

POSITION PAPER

WORKING TOGETHER TO ENSURE EQUALITY FOR ABORIGINAL AND TORRES STRAIT ISLANDER CHILDREN IN THE EARLY YEARS

All children should be empowered to realise their potential and determine their own futures. We are passionate about ensuring that Aboriginal and Torres Strait Islander children get equal opportunities in Australia, thrive, and be recognised and supported within their cultures. We are committed to working with families, Aboriginal and Torres Strait Islander community-controlled organisations, services and governments to drive the holistic and comprehensive strategy necessary to support First Nations children in achieving equality in the early years.

This position paper draws from the discussion paper, <u>Ensuring equality for Aboriginal and Torres Strait Islander children in the early years</u>, prepared by SNAICC – National Voice for our Children, and Early Childhood Australia. It highlights key issues that impact Aboriginal and Torres Strait Islander children, and makes recommendations to government and policy-makers.

This position paper is endorsed by the following organisations:

- Aboriginal Early Childhood Support and Learning Inc
- Australian Community Children's Services
- Australian Council of Social Services (ACOSS)
- Australian Library and Information Association
- Australian Literacy Educators' Association (ALEA)
- Australian Research Alliance for Children & Youth (ARACY)
- Brotherhood of St Laurence
- Central Australian Aboriginal Congress
- Child Australia
- Congress of Aboriginal and Torres Strait Islander Nurses and Midwives (CATSINaM)
- Coolabaroo
 Neighbourhood Centre
- Early Learning and Care Council of Australia
- Early Learning
 Association Australia
- Families Australia

- Family Matters Strong communities. Strong culture. Stronger children
- Future Tracks
- Goodstart Early Learning
- Group of Eight (Go8)
- Jumbunna Institute for Indigenous Education and Research, University of Technology Sydney
- KU Children's Services
- Lady Gowrie Childhood Education Queensland
- Murdoch Children's Research Institute
- National Aboriginal Community Controlled Health Organisation (NACCHO)
- Ngangk Yira Research Centre for Aboriginal Health and Social Equity, Murdoch University
- Nikinpa Aboriginal Child & Family Centre
- Oxfam Australia
- Playgroup Australia
- Professor Fiona Stanley
- Professor Larissa Behrendt

- Queensland Aboriginal and Torres Strait Islander Child Protection Peak (QATSICPP)
- Reconciliation Australia
- Save the Children
- Speech Pathology Australia
- Telethon Kids Institute
- The Benevolent Society
- The Front Project
- The Parenthood
- UNICEF
- UnitingCare Australia
- Uniting Communities
- Victorian Aboriginal Child Care Agency (VACCA)
- Victorian Aboriginal Children & Young People's Alliance
- Victorian Aboriginal Education Association Inc. (VAEAI)
- World Vision Australia
- Yorganop







EXECUTIVE SUMMARY

A majority of Aboriginal and Torres Strait Islander children are thriving, with support from a unique web of family, community and culture. However, some of our First Nations children are still facing ongoing challenges that stem from colonisation and its effects, including discrimination, poverty, systemic removal, intergenerational trauma, dislocation from land and culture, and community disempowerment. Achieving equality would require redressing these challenges—in particular, persistent and ongoing trauma—through a holistic approach based on the social determinants of health.

To reach their developmental potential, children require nurturing care across a range of domains (WHO, UNICEF & World Bank Group, 2018). It is essential to have a home environment that is sensitive to children's health and nutritional needs: is safe and secure; and has opportunities for learning, with interactions that are responsive, emotionally supportive and developmentally stimulating (Black et al., 2017; Britto et al., 2017). This home environment must be supported by a broader enabling environment for the caregiver. family and community, as well as an enabling social, economic, political and cultural context. Centring on this comprehensive understanding of 'nurturing care' is critical for progressing children's developmental outcomes, particularly during the period of rapid brain development and formation of attachment, i.e. within the first three years of life (Black et al., 2017; Britto et al., 2017).

This paper highlights two key strategies for improving outcomes for Aboriginal and Torres Strait Islander children in the early years:

- 1. Integrated, family-focused support programs that impact the home learning environment.
- 2. High-quality early education.

Evidence detailed in the discussion paper: Ensuring equality for Aboriginal and Torres Strait Islander children in the early years, identifies these strategies as most impactful when they are wrapped within a set of broader principles. Together, these

will be crucial for improving outcomes for Aboriginal and Torres Strait Islander children. The principles include:

- using a nurturing care framework
- ensuring that services are accessible
- providing services that are of a high quality
- ensuring that services are culturally safe
- supporting integrated early education and family-focused programs that engage families from the time of pregnancy or soon after birth
- ensuring consistent data and redressing data gaps.

In the absence of a cohesive policy framework, there is an urgent need for the Commonwealth Government to develop a new national strategy focused on improving outcomes for Aboriginal and Torres Strait Islander children in the early years—in partnership with Aboriginal and Torres Strait Islander peoples and state and territory governments.

Importantly, ongoing needs-based funding is required as part of this strategy to provide Aboriginal and Torres Strait Islander children with easy access to high-quality early education. Funding would ensure that all Aboriginal and Torres Strait Islander children get the opportunity to attend a minimum of three days per week of high-quality preschool, with a bachelor-qualified teacher, in the two years before school. This commitment should be accompanied by a specific program to support quality Aboriginal and Torres Strait Islander community-controlled integrated early years services for children aged birth to six years, and their families.

OUTCOMES FOR ABORIGINAL AND TORRES STRAIT ISLANDER CHILDREN

Children who are developmentally vulnerable are less likely to do well at school, and are more likely to leave school early and have poorer life outcomes. Compared to all Australian children, Aboriginal and Torres Strait Islander children are twice as likely to be developmentally vulnerable when they start school; in 2015, the Australian Early Development Census (AEDC) identified 42 per cent of Aboriginal and Torres Strait Islander children developmentally vulnerable in one or more domains (Australian Government, 2016). Exposure to ill-health may also impact on early development outcomes (AHMAC, 2017). Though there has been some improvement in measured developmental vulnerability of Aboriginal and Torres Strait Islander children in recent years, the gap with non-Indigenous children has still not changed (Australian Government, 2016).

It is a significant achievement that enrolments of Aboriginal and Torres Strait Islander children in preschool programs in the year before school are now almost on par with non-Indigenous children. However, Aboriginal and Torres Strait Islander children remain under-represented in early childhood education and care (ECEC) services they start early education later and attend fewer

hours compared to non-Indigenous children (SCRGSP, 2018). Aboriginal and Torres Strait Islander children were 50 per cent less likely to attend a Child Care Benefit (CCB) approved ECEC service (SCRGSP, 2018).

It has been estimated that 15 000 extra ECEC places would be required for Aboriginal and Torres Strait Islander children's enrolment to be proportionate with that of the general population (Productivity Commission, 2014).

Table 1. Percentage of Aboriginal and Torres Strait Islander students meeting national minimum standards for reading and numeracy in 2017 (Australian Government Department of the Prime Minister and Cabinet, 2018)

	Aboriginal and Torres Strait Islander reading	Non-Indigenous reading	Aboriginal and Torres Strait Islander numeracy	Non-Indigenous numeracy
Year 3	82	96	82	96
Year 5	76	95	80	96
Year 7	74	95	80	96
Year 9	71	93	84	97

Compared to all Australian children, Aboriginal and Torres Strait Islander children are twice as likely to be developmentally vulnerable when they start school in one or more domain(s) when they started school **Aboriginal and Torres Strait** Islander children were developmentally vulnerable in one or more domain(s) when they started school

STRATEGIES TO IMPROVE OUTCOMES FOR ABORIGINALAND TORRES STRAIT ISLANDER CHILDREN

INTEGRATED FAMILY-FOCUSED SUPPORT PROGRAMS

The provision of a strong and supportive home environment is central to achieving positive early childhood outcomes for Aboriginal and Torres Strait Islander children. There are various forms of toxic stress that can significantly impair the health and parenting ability of parents, as well as the health and development of children (Shonkoff, 2016). These include poverty, trauma, housing stress, violence and discrimination. While many of these elements require broader structural reform, studies identify three elements of family strengthening that can increase the likelihood of families being better able to provide nurturing care for their children, and substantially improve development outcomes. These are access to high-quality, multi-sectoral services; skill building, including positive and responsive parenting; and support, such as social protection, safety networks and family support policies (Britto et al., 2017).

Integrated support services can assist in redressing complex issues—including mental and physical ill health, stress and depression, unemployment, adult literacy levels, limited or no income, and poor housing and neighbourhood living conditions (Wise, 2013)—that impact the home environment and prevent early childhood development messages from being implemented. These services can support people to prepare for parenthood and what is involved in raising healthy and capable children as well as assisting parents in their role of providing health care, and in educating and parenting their child. It is important that interventions include opportunities to promote all components of nurturing care: health, nutrition, security and safety, responsive caregiving and early learning (Black et al., 2017). Targeted family-support services and service integration are key pillars to progressing outcomes for Aboriginal and Torres Strait Islander children.

Service integration refers to cooperation, coordination, information exchange, joint planning, responsibility and accountability, and the development of formal partnership structures across different levels, from whole of government to direct service delivery partnerships (SNAICC, 2012b). Services responding to specific family and community contexts wrap around the children and their families, and typically seek to intervene early, prevent family breakdown, build from strengths, encourage regular health checks and promote wellbeing. As a universal service, ECEC is an ideal entry point, providing a 'hook' to draw families into the service system and 'ladder' them into additional support and activities throughout the lifecycle, as wanted and required (SNAICC, 2012b).

There are a number of programs that have evidenced outcomes for Aboriginal and Torres Strait Islander children, for example, family-focused programs such as Families as First Teachers, Home Instruction for Parents of Preschool Youngsters (HIPPY), Parents as Teachers (PAT) and It Takes Two to Talk: The Hanen Program for Parents; Integrated service programs such as Best Start (WA) (Emerson, Fox & Smith, 2015); and international programs like the Care for Child Development package. The most effective parenting programs are those that use behaviourchange techniques, including media (posters and cards), opportunities for parental practice of play and responsive talk with the child, guidance and support for changing practices, and problem-solving strategies (Britto et al., 2017).

HIGH-QUALITY EARLY EDUCATION

There is compelling evidence that high-quality early education can amplify children's development and enhance lifelong social and emotional wellbeing. This is particularly true for children who experience disadvantage early in life (McLachlan, Gilfillan & Gordan, 2013). Participation in high-quality education for at least two years improves children's readiness for school and their life chances in the long term (Pascoe & Brennan, 2017). In relation to Aboriginal and Torres Strait Islander children in particular, evidence suggests that those children who attended preschool were significantly less likely to be developmentally vulnerable than those who did not attend preschool in three of the five domains, with the biggest differences being noticed in language and cognitive skills (Biddle & Bath, 2013).

Key factors for effective ECEC for Aboriginal and Torres Strait Islander children include:

- consistent interventions early in the lifecycle
- more than 30 hours per week in age-appropriate ECEC programs, including those involving parents, with potential for more, based on each individual child's needs
- quality education and care, with high levels of instructional support
- high level of cultural safety

A number of early education programs clearly evidence early learning and development outcomes for Aboriginal and Torres Strait Islander children. These include: the Abecedarian program, mobile preschool programs, supported playgroups, transition-to-school programs, Let's Start and HIPPY.



(Arefadib & Moore, 2017).

DISADVANTAGED FAMILIES'



BARRIERS TO ACCESS

In terms of accessing early education and care programs, Aboriginal and Torres Strait Islander children face wide-ranging, complex and interrelated barriers across four major areas:

- Individual barriers that concern the complex needs, circumstances, experiences and expectations of families and children, such as the high number of children in the family, employment, income levels, discrimination, housing instability and preventable health conditions (Biddle & Bath, 2013; Hewitt & Walter, 2014).
- 2. Service barriers that cover service quality and cultural competency (Biddle, 2007; Trudgett & Grace, 2011; Wise, 2013).
- 3. Social and neighbourhood characteristics of the local community that include issues like the transient nature of a community, poor living conditions, the level of community distress or isolation of a community (Biddle & Bath, 2013; Kellard & Paddon, 2016).
- 4. Cultural barriers that cut across all areas, and are pivotal. These barriers centre around a lack of trust and low cultural competency (Bowes & Grace, 2014; Kellard & Paddon, 2016; Trudgett & Grace, 2011), as well as limited use of Aboriginal and Torres Strait Islander languages in programs, especially in remote areas.

Understanding these barriers is crucial to future policy development, as is building strategies to overcome them.

'EARLY LEARNING PROGRAMS
THAT DO NOT REFLECT THE
CULTURE AND KNOWLEDGE OF
THE INDIGENOUS COMMUNITY ARE
NOT SEEN AS CULTURALLY SAFE
AND TEND NOT TO BE USED BY
FAMILIES IN THAT COMMUNITY'

(Harrison, Goldfeld, Metcalfe & Moore, 2012).

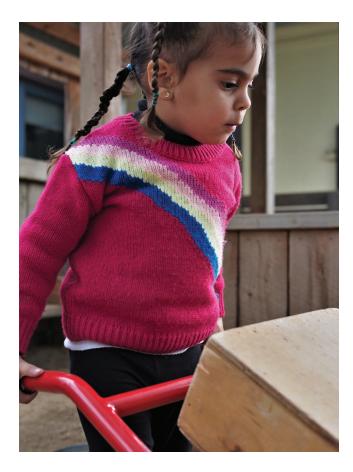


PRINCIPLES FOR IMPROVING OUTCOMES

The quality of a program or intervention is also dependent on addressing the factors that obstruct the uptake, implementation and sustainability of programs (Mildon, 2018). To ensure that outcomes for Aboriginal and Torres Strait Islander children are improved, evidence suggests that a number of essential principles should be incorporated into the design and implementation of programs.

These include:

- Aboriginal and Torres Strait Islander community ownership and leadership, and employment of Aboriginal and Torres Strait Islander people (Arefadib & Moore, 2017; Emerson et al., 2015; SNAICC, 2012a)
- a comprehensive and holistic approach that focuses on the whole child and combines health. nutrition, child and social protection, culture and learning with nurturing care and protection, and tackles the wider social determinants of health that contribute to disparities in early life outcomes (Britto et al., 2017; Sims & Brettig, 2018; SNAICC, 2012a; Wise, 2013)
- strengths-based programs that build on existing family, community and cultural strengths and expertise to develop child and family capacity, confidence and pride (Bowes & Grace, 2014; Niddrie, Brosnan, Barnes & Dunnett, 2017)
- sustainability, i.e. adequate and secure funding, a qualified workforce, flexible operational structures and systems, and control over land (Brennan, 2013)
- a supportive policy framework that is coordinated and adopts a social-determinants approach (Brennan, 2013; Moore, Arefadib, Deery & West, 2017).



Applying these principles will help redress the major barriers to early education and care access and participation for Aboriginal and Torres Strait Islander children. In particular, the principles reaffirm that the most effective means to improve outcomes is through Aboriginal and Torres Strait Islander community-controlled service provision. Where this is not possible, genuine local participation and decision making through culturally safe and competent services is required.

RECOMMENDATIONS FOR ACTION

Progressing the agenda to improve outcomes for Aboriginal and Torres Strait Islander children will require Commonwealth Government leadership to drive strategic policy reform. The following recommendations require action from the Commonwealth Government, working alongside state and territory governments where appropriate.

STRATEGY

- 1. The Council of Australian Governments (COAG) should establish new early childhood development targets to close the gap in the AEDC domains by 2030, and develop an accompanying strategy through the Closing the Gap refresh in partnership with Aboriginal and Torres Strait Islander peoples that includes independent evaluation. Many of the following recommendations would form part of this strategy.
- 2. Establish and resource an Aboriginal and Torres Strait Islander Steering Group to report on the development, planning, implementation and review of each Closing the Gap target in the specific context of child development, wellbeing and protection—as recommended by the United Nations Committee on the Rights of the Child (2012).
- 3. Ensure that all governments embed coordinated policy approaches across departments that address the needs of children from conception and adopt a nurturing care framework.
- 4. Explore and model a needs-based funding approach for early education, to ensure equity of access for Aboriginal and Torres Strait Islander children to a high-quality education.
- 5. Ensure that COAG formalises a partnership with Aboriginal and Torres Strait Islander peak bodies to oversee all aspects of the Closing the Gap refresh process.

ACCESS TO SERVICES AND PROGRAMS

- 6. Ensure that each state and territory government establishes affordable access to preschool programs for all children, as a legislative entitlement.
- 7. Commonwealth and state/territory governments permanently commit to funding universal access to high-quality early education for three- and four-year-olds, including additional funding to ensure that Aboriginal and Torres Strait Islander children get access to a minimum of three days per week—determined by children's needs—of high-quality preschool, with bachelor-qualified teachers.
- 8. Invest in quality Aboriginal and Torres Strait Islander community-controlled integrated early years services, through a specific early education program, with clear targets to increase coverage in areas of high Aboriginal and Torres Strait Islander population, and high levels of disadvantage. This could be a quarantined proportion of the Community Child Care Fund (CCCF), specifically for culturally safe and community-controlled delivery in areas of high disadvantage, to contribute to Closing the Gap for Aboriginal and Torres Strait Islander peoples.
- 9. COAG to fund a targeted program for supporting evidence-informed, culturally safe, integrated early childhood and family-focused programs across the nurturing care spectrum in early education and care services that work with high numbers of Aboriginal and Torres Strait Islander children.
- 10. Closely monitor and publicly report on the impact of the transition to the Child Care Package on Aboriginal and Torres Strait Islander children to ensure that the goal of increasing their access to early education and care is achieved, making adjustments as required.
- 11. Amend the Activity Test within the Child Care Subsidy to provide up to 30 hours per week of subsidised early education and care for Aboriginal and Torres Strait Islander children, without parents having to meet any work or study requirements.

QUALITY SERVICE PROVISION

- 12. Include the former Budget Based Funded Program services within the National Quality Framework (NQF), at the first opportunity, with adequate support and flexible timeframes to ensure effective transition and compliance.
- 13. Deliver an Aboriginal and Torres Strait Islander early education and care workforce development strategy to expand and build capacity of the Aboriginal and Torres Strait Islander workforce and strengthen the cultural competence of the mainstream workforce.
- 14. Prioritise effective professional development on trauma-informed practice for all staff supporting at-risk Aboriginal and Torres Strait Islander children.
- 15. Include an additional objective within the Inclusion Support Program to support services targeting areas experiencing disadvantage, and, in particular, Aboriginal and Torres Strait Islander communities, to meet the National Quality Standard through targeted professional development.

CULTURAL COMPETENCY

- 16. Develop a cultural competence framework and accompanying resources to support implementation of the guiding principle in the NQF on valuing Australia's Aboriginal and Torres Strait Islander cultures.
- 17. Work with the sector to promote and support effective two-way learning processes of genuine partnership development and cultural competency between mainstream services and local Aboriginal and Torres Strait Islander Elders, services and communities.

DATA AND EVALUATION

- 18. COAG to embed a strong data enhancement, and monitoring and evaluation approach within the national Aboriginal and Torres Strait Islander early childhood strategy to support deeper understanding of Aboriginal and Torres Strait Islander participation in early education and care, as well as the quality and impact of early education.
- 19. Ensure that all early education and care program funding includes adequate resourcing of evaluation, and requires quality program evaluations within funding contracts, including Aboriginal and Torres Strait Islander-led evaluations, in particular.
- 20. Adapt the AEDC to better reflect all children's strengths and better incorporate Aboriginal and Torres Strait Islander knowledge.



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