of the United States. (2014). *The Economics of Early Childhood Investments*.

Felfe, C. and Lalive, R. (2011). *How Does Early Childcare Affect Child Development? Learning from the Children of German Unification*. CESifo Area Conference on Economics of Education: Center for Economics Studies.

Friedman, S.L., Scholnick, E.K., Bender, R.H., Vandergrift, N., Spieker, S., Hirsh Pasek, K., Keating, D.P., Park, Y. and the NICHD Early Child Care Research Network (2014), Planning in Middle Childhood: Early Predictors and Later Outcomes. *Child Development*, 85

Garces, Eliana, Duncan, Thomas, and Janet Currie. (2002). “Longer Term Effects of Head Start”. *American Economic Review* 92(4).

Gialamas, A., Mittinty, M.N., Sawyer, M.G., Zubrick, S.R., Lynch, J. (2014). Child Care Quality and Children’s Cognitive and Socio-emotional Development: an Australian Longitudinal Study. *Early Child Development and Care* 184.

Haskins, R., and Barnett, S. (2010). *Investing in Young Children: New Directions in Federal Preschool and Early Childhood Policy*. National Institute for Early Education Research.

Havnes, T., & Mogstad, M. (2009). No child Left Behind – Universal Child Care and Children’s Long-Run Outcomes, *IZA Discussion Paper* No. 4561.

Heckman, J.J., Moon, S.H., Pinto, R. and Savelyev, P.A. (2009) ‘The rate of return to the HighScope Perry Preschool Program’, *The Journal of Public Economics*, vol 94, no 1-2.

Heckman, J.J., Pinto, R., and Savelyev, P.A. (2012). Understanding the mechanisms through which an influential early childhood program boosted adult outcomes (No. w18581). *National Bureau of Economic Research*.

Heckman, James J., Seong Hyeok Moon, Rodrigo Pinto, Peter A. Savelyev, and Adam Yavitz. (2010). “Reanalysis of the High/Scope Perry Preschool Program.” *Quantitative economics*, 1(1).

Heckman, J. J. (2006). Skill formation and the Economics of Investing in Disadvantaged Children, *Science* 312 (5782).

Kautz, T., Heckman, J.J., Diris, R., ter Weel, B. and Borghans, L. (2015). *Fostering and Measuring Skills: Improving Cognitive and Non-Cognitive Skills to Promote Lifetime Success*. OECD Publications, Paris.

Lazzari A. & Vandenbroeck, M. (2012). “Literature review on the participation of disadvantaged children and families in ECEC services in Europe”, in Bennet: *Early childhood education and care (ECEC) for children from disadvantaged backgrounds: Findings from a European literature review and two case studies*, DG EAC.

Mashburn, A., Pianta, R., Hamre, B., Downer, J., Barbarin, O., Bryant, D., Burchinal, M., Early, D. and Howes, C. (2008) "Measures of Classroom Quality in Prekindergarten and Children's Development of Academic Language, and Social Skills". *Child Development* 79(3).

Morris, A. (2011) *Student Standardised Testing: Current Practices in OECD Countries and a Literature Review*, OECD Education Working Paper No. 65, Paris.

Naudeau, S., Naoko, K., Valeria, A. and Neuman, M. (2011). *Investing in Young Children: An Early Childhood development Guide for Policy Dialogue and Project Preparation*. The International Bank for Reconstruction and Development/The World Bank.

Organisation for Economic Co-operation and Development (OECD) (forthcoming). *Monitoring the Quality of ECEC Systems*.

Organisation for Economic Co-operation and Development (OECD) (2015). *Skills for Social Progress: The Power of Social and Emotional Skills*, OECD Publishing, Paris.

Organisation for Economic Co-operation and Development (OECD) (2014). *Education at a Glance 2014: OECD Indicators*, OECD Publishing, Paris.

Organisation for Economic Co-operation and Development (OECD) (2013). The Draft Proposal on the Data Development Strategy of the OECD Network on Early Childhood Education and Care, *13<sup>th</sup> Meeting of the OECD Network on Early Childhood Education and Care (ECEC)*, 17-18 June 2013, Paris.

Organisation for Economic Co-operation and Development (OECD) (2012). *Starting Strong III: A Quality Toolbox for Early Childhood Education and Care*, OECD Publishing, Paris.

Organisation for Economic Co-operation and Development (OECD) (2011). *PISA in Focus: Does Participation in Pre-primary Education translate into Better Learning Outcomes at School?*, OECD Publishing, Paris.

Organisation for Economic Co-operation and Development (OECD) (2006). *Starting Strong II*, OECD Publishing, Paris.

Puma, M., Bell, S., Cook, R., & Heid, C. (2012). *Third Grade Follow-up to the Head Start Impact Study-Final report*, (OPRE Report). Office of Planning, Research and Evaluation Administration for Children and Families U.S. Department of Health and Human Services.

Ramey, Garey & Ramey, Valerie A. (2010). "The Rug Rat Race". *Brookings Papers on Economic Activity* 41, no. 1.

Romano, E., Babchishin, L., Pagani, L.S., and Kohen, D. (2010). School readiness and later achievement: Replication and extension using a nationwide Canadian survey. *Developmental Psychology*, 46(5).

Sylva, K., Melhuish, E., Sammons, P., Siraj-Blatchford, I. and Taggart, B. (2012) *Effective Pre-school, Primary and Secondary Education 3-14 Project (EPPSE 3-14): Final Report from the Key Stage 3 Phase: Influences on Students' Development from Age 11-14*, Research Report DfE-RR202, London: Department for Education.

Sylva, K., Melhuish, E., Sammons, P., Siraj-Blatchford, I. and Taggart, B. (2008) *Final Report from the Primary Phase: Preschool, School and Family Influences on Children's Development during Key Stage 2 (7-11)*, Research Report DCSF-RR061, London: Department for Children, Schools and Families.

Sylva, K., Melhuish, E., Sammons, P., Blatchford, I.-S., & Taggart, B. (2004). *The Effective Provision of Pre-School Education [EPPE] Project* (Project Final Report).

Timperley, H. (2008). Teaching: Professional Learning and Development, *International Academy of Education*.

Vandell, D.L., Woolfe, B. (2000). *Childcare Quality: Does It Matter and Does It Need to Be Improved?* Institute for Research and Poverty, Madison, Wisconsin.

Walker, D., Greenwood, C., Hart, B., and Carta, J. (1994). Prediction of school outcomes based on early language production and socioeconomic factors. *Child development*, 65(2).

Walters, Christopher. (2014). *Inputs in the Production of Early Childhood Human Capital: Evidence from Head Start*. Working Paper 20639. Cambridge, Mass.: National Bureau of Economic Research

## ***MINIMUM GENERAL CONDITIONS FOR OECD CONTRACTS***

The following articles constitute of the minimum general conditions of the contract to be signed between the OECD and the Contractor to whom the Call for Tenders would have been awarded (the “Contract”). These minimum general conditions are not exclusive and could, as the case may be, be modified and/or complemented with additional conditions in the Contract.

### ***ARTICLE 1 – GOODS OR SERVICES***

The goods and/or services provided under the Contract (hereinafter “The Work”) shall strictly comply with the standards mentioned in the Terms of Reference. It is expressly agreed that the Contractor shall perform the Work in strict accordance with all Standards or, where no such standards have yet been formulated, the authoritative standards of the profession will be the applicable norms.

### ***ARTICLE 2 - PRICES***

Prices charged by the Contractor for the Work shall not vary from the prices quoted by the Contractor in its Tender, with the exception of any price adjustment authorised in the Contract.

### ***ARTICLE 3 - PAYMENTS AND TAXES***

Payment will be made in Euros.

In case the Contractor is located outside of France, the Organisation is exempt from taxation, including from sales tax and value added tax (V.A.T.). Therefore, the Contractor shall not charge any such tax to the Organisation. All other taxes of any nature whatsoever are the responsibility of the Contractor.

### ***ARTICLE 4 - DELAY IN EXECUTION***

The Contractor shall perform the Work in accordance with the time schedule and the terms specified in the Contract, this being an essential element of the Contract. Any delay will entitle the Organisation to claim the payment of penalties as negotiated between the Contractor and the Organisation.

### ***ARTICLE 5 - ACCESS TO THE PREMISES***

If the Work requires at any time the presence of the Contractor and/or of the Contractor’s employees, agents or representatives (“Personnel”) on the premises of the Organisation, they shall observe all applicable rules of the Organisation, in particular security rules, which the Organisation may enforce by taking any measures that it considers necessary.

## ***ARTICLE 6 - IMPLEMENTATION OF THE WORK***

The Contractor undertakes that the Work shall be performed by the individual(s) named in the Contract or otherwise agreed in writing by the Organisation. The Contractor may not replace said individual(s) by others, without the prior written consent of the Organisation.

## ***ARTICLE 7 - AUTHORITY***

The Contractor hereby declares having all rights and full authority to enter into the Contract and to be in possession of all licences, permits and property rights, in particular intellectual property rights, necessary for the performance of the Contract.

## ***ARTICLE 8 - LIABILITY***

The Contractor shall be solely liable for and shall indemnify, defend and hold the Organisation and its personnel harmless from and against any and all claims, losses, damages, costs or liabilities of any nature whatsoever, including those of third parties and Contractor's Personnel, arising directly or indirectly out of or in connection with Contractor's performance or breach of the Contract.

It is the responsibility of the Contractor to possess adequate insurances to cover such risks, including any risks related to the execution of the Contract.

## ***ARTICLE 9 - REPRESENTATIVES***

Neither the Contractor nor any of its Personnel:

- shall in any capacity be considered as members of the staff, employees or representatives of the Organisation;
- shall have any power to commit the Organisation in respect of any obligation or expenditure whatsoever;
- shall have any claim to any advantage, payment, reimbursement, exemption or service not stipulated in the Contract. In particular and without limitation, it is understood that neither the Contractor, nor any of the Contractor's Personnel may in any manner claim the benefit of the privileges and immunities enjoyed by the Organisation or by its personnel.

## ***ARTICLE 10 - INTELLECTUAL PROPERTY***

The copyright and any other intellectual property rights arising from the Work carried out in performance of this Contract, including the intermediate and final results thereof, shall, on an exclusive and worldwide basis, automatically vest in the Organisation as the Work is created, or

## ***MINIMUM GENERAL CONDITIONS FOR OECD CONTRACTS***

be assigned to the Organisation, as the case may be under any applicable legal theory. The price agreed between the Contractor and the Organisation is deemed to include this transfer of rights.

The Contractor undertakes not to use the Work for any purpose whatsoever that is not directly necessary to the performance of the Contract, except with the prior written consent of the Organisation. The Contractor shall ensure that the Contractor's Personnel are expressly bound by and respect the provisions of the present clause.

### ***ARTICLE 11 - TRANSFER OF RIGHTS OR OBLIGATIONS***

The Contractor shall not transfer to any third party any rights or obligations under this Contract, in whole or in part, or sub-contract any part of the Work, except with the prior written consent of the Organisation.

### ***ARTICLE 12 - TERMINATION***

Without prejudice to any other remedy for breach of Contract the Organisation may claim, the Organisation reserves the right to terminate the Contract without any prior notice or indemnity:

- i) in the event of failure by the Contractor to comply with any of its obligations under the Contract; and/or
- ii) if the Contractor, in the judgment of the Organisation, has engaged in corrupt or fraudulent practices in competing for or in executing the Contract.

The Organisation may also, by written notice sent through registered mail with recorded delivery to the Contractor, terminate the Contract, in whole or in part, at any time for its convenience. The notice shall specify that termination is for the Organisation's convenience, the extent to which Work of the Contractor under the Contract has been completed, and the date upon which such termination becomes effective. The Work that is complete on receipt of notice by the Contractor shall be accepted by the Organisation, at the Contract terms and prices. For the remaining, the Organisation may elect:

- i) To have any portion completed at the Contract terms and prices; and/or;
- ii) To cancel the remainder and pay to the Contractor the amount corresponding to the completed work.

### ***ARTICLE 13 – FINANCIAL INFORMATION***

During the Contract and at least seven years after its termination, the Contractor shall:

- i). keep financial accounting documents concerning the Contract and the Work;

- ii). make available to the Organisation or any other entity designated by the Organisation, upon request, all relevant financial information, including statements of accounts concerning the Contract and the Work, whether they are executed by the Contractor or by its any of its subcontractors.

The Organisation or any other entity designated by the Organisation may undertake, including on the spot, checks related to the Contract and/or the Work.

#### ***ARTICLE 14 - ARBITRATION CLAUSE***

Given the status of the Organisation as an international organisation, the rights and obligations of the Contractor and the Organisation shall be governed exclusively by the terms and conditions of the Contract.

Any dispute arising out of the interpretation or implementation of the Contract, which cannot be settled by mutual agreement, shall be referred for decision to an arbitrator chosen by agreement between the Organisation and the Contractor or, failing such agreement on the choice of the arbitrator within three months of the request for arbitration, to an arbitrator appointed by the First President of the Court of Appeal of Paris at the request of either Party. The decision of the arbitrator shall be final and not subject to appeal. The arbitration shall take place in Paris, France. All proceedings and submissions shall be in the English language.

Nothing in the Contract shall be construed as a waiver of the Organisation's immunities and privileges as an international organisation.

#### ***ARTICLE 15 – CONFIDENTIALITY***

Any information, on any medium whatsoever, sent to the Contractor to which the Contractor obtains access on account of the Contract, shall be held confidential. In consequence, the Contractor shall not disclose such information without the written prior consent of the Organisation. The Contractor shall ensure that the Contractor's Personnel is expressly bound by and respect the provisions of the present clause.

#### ***ARTICLE 16 - DURATION OF THE CONTRACT***

Unless otherwise stated in the Call for Tenders, the duration of the Contract shall be for one year. It may be renewed twice by tacit agreement for periods of one year, but the total duration may not exceed three years.