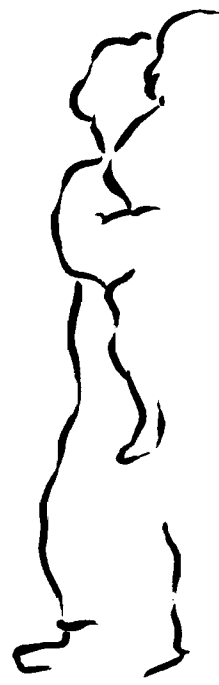




Early Childhood Development Revisited: *From Policy Formulation to Programme Implementation*

Report on
an Inter-Agency Workshop
held as a follow-up to the 1989
Innocenti Global Seminar



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Florence
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Innocenti Global Seminar**

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EARLY CHILDHOOD DEVELOPMENT REVISITED

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PREFACE

The first Innocenti Global Seminar, held in June 1989 at the UNICEF International Child Development Centre in Florence, Italy, was devoted to the topic of early child development. Bringing together selected experts in the field, both from within UNICEF and other governmental and non-governmental organizations, the Seminar investigated and reviewed the most recent scientific knowledge and conceptual approaches to the subject. While there was general agreement that the benefits of early child development activities could no longer be called into question, the Seminar pointed to the need for stronger linkages between such initiatives and programmes dealing more exclusively with child health, nutrition and education. The interactive effects of developmentally appropriate care on children's health and nutritional status were found to be of substantial importance for their overall well-being; yet it was also recognized that they had received inadequate attention in development planning for children. The meeting agreed that the most important findings should be integrated into ongoing programmes and that such obstacles to further progress should be addressed in a more concerted manner.

Some of the major forces propelling UNICEF and other organizations to examine the benefits of investing in early child development were identified during the 1989 Seminar, including;

- the dramatic increase of women entering the workforce, with grossly inadequate responses regarding developmentally appropriate child care from governments, the private sector, communities and fathers;
- the negative long-term social consequences resulting from inadequate attention to young children's development needs, including failure to learn, school drop-out, juvenile delinquency, teenage pregnancies and drug dependence;
- the severe economic problems confronting both the developed and the developing world which will only become more severe if substantial improvements in basic education, starting with the provision of adequate learning opportunities for parents and young children, are not accomplished;
- growing recognition of the need to ensure the sustainability of gains in child survival and protection, especially through a strategy of empowering parents with appropriate knowledge and skills about their children's development needs.

In recognizing the impact of these emerging worldwide realities on the lives of children and their families, the 1989 Seminar concluded that effective solutions could only be generated through the collective expertise of academics, planners, policy-makers, communities and parents. Thus, the formulation and elaboration of an inter-agency policy framework, with the provision of guidelines for effective programming as well as a mechanism for regular dialogue and policy revision, were considered to be vital steps towards this goal. Partnership-building between governmental, non-governmental and voluntary organizations, and the establishment of strong links with civic and religious groups and institutions at the community level would do much to facilitate effective programme implementation.

Many of the issues raised at the 1989 Innocenti Global Seminar were also addressed at the World Conference on Education for All, Jomtien, 1990, and became part of the *expanded vision* and *renewed commitment* to basic education. Much more than an end in itself, basic education was defined at Jomtien as a vital foundation for lifelong learning and human development. Furthermore, the diversity, complexity and changing nature of children's learning needs makes it necessary to constantly broaden and redefine the scope of basic education.

Learning begins at birth — a simple notion, yet one with far-reaching implications. Most importantly, it calls for an integrated approach to early childhood development. Within such a framework, development is seen as a continual process of change during which children learn to master more and more complex levels of thinking, movement, feeling and interaction with people and objects. In order to develop to their full potential, children's basic needs for protection, food and health care must be met; so too must their needs for affection, interaction and learning through exploration and discovery. Parents and other members of the family, communities and institutions can contribute in important ways to fulfilling these needs from the moment a child is born, during the initial years, and beyond.

As we head into the second half of this decade, the need to update and review ECD policies and programmes prompted the Education Cluster of UNICEF New York to convene a workshop on the topic. Recognizing the advantages of a collaborative process in policy development, UNICEF gathered a group of international experts in the field for a fruitful exchange of ideas, perspectives and practical experiences gained over recent years. The workshop's twofold aim was to clarify our principles and thinking as we move forward from policy formulation to programme implementation and to foster new alliances, or strengthen existing ones, with other organizations committed to improving children's chances for healthy development. Once again UNICEF's *Innocenti Centre* in Florence provided the venue for this workshop.

Following a review of the principles for action and for learning as well as the typology of complementary programming strategies that underlie UNICEF's current policy, the meeting undertook a detailed analysis of three accepted strategies — parent education, community partnerships and linkages with programmes for vulnerable children. For each of these strategies, the participants examined where we have been, principles for effective action, neglected aspects and specific interventions required. This Report seeks to encapsulate the main ideas which emerged during the six days of rich and stimulating discussion. As we prepare for programme implementation for the closing years of this century, we need to ensure that we not only achieve the goals established six years ago in Jomtien, but also strive to do more — by reaching out to the unreached. In this way, the educational and developmental needs of the young child may truly be effectively met in the 21st century.

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I. INTRODUCTION

Early Child Development (ECD) has received greater attention in recent years, as a result of changing global trends and challenges including urbanization, industrialization, migration, combined with expanded access to education services. In developing countries, more women are abandoning traditional work patterns in subsistence agriculture and household management for new forms of employment in export promotion zones and piecework occupations. All these factors have impacted on family life, and altered culturally appropriate child care patterns and practices that for generations had provided solutions to issues of early child care and development.

As we embark on the second half of this decade, there is a need to review and update ECD policies and strategies, setting them in line with the conclusions of the World Summit for Social Development (Copenhagen, March 1995) and the World Conference on Women (Beijing, September 1995). Furthermore, the strong commitment that several organizations and institutions have made in favour of ECD during the past few years reflects the momentum given to the human dimension in development programmes and the extended vision and role of basic education.

In this context, a workshop was convened by the Education Section of UNICEF New York, from May 31 through June 6, 1995, at the International Child Development Centre (ICDC) in Florence, Italy. The workshop gathered 32 representatives from various intergovernmental, governmental and non-governmental agencies, as well as institutions and foundations from different regions of the world. Participants, representing a wide range of backgrounds and professional expertise, set the stage for a constructive sharing of experiences and a reflexive exchange of views on principles, strategies and perspectives in the area of ECD. It also reinforced the growing partnerships between agencies and institutions.

More specifically, the objectives of the meeting were:

- To review and update the 1993 inter-agency policy paper: 'Towards a Comprehensive Strategy for the Development of the Young Child', with particular emphasis on strengthening parent education, community partnerships, and linkages between early child development and children with special needs

— children affected by organized violence, children with disabilities, and the girl child;

- To review issues surrounding three key aspects of programme implementation, including cost and financing, monitoring and evaluation, and the Convention on the Rights of the Child;
- To identify common lines of action to be followed by participating agencies and institutions during 1995-1997.

Several background papers addressing these key themes were prepared and circulated to the participants prior to the meeting. Throughout the workshop, core presentations were followed by plenary or working group discussions. These were conducted informally, and specific tasks encouraged working groups to focus their discussions on several key issues. Country illustrations from Africa, Asia, Latin America and North America provided valuable information on recent successes of ECD programmes and highlighted the ongoing challenges and constraints of working with young children, parents and community members.

The purpose of this report is to summarize the major themes addressed in the background documents prepared for the meeting and to synthesize the rich and provocative discussions that emerged during the various sessions. The report is organized into seven sections. After a brief review of the 1993 inter-agency policy document, three issues of programming strategies are explored in depth: parent education strategies and the need to view parents as the primary educators in their childrens' development; the need to create new partnerships with communities in support of the young child; and the need to form intersectoral linkages to provide services to children in especially difficult circumstances. In keeping with the structure of the 1993 ECD Policy Document, an attempt was made, when appropriate, to define a set of principles for action and to propose typologies of programme options. In an effort to strengthen aspects of programme implementation, some of the challenges surrounding costing and financing, and monitoring and evaluation are reviewed, followed by a reminder of the potential of the Convention on the Rights of the Child as a programming tool. A final chapter highlights the challenges that remain as we reach the final years of the 20th century.

II. ECD POLICY STATEMENTS: A REVIEW

In June 1989, the first Innocenti Global Seminar on Early Child Development was held at the International Child Development Centre in Florence. The Seminar had three objectives:

1. To review critical issues and recent developments in the field of child development so as to provide a rationale, firmly grounded in theory and research, for investing in ECD activities.
2. To examine a range of strategies in the design, implementation and evaluation of ECD activities and to review practical experience of UNICEF-supported and NGO initiatives.
3. To explore issues in programme implementation, including programme integration, training, advocacy, community mobilization, coverage and costs.

The Seminar catalyzed the beginning of a process of close collaboration between organizations and institutions concerned with the promotion of ECD in developing countries. As a result of this ongoing collective thinking and exchange, a typology of complementary programming options was proposed, identifying programme approaches along with categories of participants and beneficiaries, selected objectives, and specific models supporting these approaches.

This joint agency commitment led to the publication in 1993 of an inter-agency policy paper on Early Child Development: 'Towards a Comprehensive Strategy for the Development of the Young Child'. This document attempted to synthesize and bring attention to several key issues in ECD programme design and implementation. Highlights of that document were synthesized into a brochure for policy-makers entitled 'Early Childhood Development: The Challenge and the Opportunity'. This brochure stressed the importance of addressing the overall needs of the young child within a comprehensive programme that would promote conditions of care, socialization and education at home and in the community. It also emphasized the importance of learning in the early years, as well as the young child's needs for social interaction with adults and other children. The major components of that document — 'Fundamentals of Early Learning', 'Principles for Action', and an expanded 'Typology of Complementary Approaches in ECD Programmes' — are reproduced hereafter.

Principles of Early Learning

- Children construct knowledge
- Children learn through social interaction with adults and other children
- Children's learning reflects a recurring cycle that begins in awareness, and moves to exploration, to inquiry and, finally, to utilization
- Children learn through play
- Children's interests and 'need to know' motivate learning
- Child development and learning are characterized by individual variation

Principles for Action

- Every child has the right to develop to his or her full potential as an individual, with a national and cultural identity. Cultural diversity is a resource that should be respected and preserved, while at the same time the State must ensure that all children have maximum possible opportunities to enter the social and economic mainstream.
- The family is and should remain the primary institution for supporting the growth and development of children.
- Parents/families bear the primary responsibility for meeting their children's physical, emotional and intellectual needs and for providing spiritual and moral guidance and direction.
- Parents/families must be supported in their child-rearing roles, to enable them to fulfill their obligation and to hold them responsible for the care and support of their children.
- The State has a legitimate and moral obligation to intervene whenever parents/families are unable to meet their responsibilities, thus placing their children at risk.
- Communities and community institutions — schools, religious organizations, health and service organizations, NGOs and employers — have an important role in creating a safe, secure environment that is supportive of parents/families and children.
- Prevention is the most cost-effective way to address the needs of families and vulnerable children.
- To address the needs of children and families through appropriate policies and cost-effective programmes, a significant and sustained commit-

ment of time, leadership and financial resources is required.

- An effective way to provide a safe and secure environment is to begin with the community and build partnerships — at the local, regional, national and

international levels. International NGOs and donors have an important role to play in supporting families, which is best done through the establishment of partnerships with communities, NGOs and governments.

Typology of Options for Early Childhood Development Programmes			
Programme Approach	Participants/Beneficiary	Objectives	Models
Educate caregivers	<ul style="list-style-type: none"> - Parents, family - Sibling(s) / elders - Educators / teachers - Public 	<ul style="list-style-type: none"> - Create awareness - Change attitudes - Improve / change practices 	<ul style="list-style-type: none"> - Home visiting - Parent education - Child-to-child programmes
Promote community development	<ul style="list-style-type: none"> - Community - Leaders - Teachers - Promoters 	<ul style="list-style-type: none"> - Create awareness - Mobilize for action - Change conditions 	<ul style="list-style-type: none"> - Technical mobilization - Social mobilization - School linkage
Deliver a service	<ul style="list-style-type: none"> - The child 0 - 2 years 3 - 6 years 7 - 8 years 	<ul style="list-style-type: none"> - Survival - Comprehensive development - Socialization - Rehabilitation - Improvement of child care 	<ul style="list-style-type: none"> - Home day care - Integrated child development centres - 'Add-on' centres - Preschools - Religious schools - ECD part of curriculum
Strengthen national resources and capabilities	<ul style="list-style-type: none"> - Programme personnel - Professionals and paraprofessionals 	<ul style="list-style-type: none"> - Create awareness - Improve skills - Increase production of material 	<ul style="list-style-type: none"> - Training - Experimental, demonstration projects - Strengthening structure - Action research - Partnership
Strengthen demand and awareness	<ul style="list-style-type: none"> - Policy-makers - Public - Professionals 	<ul style="list-style-type: none"> - Create awareness - Build political will - Increase demand - Change attitudes 	<ul style="list-style-type: none"> - Social marketing - Ethos creation - Knowledge dissemination - Create enabling environment
Develop national child care and family policies	<ul style="list-style-type: none"> - Families with young children 	<ul style="list-style-type: none"> - Encourage family-sensitive employment and social service delivery systems 	<ul style="list-style-type: none"> - Innovative joint public / private arrangements - Tax incentives for formal and quasi-formal private enterprises - Participatory policy development
Develop supportive legal and regulatory frameworks	<ul style="list-style-type: none"> - Law-makers - Regulatory agencies - Women's groups and alliances 	<ul style="list-style-type: none"> - Increase awareness of rights and legal resources - Increase use of ILO legislation - Increase monitoring and compliance of international conventions 	<ul style="list-style-type: none"> - Workplace - Day-care facilities - Protective environmental standards - Maternal leave and benefits - Support breastfeeding for working mothers - Family legislation
Strengthen international collaboration	<ul style="list-style-type: none"> - Donor agencies 	<ul style="list-style-type: none"> - Share experience / knowledge - Maximize networking - Increase awareness 	<ul style="list-style-type: none"> - Joint Consultative Group - Regional networks - Worldwide web

III. PARENT EDUCATION STRATEGIES

Introduction

There has been a resurgence of interest in the role of the family in the care and education of young children. The current attention on families stems largely from several interrelated global trends. Family structures throughout the world continue to change in response to industrialization, urbanization, population growth, increasing longevity and migration. While these changes have created new opportunities, they have also disrupted familiar cultural practices and survival patterns that families had developed over the years to cope with their multiple responsibilities. One aspect of life affected by these trends is the ability of the family to provide optimal child-rearing environments, especially in the context of widespread changes in the social fabric of families, neighbourhood and communities. Added to this concern is the increased recognition of families' major influence on young children's social, emotional and cognitive development.

As a consequence of these changes, there is an increased demand, among all those concerned with the development of children and families, for quality community-based parent education programmes. As a complementary rather than an alternative strategy to the direct provision of quality child care programmes, parent education programmes are designed to educate parents and other caregivers in ways that enhance their care for and interaction with the child, and enrich the immediate home environment.

Parenting Young Children

Our knowledge of parenting young children does not come out of thin air, nor does it exist in a vacuum. Rather, parenting occupies a position that connects intimately to basic research, principles of practice, and applied programmes. The discussion of parent education within early child development began with a presentation by Dr. Marc Bornstein on the role of parenting research as a foundation for programme development. Highlights of the presentation are summarized as follows.

Most researchers adhere to a transactional perspective on human development: parent and child enter into interactions, each contributing in his or her own way and each influencing the other so that, as a consequence, each is changed, and in time each enters into the next round of interactions somewhat transformed. Moreover, it is commonly accepted among child developmentalists that parents, particularly parents of young children, bring much more control and provide much more of the experiences children have, than vice-versa. That is, before children are old enough to enter formal social learning situations, like school, or even many informal ones, virtually all of their experiences stem directly from interactions they have within the family. In that context, adult (or other more mature) caregivers are responsible for determining most, if not all, of children's earliest experiences.

Children's social networks vary from one culture to another, thereby dramatically altering poten-

Parenting Young Children

Marc Bornstein

"... During the course of early life, the child transforms from an immature being unable to move his or her limbs in a coordinated manner to one who controls complicated sequences of muscle contractions and flexions in order to walk, reach, or grasp, and from one who can only cry or babble to one who makes needs and desires abundantly clear with language. During early childhood, we first make sense of and understand objects in the world, forge our first social bonds, and first learn how to express and read basic human emotions. In childhood, we also first develop individual personalities and social styles. Parents escort their children through all these dramatic firsts. Not surprisingly, all of these developmental dynamics are closely tracked by parents, and all, in turn, shape parenting. Moreover, their influences reverberate through the balance of childhood: In the short-term, a history of shared play and work activities with parents is positively linked to the child's smooth transition into school, and parents' involvement with their children's school-related tasks relates positively to their children's performance. In the view of some social theorists, the child's first relationships with parents set the tone and style for all later social relationships..."

tial socialization patterns. Presumably, cultural variation in different domains of caregiving and child-rearing exert significant differential influences over mental, emotional and social development in children. The following framework was considered for exploring the roles of cultural variation in parenting.

(Forms/Activity)	(Functions/Meaning)	
	Same	Different
	Same	Different
	(a) Cultural Universalism	(b) Plasticity
	(d) Context Specificity	(c) Cultural Specificity

In the case of cultural universalism, one form has the same meaning in different cultures. In the domain of mother-infant interaction, responsiveness may be an example of this. In general, child developmentalists have tended to regard positive maternal responsiveness — wherever it occurs — as a generally good thing. Responsiveness acknowledges the integrity of the child, and is thought to promote attachment, effectance and a sense of self. One would expect, therefore, that some types of maternal responsiveness be similar across cultures. As evidence of this, some studies have shown that infant-directed speech may be found virtually throughout the world, and that it may be non-conscious, i.e. a form of intuitive parenting.

Sometimes, the same activity or form can have different functions or meanings, depending on some aspect of context. As an example, it was mentioned that generally in the United States, children are expected to look at their teachers directly when addressing them or when answering a question, while among some Native Americans, staring directly at one's elders is a sign of disrespect.

The phenomenon at the intersection of 'Different Forms' and 'Different Functions' encompasses cultural specificity. For example, different cultures select different phonemes from the universe of phonetics to constitute different language communities.

In the lower-left quadrant (context specificity), different forms serve the same ultimate function; that is, mothers or children behave differently in different contexts, but their actions are conceived to have the same overarching cultural relevance, meaning and import. Different inputs or different arrangements of particular inputs achieve equivalent ultimate impacts on growth and development.

The insights drawn from this presentation and the discussion which followed emphasized that parent-child interaction plays a fundamental role in the development of the young child and that children require a variety of inputs to foster their development. Since development takes place in specific contexts, children require patterns of inputs that fit their particular needs and personal characteristics, as well as their contextual circumstances. However, whatever these patterns are, they are actually manifestations of a role that has clear and universal goals, i.e. parenting.

In addition, participants emphasized the importance of an ecological approach in the design of parent education programmes, taking into account the role of both the child and parent within the family. Considerable attention was placed on the fact that attention given to parents in the development of young children, especially in developing countries, may need to be extended to other members of the family, and particularly to older siblings. In this context, it was acknowledged by participants that the family, as the fundamental institution for the young

Parenting Young Children

Marc Bornstein

"...The characteristics developed and acquired in early childhood may be formative and fundamental in the sense that they endure or constitute features that later developments or experiences in maturity build on or modify. Of course, human development is too subtle, dynamic and intricate to admit that parental caregiving alone determines the course and outcome of ontogeny in childhood, and stature in adulthood is shaped by individuals themselves and by experiences that take place after childhood. That is, parenting the young child does not fix the course or outcome of development. But it makes sense that effects have causes and that the start exerts an impact on the end. Hence the individual enormity and enduring significance of parents on their young..."

child's protection, care and development, is under assault, and that special attention must be given to establishing, expanding and improving home-based and community-based ECD programmes.

Also, a suggestion was made to include parent education in the broader context of adult education, as a way of impacting more largely on ECD in many developing countries. It was felt necessary to clarify the meaning of parent education in terms of parents being adult learners — not just in terms of parenting and enhancing their ability to address the survival and development needs of their children, but also in terms of fulfilling one's needs as adult learners, beyond parenting and family life issues.

The importance of considering parent education as a cross-cutting strategy was then evoked: as it is happening, many expect parents to participate in programmes that are all well-meaning and intended to further achieve the goals of child survival, protection and development. But there is seldom integration in this respect. It is not seen within the context of adult education, or there is always a separation between literacy programmes and parent education that emphasizes health and nutrition, or child development and parenting.

Parent Education: Suggested Programme Strategies

Programmes designed to promote parent involvement, education and support can be examined in relation to their type, format, goals and objectives. The degree of parental participation, the programme's location and the overall theoretical perspective are also useful dimensions for describing the formal relationships between parents and other child care providers. In this section, some general programme types are presented as a starting point for the further development and elaboration of a typology of parent education programmes.

- *General parent education.* The delivery of information and child-rearing advice on a wide range of topics characterizes general parent education programmes. Child development, behaviour, learning and care guidelines are often presented in group meetings. Media materials, such as books, magazines, newspapers, films and television, can be

placed in this category, since their goal is to provide parents with information and advice. General parent education is expected to enhance children's development and behaviour. The assumption is that an informed parent can respond more skilfully than an uninformed parent can to the range of child-rearing activities and responsibilities. While the specific content of general parent education programmes varies widely, fostering the child's physical well-being and normal development tend to be the predominant themes. In social service settings, family relationships within and outside the home are usually emphasized along with role responsibilities, cultural differences in child-rearing patterns, and appropriate use of community services.

- *Parent training.* Sometimes the child or parent needs to gain detailed information and clearly defined experience and skills. Typically, parent training programmes are more focused and formal than those of general parent education. Parent training programmes contain a series of instruction goals and procedures and are usually conducted by trained professionals. In each case, the curriculum content makes it distinctly different from general parent education.
- *Parent participation and observation.* Parents may assume responsibilities in the daily activities of many early child development programmes. For example, they may participate as assistant teachers or volunteers or they may observe the programme directly, as well as through meetings and newsletters. The distinguishing characteristic of this kind of formal or informal parent involvement is that families are direct participants and observers in the programme. They contribute in some way to the child's school experiences and relationships. From this involvement, parents often become familiar with teachers, learning objectives, activities and policies.
- *Parents as policy-makers and advisers.* Parent advisory boards are one example of how parents can participate in the design and implementation of early child development programmes. In some programmes, parents are involved in staff selection, financial management, evaluation and curriculum design. Parents' role as 'policy-makers' is considered by many to be at the highest level of parent/school relationships. Family members who formally provide advice or influence programme

Educating Children Means Educating Adults: Towards a Stronger Partnership between Adult Education (AE) and Early Child Development (ECD) Movements

Rosa Maria Torres

In order to educate children, it is essential to educate adults, not only parents, caregivers and teachers but grown-ups in general and society at large. Adults make the critical decisions that affect children's well-being, education and development at home, in school, in the media, and at the policy formulation level. Thus, the importance of informing and educating adults, not only for their own sake, but for the sake of children.

Although obvious, the linkages between adult education and ECD have not been easily perceived in the past. From the AE perspective, this has often been the result of a narrow understanding of the term 'adult education', usually relating it only to literacy. From the ECD perspective, parents' and caregivers' education in general has seldom been connected to adult education theories, approaches and methodologies.

At this moment in which the AE movement is seeking a new identity and redefining some of its traditional roles, and ECD efforts are emphasizing home- and community-based strategies relying heavily on the competencies of parents and caregivers, the conditions for an effective partnership seem not only challenging but promising.

administration through committees would fall into this category. Educating parents regarding their roles as advisers and policy-makers is a broader goal than educating them regarding general information or specific skills. Parents learn to deal with schools as systems and with programmes in terms of what they are seeking to achieve, across several years of education.

- *Parents as home-school liaisons.* Perhaps the most traditional view of family-school relationships is that in which parents function as liaisons between the child and the programme. They interpret and in some cases help to maintain goals and activities the child has experienced. They provide a communication link between home and school, teacher and child, society and family. As they fulfill this

role, parents become informed and experienced in managing these relationships that directly benefit the child. They learn to examine the needs and priorities of each and to determine how to help one or the other in achieving particular goals.

Two innovative approaches to the use of media in parent education were presented. A radio programme in the Philippines appears to be very effective in mobilizing families, particularly in poor and underdeveloped areas of the country. An animated film series funded by the UNICEF Global Education Fund is being used to provide families with practical information on the development of children from birth through the first six years of life. An overview of these two initiatives are highlighted in the boxes that follow.

Enhancing Early Child Development: A Video-based Parent Education Strategy

Cassie Landers

The overall goal of this initiative is to enhance early child development by supporting parents in their role as primary caregivers. The specific objective is to design a series of short animated videos and accompanying print materials that provide parents with the essential knowledge, strategies and resources for enhancing children's development during the first six years of life.

Supported by the UNICEF Global Education Fund, the series has been designed for national television broadcast. The broadcast quality of the series and its availability in videocassette format will also enable use by service providers in a wide variety of community settings, including health care centres, preschools, community centres, and literacy programmes. The material complements ongoing UNICEF-assisted initiatives and can be integrated into programmes which provide care and education directly to the young child.

❑ **Animated Series**

The animated video series consists of four 10-minute videos and accompanying facilitators' and parents' guidebooks. These materials include fundamental information on normal child development and strategies for creating effective home learning environments. Utilizing a painterly-like style, several animated child characters illustrate the progression of skills in language, social, emotional, physical and motor development. Practical suggestions for what parents can do to enhance development are portrayed by interactions between children and caregivers. The titles in the four-part illustrated journey of child development series are as follows:

- Off to a Good Start: The First Year of Life
- A Time of Adventure: One and Two Year Olds
- Pathways to Learning: Three and Four Year Olds
- Ready for School: Five and Six Year Olds

The series has also been designed for use in combination with country-specific live action to enable multiple uses and applications. The purpose of the animation is to provide universal core knowledge of development; the goal of the live action is to build on the information contained in the animation to capture the strengths, patterns and practices that enhance development in a particular environment. A guidebook has been prepared to assist countries in the development of the complementary live action sequences.

❑ **Supportive Print Material**

Each video is accompanied by a Facilitators' Resource Guide as well as a set of Parent Materials. The purpose of the Facilitators' Resource Guide is to help facilitators, including health care workers, teachers, early child specialists and community workers, convey the information contained within the video and generate viewer discussions. Facilitators will be trained to use the materials in a series of ordered sequences with pauses between segments to discuss various aspects of the presentation.

The parents' information consists of a set of supplementary materials that highlight the critical information in the videos. The content is portrayed clearly and simply through illustrations which reinforce programme content and objectives, and suggest activities to be done at home. Using illustrations from the series, each animated video is also accompanied by a Parents' Book which highlights the video's major themes.

The Parent Effectiveness Service (PES) in the Philippines

Feni de los Angeles Bautista

□ **Background:**

In 1978, the PES project was developed within the Social Welfare Project of the Department of Social Welfare and Development (DSWD) with 'neighborhood parent assemblies' (NPEA). These small groups of parents were organized at the *barangay* (village) level to provide a support system addressing parent effectiveness in terms of parent-child relationships and family relationships in general. Parental needs in terms of parent education were also assessed through these parent congresses and through village-level consultations. Within two years, the PES was implemented in 120 municipalities in 14 regions of the country. Today, the PES is seen as a significant effort within the broader framework of the Philippines Plan of Action for Children. The Plan presents a national development strategy for addressing child survival, development and protection, as mandated in the Convention on the Rights of the Child (1989) and the Plan of Action of the World Summit for Children (1990).

□ **Administrative and Financial Responsibilities:**

Responsibility for implementing the PES has resided primarily with the Bureau of Family and Community Welfare (BFCW) of the DSWD. For certain components, the BFCW also works within the Inter-Agency Committee on ECCD, which is composed of government agencies and some non-governmental organizations. Financial responsibility for the programme has been shared by the government and UNICEF. A new Local Government Code (Republic Act No. 7160), enacted in 1991, provides for devolution of national government authority to local government units and, accordingly, assigns greater responsibility to these local units which are now directly in charge of implementing the PES. The role of the Bureau of Family and Community Welfare in the DSWD has now shifted to providing only technical assistance (such as training and monitoring).

□ **Programme Components:**

- Group sessions for parents;
- Home visits and home training;
- Implementation through radio programmes: in 1992, a parent education radio programme, 'ECCD School in the Air' was introduced within the PES programme in Maguindanao, a province in Muslim Mindanao, in the southern part of the Philippines. It involved the production and airing of radio programmes on parent education, covering 180 lessons over three and a half months. Participants had test booklets with questions to respond to as a way of monitoring their progress throughout the course. At the end of the course, they received certificates of completion. As of 1994, a total of 10,500 parents, in three batches, had participated in the course from its first year. Taking off from this success, another component of the programme was developed in 1993, and launched in August 1994: '*Pamilyang Pinoy sa Himpapawid*' (The Filipino Family in the Air), i.e. a magazine-format 30-minute radio programme running for 13 weeks per season. This proved to be a cost-effective way of disseminating information, considering the popularity and wide reach of radio — 80 per cent of Filipino households, including far-flung rural areas.

□ **Programme Evaluation:**

An evaluation of parent participation in PES through its different components indicates that parents' knowledge about child development has increased and that there has been an impact on their child-rearing practices. There are important lessons learned about parent education programmes in the Philippines based on the combined experiences from PES and other parent education programmes. It is important to situate the PES within the context of other child-focused programmes that are government-initiated e.g. day-care centres, public school-based, teacher-child-parent programmes for health and nutrition, or maternal and child health programmes. PES should also be more closely linked to NGO efforts particularly at the village or community level because this will strengthen the organizational base for PES as a parent education programme that relies heavily on the participation of the community. The design and content of PES should eventually move from a prescribed and structured format to a parent-driven agenda. That also follows for greater flexibility in terms of approaches and activities to working with parents as learners, facilitating their own growth, and supporting the growth and development of their children.

IV. FROM COMMUNITY PARTICIPATION TO COMMUNITY PARTNERSHIPS

Introduction

In the early 1970s, specialists of international development recognized that sustainable improvements in economic and social development of developing countries could not be achieved without a firm involvement of communities. Community-based approaches and community participation became the foci of development strategies, and were considered among the most efficient ways to ensure sustainable delivery of basic services to the poorest and most vulnerable groups of society.

Two decades later, international development agencies began advocating strongly in favour of capacity-building as a key strategy for sustainable development programmes throughout the world. Among the components of capacity-building, community participation received special attention, as it was seen as an essential element that could strengthen national capacity and provide larger segments of population access to a wide range of low-cost services.

The recent shift in terminology from ‘participation’ to ‘partnership’ reflects the increased attention to the idea of community responsibility. The impact that communities have on young children in providing them with a safe, secure and supportive environment is closely related to the nature and extent of their role in the programmes/projects that are implemented. The importance of considering community members as equal partners in all dimensions related to early childhood development is widely recognized. The role of communities is thus considered in a broader perspective, moving from the simple provi-

sion of materials and labour to a deeper involvement of community members in all aspects of a programme. This level of involvement includes: policy formulation and development; situation analysis; programme planning, administration, monitoring and evaluation; social mobilization interventions; and increased participation in the payment of services.

Think Piece

- *How to devise and implement ECD programmes based on cultural norms and community strengths?*
- *How do programme and community partners work together to reach out more effectively to include children not benefitting from ECD programmes?*
- *How to understand the ownership of ECD programmes by the communities?*

The participation of community members in ECD activities returns benefits directly to the community as a whole, to the families and to their children, leading to new knowledge, skills, attitudes and organizations in the community as well as greater social cohesion and mutual support. Other less direct benefits include the automatic consideration of cultural specificities in any interventions; the provision of services closer to potential users; the increased likelihood of promoting integrated service delivery through community associations or development committees. Perhaps the most important outcome of community participation, however, is the opportunity, in a medium- or long-term perspective, to evolve more easily from a ‘partnership in’ to the ‘ownership of’ programmes/projects by the communities.

Christian Children’s Fund

Michelle Poulton and Jason Schwartzman

“... At the core of our philosophy is the concept of community participation. Each of our projects has a parent committee that oversees and is involved in everything from programme planning, implementation, evaluation, budgeting, financial monitoring and staffing decisions. The parents who serve on the committee are elected and represent their neighbours for a given period of time. This mechanism ensures that parents are intimately involved in all aspects of the services.... Our role is often to provide the tools for accessing information about the situation of children, so that parents can recognize and act on this information...”

Save the Children USA

Michael Gibbons

"... Families and communities everywhere carry out the key cultural processes of child-rearing and socialization, often without the aid of ECD programmes. In this sense, all ECD programmes by definition join in partnership with the families and communities where children grow up. The challenge for ECD programmes is, then, to build on family, community and cultural strengths, providing meaningful opportunities for family and community involvement. Ideally, ECD programmes strive to involve local people at every stage of the programme cycle..."

The background paper prepared by Sheldon Shaeffer provided the framework for a rich and provocative discussion. Ideas and suggestions emerging from the session moderated by Dr. Shaeffer could easily be converted into basic principles for action for programme planners. The following section summarizes those programme principles along with suggested programme strategies.

Principles for Action

- *Ensure community assessment.* Any project design including community members' involvement should be systematically preceded by a detailed analysis of the community concerned. Certain characteristics are of critical importance, and need to be known before planning interventions. These include:
 - the nature of the power structure and areas of decision-making;
 - the social organization and cultural patterns;
 - the nature and causes of existing conflicts;
 - the opportunities and means for encouraging community involvement.
- *Utilize existing structures and expertise.* Projects should encourage as often as possible the use of existing structures and expertise, such as local development committees and neighbourhood associations.
- *Create linkages.* In order to promote efficient partnership, linkages should be developed between communities and with local as well as national authorities, in terms of objectives, strategies and lines of action.
- *Increase knowledge.* Priority attention should be given to any initiative that would increase knowledge and improve practices of the community members.

- *Practice bottom-up management.* Active participation of all sections of the community, considered both as beneficiaries and contributors, is viewed as essential to help build partnership and collaboration for educational change, in a bottom-up management fashion.

Selected Programme Strategies

The following strategies are intended to create mechanisms and systems to help guarantee and monitor the well-being and rights of the young child, at the community level.

- *Develop innovative hybrids and increase the role of government.* Create a combination of both insiders and outsiders — a partnership integrating insider knowledge, experience, structures and support, with outsider expertise and resources. The central government must be an important outside player in such a hybrid in order to:
 - establish common goals and general policies;
 - determine basic nature and standards of ECD programmes;
 - guarantee basic inputs;
 - collect basic system statistics;
 - compensate for imbalances across regions and population groups; and
 - coordinate local action.

Such hybrids would need also to recognize the right of local authorities and communities to adapt and implement the national ECD framework and fill it with local content. Thus the controllers of development — governments and the donors that support them — would be seen more as the 'enablers' of development. In this role, these 'enablers' would attempt to:

- strengthen indigenous, local partnerships and networks focused on ECD;

Why Community Mobilization for Children Is Not Always Easy

Sheldon Shaeffer

“... Mobilising the community for stronger partnerships related to ECD is often a difficult task, despite the oversimplified rhetoric of government, donor agencies, and NGO’s alike. Many problems, even risks, can stand in the way (Shaeffer 1994a). First, despite the way “the community” is often conceptualised, as a seemingly homogeneous force capable of organising itself for the common good, the fact is that *communities are usually extremely heterogeneous entities*. Social stratification and factionalism; divisions along caste, religious, and ethnic lines; personal rivalries; and the incompatibility of interests are all factors which may make it difficult to mobilise the community to participate in common activities. A community seen as “natural” in some ways (such as a caste) may not necessarily be the community most able to work toward a particular outcome (such as the better protection of child rights), and a community defined by geography may be too torn by social discord to provide a needed social service (such as daycare centres).

Second, even where community members may want to work together on an issue such as ECD, a major obstacle may be *the sheer lack of experience and skill in participatory and collaborative activities*. Involvement by the community in ECD, and collaboration with other partners in this area may require certain knowledge and skills — how to identify needs and set goals, plan budgets, account for resources — which may not be available among community members.

Third, *many marginal communities find it difficult to bear the added expense of participation*, even in something as compelling as ECD — especially in terms of financial resources and time and energy required from participating community organisations and individuals. Overworked village leaders and community members struggling for survival do not find it easy to participate in labour-intensive collaborative activities, and participation in the management of meagre resources is often seen as not worth the effort. Sometimes also, there are simply too many agencies and activities working in development at the community level, each with its own (often newly formed) committees, projects, and budgets, and each requiring some kind of local participation.

Fourth, a risk of greater participation in development activities such as ECD may be *the domination, at the local level, of narrow community self-interest*, which may reflect the biases of the local elite, based on short-sighted perspectives and aiming at short-term benefits. Other things than self-interest may contradict more general goals of the dissemination of scientific truth and modernisation of society. Thus, for example, some “popular” community traditions and customs in areas such as health, nutrition, gender issues, and social justice may, in fact, be harmful to children by their very nature.

Despite these problems, however, experience has shown that the involvement of various actors of the community can help both to expand the supply and increase the quality of basic social services such as ECD, and to enhance people’s capacities as individuals and as groups to improve their own lives and take greater control over their own development. The problem is how to do it: how to develop stronger partnerships between families and communities and stronger collaboration between communities and other external partners leading to the promotion of child welfare and the protection of child rights...”

- mobilize the community for other development purposes;
- bring the support of larger external networks into the community;
- promote mechanisms to provide uninterrupted attention to the well-being and rights of children.
- *Establish parent and child organizations and centres.* Organizations and centres can be established which focus on parental mobilization and education, attempting to combine existing community structures with specialized information about child care and development. Governments, which traditionally have focused on the health of the infant

and on the school-based education of the older child (above six years), are recognizing that they can no longer abstain from the care and development of children of preschool age. This is leading to a variety of hybrid institutions of day-care and preschool, where the community and NGOs provide many basic requirements and the government provides facilities, materials and quality control.

- *Create integrated education activities.* Formal and non-formal education programmes at the community level are often poorly integrated. The efforts to integrate these initiatives would provide more systematic and uninterrupted attention to children. Such integration can be achieved through encouraging stronger linkages between the following types of education:
 - linkages between the preschool and primary school;
 - linkages between literacy/adult education programmes and better education for parents;
 - linkages between what the child learns at school and the home environment; and
 - linkages between education and health.
- *Promote integrated community child development programmes.* Members of the community should share responsibility and accountability for child development. This implies including more 'stakeholders' in the organizations concerned with ECD. This leads to a more complex world of linkages across schools and other education activities but also with community organizations, NGOs and religious bodies, with local councils or development committees, with local business and the media, and with officers and agencies of other sectors such as health and agriculture. Two models which could be useful include a community learning centre and a village child development committee.
- *Systems of tracking and monitoring children's well-being and rights.* While a variety of national and international mechanisms have been developed to monitor the rights of children, systems for monitoring these rights for survival, development, protection and participation at the village and community levels have been little explored. These systems are often uncoordinated and unable to penetrate the lowest and most disadvantaged strata of the population. They often do not go beyond a gen-

eral concern for children, leaving issues of child exploitation, abuse and non-participation. It is therefore important to explore how best to establish or strengthen community-based systems designed for the tracking and monitoring of both families under stress and the welfare and rights of the child.

During the discussion that followed, participants mentioned that in all these strategies, community organizations must diagnose conditions and needs, set goals and policies, design improvement projects, collect and manage resources, and identify and manage personnel. To guarantee more effective community involvement in ECD activities, actions taken at the top of the systems are required to encourage and permit the required changes to happen at the local level. Such actions may include: encouragement of new norms, legislation, policies and procedures; sensibilization of policy-makers through appropriate fora; and innovative financing mechanisms.

Other recommendations proposed by participants were to:

- encourage local production of supplies and equipment;
- use active participatory planning methods;
- strengthen community members' training and education, with emphasis on information gathering, data collection and analysis, action research and self-management of ECD centres;
- establish linkages between areas where community involvement is stronger;
- conduct joint monitoring and evaluation exercises to achieve specific standards of social services;
- support the use of the non-governmental sector as a channel to implement projects;
- implement social mobilization activities likely to improve communities' understanding of national ECD policies and programmes.

Case studies from Ghana and Peru UNICEF offices illustrated two different communities that are playing a crucial role in promoting and supporting ECD. Highlights of these two case studies are presented in the boxes that follow.

UNICEF Ghana: An Illustration of Partnership between Community Institutions and Families

Seema Agarwal

□ **Context**

Being the first country to ratify the Convention on the Rights of the Child, Ghana has consistently formulated viable policies, strategies and programmes which give expression to its avowed commitment to meeting the needs of children. The National Programme of Action entitled 'The Child Cannot Wait' has been prepared in accordance with the guidelines for follow-up action on the World Summit. It sets out the Plan of Action for implementing the World Declaration on Survival, Protection and Development of Children.

The challenge for early childhood development in Ghana is how to reach the majority of poor and rural communities through community-based initiatives. The majority of preschools are urban, and serve about 10 percent of children aged 0-6, the majority of whom come from well-to-do families; about 90 percent of Ghanaian children aged 0-6, especially those from rural and/or poor areas, do not have access to early childhood services. Due to an over-dependence on the government for the provision of early childhood services, communities have contributed little towards providing, sustaining and improving services. The existing preschools are often attached to primary schools, and are at best seen as delivering a narrow concept of preschool education, and at worst, as places to leave small children in often unclean, unstimulating environments while parents go to work. The picture presents a rather sad, narrow conception of early childhood development and care.

The recent policy declaration on early childhood development, termed 'The Accra Declaration', has established a radically new perspective and approach, one that puts those children at greater risk first. It calls upon all relevant government departments, agencies, non-governmental organizations, individuals, and all partners in early childhood development to collectively broaden Ghana's scope and vision for young children away from the traditional 'preschools' to an early childhood care and development programme with one definable objective — namely, to make available community-based services to the poor children.

□ **Current Projects**

Three specific projects are underway, within UNICEF's country programme, which although modest, do provide the opportunity for developing some useful models and lessons of these community-based approaches to child care. Through these projects, three different types of interventions to enhance child care development in Ghana are being developed. The first focuses on strengthening national policy, planning and training capacity; the second focuses on working with mothers to enhance their parenting role; and the third addresses early child care as an important prerequisite for better schooling.

The second project, Credit with Education, managed by the international NGO Freedom from Hunger, has been designed to enable poor women in rural areas of Ghana to increase their incomes and savings and to motivate them to undertake nutritionally beneficial behaviour changes to improve their household food security, nutrition and health status, as well as the care practices for their children. Through this programme, these women receive credit from rural banks and are also provided with an education programme focusing on basic accounting skills, primary health care, nutrition and child care. The project is in the process of obtaining baseline data on health/nutrition/food security, as well as child care indicators. Thirty-five credit associations have already been formed, and 17 of these have received their first credit. Training officers are in the process of developing a 'parenting' programme for the women. Family planning education is an essential component of this programme, and staff are trained to train and supervise community-based providers of family planning supplies. The current pilot phase will continue through the end of 1994, at which time the performance of these initial 35 credit associations will be monitored for evidence that the system is functioning well (including 97% on-time repayment to the rural banks), and that participants are increasing their incomes, savings and knowledge about good health and nutrition and child care practices.

Together for Child-rearing - The *Wawa Wasi* Experience - UNICEF Lima

Francisco Basili

□ **Context**

Fifty-four percent of Peruvian families live in poverty. Their income does not cover the bare essentials. Seventeen percent of women in the economically active population (EAP) go out to work. Only 11 percent of the EAP is adequately employed and 37 percent have a ten-hour working day. Poor children's psychosocial development can be seriously affected by the length of time they are left alone, and by the stress placed upon job-searching parents.

Preschool educational services could help break the poverty cycle, improving the children's chances for development, but the current scope of day-care services is small, reaching only 3 out of every 200 under-threes and 25 percent of four year-olds through Initial Education Centres (CEI) and Non-formal Pre-school Education Programmes (PRONOEI).

□ **Background**

In 1993, the Ministry of Education and UNICEF initiated an experience of Day Care Services as an integral part of the 1992-1996 Peru-UNICEF Programme of Cooperation. The project involved public sector institutions and helped establish an intersectoral coordinating committee with representatives of the Ministries of Education, Health and Agriculture, the National Family Welfare Institute (INABIF), the Ministry of the Presidency (Development Affairs), the Churches, and grass-roots confederations, in order to design, regulate and start up the National Day Care Home System, called *Wawa Wasi*. The National Food Aid Programme complemented the project and helped the Peruvian State fulfill its commitments under the National Plan of Action for Children and the preschool education goals for the 1992-1995 period.

□ **Process**

A shanty town was selected in each main city as a model to demonstrate the various steps of the project. A Day Care Home, sometimes called 'community educational home', is established in the house of a woman from the community, who has been selected as mother-in-charge 'caregiver'. Working mothers with under-three children can then leave their children with her for a small fee. The caregiver has been trained in health care, early stimulation and basic nutrition, and her role is to attend to these children's integral development. The mothers who use this service organize themselves in parent associations, and also try to involve other family members. The family committees arrange meals through communal kitchens, Glass of Milk committees or other food aid programmes, so that the caregiver is relieved from the cooking. A communal kitchen generally prepares and delivers food for a group of ten *Wawa Wasis*. Normally communal kitchens sell food for adults. In order to support the *Wawa Wasi* system the communal kitchen team is trained in the preparation of meals for children and in nutrition. There are currently 280 communal kitchens supporting the *Wawa Wasis*. Furthermore, each centre/day-care home is provided with basic equipment such as mattresses, water cylinders, table and chairs, and toys. A loan has also been given to the mothers-in-charge who need to repair or instal lavatories. Local agreements have also been reached with nearby schools to collect and recycle useful material for making toys, mobiles and other tools for learning stimulation. The Education Facts for Life project has also contributed to the *Wawa Wasi* initiative through the establishment of 300 Information Resource Centres, helping 15,000 women's literacy groups with educative material and follow up, and providing two million poor women with a minimum of information about maternal survival and child development, using non-formal educational strategies.

□ **Outcomes**

Until now, the *Wawa Wasi* system has enabled the establishment of 5,500 Educational Community Homes for the day care of 0-3 year olds, and provided 700,000 under-six children with integrated care, by strengthening the preschool educational network. It has also improved and extended by 10 percent the current network of Non-formal Preschool Education Programmes (PRONOEIs), and has mobilized society with regard to the needs of preschoolers by promoting local agreements in 48 provinces. Coordination between the government's ministries that provide basic services, churches, non-governmental organizations, community organizations and women's groups has been reinforced, thus contributing to the success of this project.

V. LINKAGES WITH PROGRAMMES FOR CHILDREN AT RISK

The dire need to create new, and strengthen existing, linkages between ECD activities and programmes for children in especially difficult circumstances has become more apparent. The principles and suggested programme options for three groups of children at risk — children affected by organized violence, children with disabilities, and the girl child — were presented by Cassie Landers and are summarized in this section.

Introduction: Children in Especially Difficult Circumstances

War, poverty and endemic exploitation cast a pall over the lives of many millions of children in developing and industrialized countries. Although international organizations and the NGO community continue to gain public and political leverage from the Convention on the Rights of the Child, the breadth and scale of violence against children at home, in the streets and in the work place is alarming.

Since 1979, the International Year of the Child, the challenges facing especially disadvantaged children have received increased public attention. Advocacy for child war victims, working children, and those exploited or disabled has successfully attracted the attention and commitment of legislators, policy-makers and programmers.

In the mid-1980s, UNICEF and partners, in an effort to sustain this commitment, coined the term 'Children in Especially Difficult Circumstances' (CEDC). The term broadly describes the increasing number of children who lack basic and essential services. They are children who are exposed to multiple risks to their survival and protection, to their emotional and physical development, and to their important role as active participants in their own lives.

A common feature among CEDC is the absence of social support and protection. This vulnerability often results from the inability or unwillingness of the family to provide a nurturing and caring environment. Alternatively, some children are purposefully exploited or harmed by others. Still others have physical or mental disabilities which not only place them in conditions of risk, but also threaten to develop into severe social handicaps.

The response to CEDC is serious and complex. In order to simplify these inherent programming complexities, CEDC have been grouped into broad categories. UNICEF and the NGO community have thus defined four priority groups: children affected by organized violence and other emergencies; child labourers; sexually exploited children; and children with disabilities. These are broad international priorities, and considerable variation naturally occurs depending upon the circumstances within a given country, district and community. Moreover, the relative scale and severity of the different problems facing children are inconsistent, and programmatic interventions vary accordingly.

Given the complexity of needs and responses corresponding to the four groups of CEDC, the focus concentrated specifically on developing a programming strategy in response to young children affected by organized violence and children with disabilities. Issues related to programming for child labourers and sexually abused children are equally complex and therefore require a separate programming analysis.

Children Affected by Organized Violence

The Impact on Children

Organized violence, in the form of civil and ethnic strife, international armed conflict, political repression and apartheid, is one of the gravest problems affecting the world's children. Statistics disclose a number of disturbing trends. Armed violence is on the increase and the rise of intranational conflicts is especially marked. More alarming still is the rising number of civilian casualties as a proportion of the total. Since most organized violence takes place in the poorest nations, children's welfare in conflict zones is further undermined by poverty and lack of basic services.

The physical impact of organized violence on children, in terms of mortality, disease, injury, disability and malnutrition is dramatic. In most conflicts, more children die as a result of malnutrition and disease — an indirect consequence of the violence — than the conflict itself. Disabilities among children are common in many conflict zones. An increased incidence results from injury, lack of immunization services, prenatal and postnatal care, malnutrition and vitamin A and iodine deficiency.

The psychosocial impact of conflict on children's development depends on several factors including the nature, duration and intensity of the event, the level of care given prior to exposure, the strength of social and affective ties within the family and community. In addition, there are temperament and personal characteristics of the child, frequently termed 'protective factors', which make some children more resilient than others. Physical health plays a part as well, since a healthy, strong child is likely to be more resilient emotionally and psychologically than one who is weak or sick.

Violence in a variety of forms tends to dramatically increase children's economic and social responsibilities. Organized violence is correlated with an increase in children's work load as well as with increases in work-related hazards, exploitation and sexual abuse.

The psychosocial vulnerability of children affected by organized violence is connected to a number of causal factors, including displacement or forced relocation; poverty and famine; interruption of socialization processes; disturbance of gender and authority roles; deterioration in intrafamilial relations or marital breakdown; and growth in corruption, crime and substance abuse.

Displacement as a result of organized violence is especially threatening to a child's well-being and often leads to long-term internment in crowded refugee camps where poverty and epidemics are widespread. It also threatens learning, socialization, cultural continuity and traditional survival skills. Children are often separated from their families as a result of organized violence, often during flight from conflict. These children constitute one of the most vulnerable groups in situations of organized violence. Isolated from services and community support mechanisms, they suffer disproportionately from educational deprivation, abuse, exploitation, physical impairment and psychosocial trauma. Infants and very young children are at high risk for death and disease. Family separation can lead to severe depression and suicidal tendencies, and an increase in institutionalization and street children.

In response to these impacts of organized violence on the health, development and protection of

children, the policy and programme objectives are as follows:

- To prevent the outbreak of organized violence;
- To prevent loss of life and suffering among children in areas affected by organized violence through the provision of relief and rehabilitation;
- To restore peace and support social reconstruction.

Before presenting a typology of preventive and remedial interventions for children in situations of organized violence, several fundamental programming principles which cut across the four categories of children in especially difficult circumstances will be put forth.

Principles for Action

These principles are specific to CEDC, and have a marked influence on the development of strategies. In the following section these principles are examined.

- *Design holistic approaches.* Adherence to holistic approaches is critical to effective CEDC programming. Consistent with the CRC, holistic programming requires that programmers take into consideration the whole child. Attention to physical and survival issues must be complemented by equal attention to psychosocial, emotional and developmental needs.
- *Establish programme linkages.* Since CEDC issues are multisectoral and CEDC groups cut across programmes, the wisdom of mounting separate CEDC initiatives is called into question. Mechanisms for CEDC interventions must complement and supplement ongoing basic programme strategies in health, education, nutrition, and water and sanitation.
- *Recognize the need for support and training.* Proper plans should be made to recognize the stressful environments and provide full supervision, training and support to all those involved in CEDC programmes, and especially to those in highly stressful situations.
- *Incorporate rights training.* Programmers must recognize the need for training and orientation in the creative application of CRC principles to CEDC interventions.

- *Design sustainable interventions.* Interventions must move away from pilot initiatives. From situation analyses through implementation and monitoring, the objective is to design interventions which reach the widest possible audience and can be sustained over time.
- *Encourage child participation.* In accordance with their age and maturity, children should be involved in planning and decision-making. Children have a great capacity to recognize and articulate their own problems, and can provide viable and effective solutions.
- *Combine preventive and remedial strategies.* It is important to combine targeted short-term responses with long-term preventive measures, building in strategies that address the deep and central process of social and economic hardship that forms the central core of the problem. Interventions that empower and increase the long-term self-sufficiency of communities, families and children must be created.
- *Maintain ethical standards.* Maintaining high ethical standards and constantly assessing impacts — intended and unintended — is critical. Programmers must be cognizant of the special susceptibilities and vulnerabilities of especially disadvantaged children. Well-intentioned but poorly analysed interventions can harm rather than heal the children they are designed to reach.

With these principles as an ideal set of guidelines, the following preventive and remedial strategies were presented. The list is by no means exhaustive, but provides a platform for further refinement and analysis.

Selected Preventive Interventions

- *Early warning and rapid assessment.* Design systems for the rapid assessment of national and local politics, ethnic relationships, community structure, and intrafamilial coping strategies must be developed. Such an understanding is critical to anticipating how various survival strategies influence the welfare and survival of children during conflict.
- *Fostering peaceful attitudes and values.* As a preventive measure, much can be accomplished

through advocacy. Peace advocacy methods can include efforts to oppose the use of violence in the media, the production and sale of toys designed to look like weapons and the acceptance of war-related themes. Peace education emphasizes the concepts and language of peace, non-violent behaviour and conflict resolution, as well as the observance of children's rights.

Suggested Remedial Interventions

Remedial interventions are those that protect or reduce the adverse impact of organized violence on children who have been affected, as well as promoting their rehabilitation and recovery. The following section identifies several programming strategies.

- *Zones of peace.* In some situations it is possible to persuade parties to create Zones of Peace, where civilians, especially women and children, can be protected as well as receive basic health and education services.
- *Mine awareness and clearance.* Land mines are a significant danger to all civilians, but usually present a special risk to children. They threaten not only individual survival, but the survival and continuity of whole communities. Mine awareness campaigns as well as clearance efforts should be supported.
- *Primary health care and health promotion.* The majority of deaths and illnesses in areas of organized violence are preventable, making primary health care, health care promotion and health education critical. Mechanisms for delivering primary health care must be established, based on an understanding of local circumstances and conditions. Innovative and flexible systems need to be developed to ensure the availability of services in affected areas. Linkages should be established between primary health care services and psychosocial interventions.
- *Strengthening family resilience.* In areas of organized violence, family resilience is particularly critical to the survival, health and development of children. Interventions aimed at protecting and strengthening the family unit can ameliorate the physical and psychosocial effects of conflict on children and help prevent their separation from or neglect by parents and other caregivers. Working

in a supportive role with families and communities is vital to the restoration of normality as early as possible. Special attention should be given to supporting vulnerable families, including single-parent, female-managed family units, and families with a large number of young children, destitute or displaced families and those experiencing inter-ethnic conflict. The family units at greatest risk in most conflict areas are those headed and managed by children.

- *Promoting basic education and ECD programmes and activities.* Governments, the administrators of refugee camps, and families all need to be aware of the importance of education. To the extent possible, education should not be interrupted. Whether through formal schooling or non-formal learning processes, maintaining education during periods of organized violence is critical not only to furthering children's cognitive development, but to fostering psychosocial well-being and safeguarding possibilities for social reconstruction. Schools can also play a critical role during periods of conflict as entry points to other services. Creative approaches, flexible structures, innovative arrangements,

enhanced curricula must characterize the education provided.

- *Managing psychosocial distress.* Children are especially vulnerable to psychosocial distress during periods of organized violence. Psychosocial distress is not always given the same attention as physical problems, which are more easily identified, often more readily treated and generally believed to be more threatening to child survival, protection and development. Through early identification and assessment as well as carefully designed interventions, the immediate and long-term psychosocial effects which can be extremely debilitating to the child must receive heightened attention and responses. Possible interventions include: designing assessment protocols, training professionals, paraprofessionals and parents in the treatment of children experiencing psychosocial trauma; ensuring continuity of routine activities, cultural values and religious observance; and promoting family care and protection.
- *Registration and tracing of unaccompanied children.* Registration of unaccompanied children,

Psychosocial Needs of Children Affected by Violence - Remarks on a Christian Children's Fund (CCF) Programme in Angola

Michelle Poulton, Jason Schwartzman and Dr. Carlinda Monteiro

❑ Prior to the launching of the programme, parents and professionals were not aware of the fact that children were emotionally affected by the violence that they had experienced. That is, when questioned, they were able to report on symptoms children were suffering from, but the extent, severity and prevalence of these symptoms were not recognized. Therefore, the process of making the invisible interior wounds visible was seen as being an important initial step in CEDC programmes. Considering it as a programming guideline would help create a more systematic demand for this type of intervention.

❑ The concept of training on child rights in the context of conflicts may be felt as alien in Angola, since fighting has become a necessity. However, it was found that people — soldiers — exhibited caring behaviours toward children, and that highlighting these feelings of caring for children in a context of conflict was a realistic goal. There are indications that interventions promoting feelings of connectedness/closeness between adult and child may be more effective than more abstract training projects in children's rights.

❑ Training activities initiated by CCF in Angola target parents, adolescents, as well as paraprofessionals and professionals. All of these groups should be considered in any training initiatives within peace education programmes.

family tracing and reunification are key measures for children separated from their families. The efficient administration of these systems entails establishing and maintaining systems, organizing and training staff, assessing reports and maintaining records.

Caring For Young Children With Disabilities

Introduction

A series of international reports estimate that at least one child in ten is born with or acquires a serious impairment which, if attention is not given, could impede the development of the child. About 80 percent of the estimated 200 million children in the world with disabilities live in developing countries. Very few receive adequate health care and education, and less than 2 percent receive special services of any kind. This bleak assessment is based on a series of reports across the continents. To understand these realities, one need only visit any of the villages of Asia, Africa, Latin America or the Middle East, or any of the slums surrounding the cities in these areas. There, one learns that along every road and path, in every cluster or dwelling, children with disabilities are not receiving the benefits of the knowledge and skills that exist.

Although the precise disability estimations could be debated, one thing, however, is clear — the need is there. This need is further compounded by poverty and underdevelopment, but also by wars leading to devastation, creating a considerable social, economic and emotional cost to children with disabilities, their families and the wider community. To improve the situation requires not only time, but a commitment and a political will to bring about change — change of human attitudes and behaviour, the integration of new concepts into human service programmes, and the modification of development strategies.

Lack of Early Childhood Services

The absence of appropriate stimulation in infancy and early childhood ranks alongside malnutrition and poverty as a major source of disadvantage and retarded development. This is true of all children but it is especially so for children with disabilities. If sensory perception is impaired, for instance, enhanced

stimulation is required to compensate, but frequently what is offered is even less stimulation, not more. Indeed, the interruption of normal patterns of development arising from a disability is often more handicapping for the child than the direct consequences of the disability itself.

Despite the potential positive impact, the provision of early childhood education is very restricted. Half of the countries surveyed by a UNESCO review (*Review of the Present Situation of Special Education*, UNESCO, 1988) acknowledged that they had limited or no preschool services for children with disabilities. Where services were available, they tended to serve children with physical or sensory impairments. They were also concentrated in urban areas, so that those living in the countryside had very little access to provision. The forms of service most commonly reported were home-based early intervention programmes, preschool groups attached to special schools and placements in nursery schools, and classes for normal children.

A Definition

More and more children in early childhood classrooms have a handicapped or disabling condition. The term disability includes a great many handicapping conditions that may or may not be noticeable. Three conditions under which a child is considered handicapped have been suggested. To be so designated, a child's normal growth and development is (1) delayed; (2) distorted, atypical or abnormal; or (3) severely or negatively affected. This definition includes the physical, mental, emotional and social areas of development.

Children with disabilities exhibit a wide range of atypical disorders ranging from short-term behaviour problems to long-term physical, mental and emotional disabilities. In the course of normal development, any one area of a child's growth is affected by the development of the whole child. A child with a profound hearing loss is often delayed in speech production or language abilities and suffers social isolation due to the inability to hear and speak with peers. A child with a speech impairment or cleft palate may have the intellectual capacity to put simple puzzles together but may not yet have the language to engage verbally in songs.

Some disabilities are in and of themselves multi-handicapping, affecting several growth areas. Typically, a child with Down Syndrome may have congenital heart defects, mental retardation, language abnormalities or poor physical coordination. Children who have cerebral palsy, a central nervous system disorder, often have other disabling conditions such as mental retardation, epilepsy, and hearing, visual and speech problems.

Principles for Action

Children and young people with disabilities need education no less than their peers; yet around the world most receive little or no education. This part summarizes a set of basic principles for further refinement. It presents for discussion key prevention and intervention strategy options available to policy-makers in developing and strengthening the care and education of the young disabled child (Landers, 1995c).

- *Create supportive legal frameworks.* Develop a legal framework and appropriate legislation that include a clear statement of policy, coherent framework for provision, allocation of resources, and guarantee of children's rights. Clearly articulated legislation reinforces a country's policy on special education, holds the different elements of policy together, clarifies ambiguities, secures resources, targets expenditure and draws attention to discrepancies between policy and practice.
- *Secure adequate administrative support.* The achievement of policy objectives is directly related to the development of appropriate administrative support. Administrative support shapes the nature of the services provided and coordinates aspects of service delivery, including planning, resource allocation, supply and training of personnel, building materials.
- *Support advocacy groups comprising main stakeholders.* Once the legislation is enacted, parents and community members should be enabled to ensure that it is implemented in a way that is not eventually harmful to the child.
- *Promote parental involvement.* Parents of children with disabilities must be enabled to play a major role in the education of their children. This can include assisting in school activities, contributing to assessments and curriculum planning, imple-

menting programmes at home, and monitoring progress.

- *Promote partnerships between parents and professionals.* If parents are to be truly empowered, professionals have to be convinced of the need to demystify their professional domains. They must be willing to share their skills, and develop skills of dialogue, collaboration, team-building and review.
- *Support community participation and community-based rehabilitation.* Community-based approaches to health, social welfare and rehabilitation have attracted much attention in recent years. They have particular relevance to developing countries where there is a vast pool of untapped human resources. Community-based approaches have not been developed extensively in special education, but the model is likely to be just as appropriate as it is in other areas of service provision. It provides a natural context for parental involvement as parents and families are part of a community, and holistic involvement of families also engages the broader community in support and responsibility.

Selected Prevention Strategies

- *Preventive health care services.* A critical strategy in the prevention of infants with disabilities is to strengthen the availability and accessibility as well as the quality of preventive health interventions, including immunization and nutrition (vitamin A and iodine supplementation). Equally crucial is an increase in the quality and quantity of pre- and post-natal services as well as safe delivery.
- *Public information and advocacy campaigns.* Design and implement public information campaigns using all forms of mass communication to inform the widest possible audience on the causes of disability in early childhood and preventive measures that could be taken, as well as on the needs of disabled children. It is also critical to develop and implement public advocacy campaigns to change negative attitudes and prevent the debilitating social handicaps often associated with physical and mental impairment.
- *Screening.* Develop early and periodic identification and screening systems for infants and young children from birth through the first six years of life.

- *Assessment.* When a child is discovered to have a disability or is failing to develop normally, the precise nature of the problem must be assessed and the child's special needs diagnosed as soon as possible so that appropriate help can be provided. Assessment is not a one-time procedure; rather, it is an essential component of ongoing programme planning and delivery and a means to assess ongoing progress.

Suggested Intervention Strategies

- *Promote parent involvement and education.* Parents should be regarded as the first educators of their children. This is no less important for children with disabilities than for other children. It is even more so because of their need for structured and stimulating environments. This strategy has two major implications for national authorities and other agencies. The primary responsibility is to provide direct and indirect support to parents of

children with disabilities in the earliest years; when formal provision is made, this should be done in such a way as to reinforce and build on the efforts of parents and should involve the parents in the provision as much as possible. Support to parents can take many forms, including training, child management, liaison and personal support.

- *Support mainstreaming.* During the early years, even when children's development is very retarded, the developmental lag between them and their age peers is relatively small and every effort should be made to provide for them alongside peers and within a common organization framework. The term 'mainstreaming' refers to the process of integrating children with handicaps into classrooms with the non-handicapped. Children disabled by physical, intellectual or emotional problems should be enrolled in class with other children of their age who are not handicapped. Mainstreaming is an important concept for all children. Not only does it benefit the children with dis-

The Border Early Learning Centre (BELC) - A South African Experience

Sal Muthayan

"... The BELC is an independent, non-racial educational centre which aims to provide training, support and resources throughout the Border Region for the education and care of the highest quality for all young children.... What does *all* young children mean? Who are we referring to? Or more importantly — not referring to — does it include children with disabilities?..."

... A specific focus on the disabled became imperative to us. Accordingly, we added an aim which would oblige us to become actively involved in the needs of *all* children, as we claimed. This aim reads: To spread an awareness of the needs of children with disabilities and to promote their integration into society in general, especially through mainstream education.

The initial focus was to examine our attitudes and stereotypes towards disabled people. We did this not only amongst our staff, but we also revised our curriculum to include discussion and examination of attitudes on all courses run by the centre. Concurrently, our Montessori-trained principal integrated three disabled children into the mainstream preschool of 50 children. The school is an Observation School where students have the opportunity to actively experience what is taught in the course. In this instance, they could see how easy it was to integrate disabled children with the correct attitude, approach and some imagination. We also integrated the topic into our Training for Trainers Programme, and began to lobby so that we could actively bring focus to the needs of people with disabilities. Also we put in ramps and a toilet for the disabled, the only cost incurred, which was, anyway, a long-term one.

At a Seminar convened by the BELC, Douglas Mashila who has cerebral palsy, a visible disability, was the main guest speaker. His talk had a visible impact on the audience. Feedback the following week revealed that a training agency had gone back from the seminar and put in a ramp and toilets and is bringing disability into its programme!

... As mentioned previously, our costs have been nil. All that was needed was creativity, a change in attitude and a willingness to do something for *all* instead of *some*."

abilities, but the other children learn to be compassionate, caring, responsible and considerate to all their fellow beings. For the non-handicapped children, it is an opportunity to learn to accept differences in people; it enriches their lives and experiences as well. In early education centres, much of the curricula is directed toward fostering the child's self-esteem and self-worth. Teaching is dedicated to helping youngsters see themselves and others as important and valuable. Mainstreaming presents an opportunity to extend that principle to the full range of human characteristics.

- *Strengthen community-based rehabilitation efforts.* The major objective of Community-based Rehabilitation (CBR) is to ensure that children and adults with disabilities are able to maximize their physical and mental abilities, have access to regular services and opportunities, and achieve full social integration within their communities. CBR is recognized as a comprehensive approach which encompasses disability prevention and rehabilitation in primary health care activities, integration of children with disabilities in ordinary school, and provision of opportunities for gainful economic activities for disabled adults. A CBR programme will be sustained when three factors come together: the articulation of a need; a response from within the community indicating readiness to meet this need; and the availability of support from outside the community.

The Girl Child

Within several organizations, efforts to focus on issues related to the girl child have become a major priority. The Convention on the Rights of the Child and related policy thrusts stimulated regional and country-level actions for advocacy and mobilization in favour of girls in the survival and development of children and the elimination of social and cultural discrimination. Social mobilization has focused on changing social attitudes, particularly those related to the preference for sons in most countries in Africa, Asia, the Caribbean and Latin America.

In UNICEF, the progress achieved in policy dialogue and advocacy for the girl child has resulted in the adoption of mid-decade goals and goals for the year 2000. Measures to achieve these goals include

gender-sensitive monitoring of nutritional status among children, that has resulted in special information and communication campaigns against discriminatory nutritional practices, and promoting action at the household level. The reduction in infant mortality among boys and girls also requires gender-sensitive monitoring and specific actions directed at such causal factors as the low level of education of women, early marriage of girls, and incidence of teenage pregnancy.

In addition, UNICEF strongly and explicitly advocates affirmative action in favour of the education of girls. At the same time, it argues that the education of girls should not be seen as a discrete activity, but as part of national primary and basic education systems and plans. Mainstreaming girls in the national system of universal primary education, however, entails measures that would make the system responsive to girls' special needs and concerns. Where non-formal or alternative education opportunities are necessary, it has to be ensured that such programmes offer learning opportunities and outcomes equivalent to those of formal schools. A gender-based dichotomy of programmes — formal schools for boys and non-formal schools for girls — has to be avoided.

Against this background of UNICEF's commitment to girls and girls' education, the issue of the role of early childhood programmes and activities in promoting the development of young girls was discussed. A major emphasis of that discussion was that girls' strengths, competencies and capacities should be emphasized, rather than always refer to their needs and deficiencies. In addition, the point was made that programme developers need to better understand all children's early experiences and how these prepare the child for later life experiences — in school and in society. According to the groups' perspective, focusing too much attention on gender-specific groups during the early years may be detrimental to other groups. Thus, the answer to gender inequity does not lie in systematically separating out girls. While it was agreed that more needs to be understood about the situation of young girls, donors and recipient governments should focus on the needs of young children, then identify children 'most at risk' of developmental delays, and third, focus on special populations, including the needs of girls. It is clear that deep-rooted attitudes and values

change very slowly, and that determined and patient efforts are required to bring about change.

Within this framework, the following programme guidelines and selected programme strategies were suggested.

Programme Guidelines

- *Promote gender approach.* The shift of ‘Women in Development’ towards ‘Gender in Development’ directs actions to the fundamental structural causes determining the status and role of men and women. It recognizes the diverse roles played by both men and women in children’s lives and calls for greater attention to shared parenting responsibilities. It requires policies and programmes to reflect gender equality and empowerment as both the means and the goals of sustainable development.
- *Establish programme linkages between girls and women.* The synergistic relationship between the advancement of women and the well-being of girls must be reflected in a comprehensive approach that incorporates the concerns, strengths and capacities of women and girls in the overall development processes.
- *Consider the life cycle framework.* In designing programmes, the context and conditions of persistent discrimination against girls and women must be

identified. Also, age-specific actions to reduce disparities and eliminate gender-based disadvantages must be identified at each stage of the life cycle.

- *Ensure mainstreaming.* The concerns, strengths and capacities of women and girls must be integrated into the mainstream of an organization’s responsibilities in health, nutrition, water supply and sanitation, and education programmes.
- *Build on positive experience.* Identify and promote current programme approaches that maximize what girls and boys contribute. Positive cultural practices that promote equity should be identified and incorporated into programmes that enhance the situation of the girl child.

Selected Programme Strategies

- *Gender-disaggregated data.* Ensure the collection and analysis of gender-disaggregated data on all facets of child growth and development, including health, nutrition, and school attendance and performance. Establish appropriate monitoring systems and develop relevant indicators to assess programme effectiveness and achievement of goals. Create mechanisms for feeding data back to the decision-making process.
- *Social mobilization.* Use the media for broad social mobilization; develop and support efforts to induce attitudinal and behavioural changes, especially in

A Resolution Adopted at the World Assembly of OMEP - Yokohama, Japan - August 5, 1995

It is resolved that OMEP, as a World Organization, and its national committees and individual members take steps to encourage governments and professionals working with young children to safeguard children’s rights to be treated and respected as legal persons.

OMEP shall fight to abandon and prevent discrimination, especially against girls, in all educational systems.

It is understood that the work shall be done with the following:

- Policies: governments and ministry policies
- Curricula, Pedagogical Guidelines & Methods
- Training and Cooperation: In-service training, work with parents, exchange programmes for educators
- Research concerning all levels in the resolution

Persons at the local, national, regional, and international levels shall make every effort to implement and facilitate that resolution (practically, legally, socially).

such critical areas as early marriage, female genital mutilation, teenage pregnancy and female infanticide. Focus attention on changing the attitudes and behaviour of the school population and the next generation of parents.

- *Legislation.* Adopt policies that eliminate gender disparity and discrimination.
- *Mainstreaming of girls' education in ECD programmes and primary school.* Recognizing the link between participation in ECD activities and primary school enrolment and performance, efforts should be made to increase the quantity and quality of ECD directed to girls. Mechanisms to ensure adequate nutrition and health status required for active learning should receive priority attention, along with the release of girls from responsibility

of child care, and the promotion of equity through parental education programmes.

- *Support of non-traditional families.* Behaviours, attitudes and values regarding gender are learned and perpetuated within the family. The impact of changing family patterns on children must be explored. Programmes must pay increased attention to the role of fathers in sharing family responsibilities and child-rearing.
- *Support of adult basic education.* Effective participation of parents and communities in education requires access to basic information, knowledge and skills. Emphasis should be laid on expanding opportunities and channels of information and communication through the use of innovative technologies, including mass media. Combining parent education with adult literacy efforts is particularly promising.

VI. REFINING INSTRUMENTS TO STRENGTHEN PROGRAMME IMPLEMENTATION

Costing and Financing¹

The current economic crisis places governments in a difficult situation regarding the financing of ECD programmes. While issues of costs and financing have always been difficult, the lack of attention and surveillance of costs has rendered programmes quite vulnerable to cuts in funding. Without an understanding of both the costs and benefits involved in programme implementation, they are often the first to be cut. Understanding issues of costs was the subject of discussion monitored by the World Bank. The goal was to develop a set of questions that need to be considered when addressing issues of cost.

- What do ECD programmes cost?
 - What are the essential cost components and how do they vary?
 - How to monitor quality and programme impact?
 - How are costs financed and what are the respective roles of governments, NGOs and the private sector?
- *What do ECD programmes cost?* This question is difficult to answer because of the tremendous variability in programmes. Programmes vary with respect to goals, activities, contents or number of services, models, technologies, duration, age of the population served and programme contexts.
 - *What are the essential cost components and how do they vary?* The basic cost components of a programme include developmental costs, provision and upkeep of facilities and equipment, training, personnel materials, food, health care and transportation. It is useful to consider the range of non-recurrent costs, including programme development, facilities, equipment and training. Recurrent costs include salaries and benefits, food, health costs, materials and transportation.
 - *How do we monitor quality and assess impact?* The most important way of putting cost figures in perspective and the best potential economic aid to choosing among programme alternatives is to relate costs to measures of the programme outcomes. The effects of programmes are considered

without assigning a monetary value to those effects (costs-benefits analysis). The most basic question is not whether costs are high or low but whether they are high or low in relation to outcomes. The main difficulty in cost-effectiveness analysis is often not the calculation of costs, but the definition and measurement of effects. Without clear indicators to measure a wide range of potential benefits, the effects are more often than not underestimated. Moreover, measuring the effects of child progress related to an ECD programme should be approached within a holistic view of child development, paying attention to physical, mental, social and emotional dimensions of development. Although the physical dimension is relatively easy to measure and there is relative agreement among experts as to which indicators should be used, this is not true for the cognitive, social or emotional domains of development.

- *How are costs financed?* ECD programmes can be paid for by governments, NGOs, employers, philanthropic or donor organizations, communities or users. Or, as is usually the case, some combination of resources is used to cover costs. Costing exercises that attempt not only to arrive at total costs but that also determine who is bearing what costs provide extremely useful information for policy decisions.

The issue of who bears the costs becomes extremely important as programmes expand and as additional resources are sought for funding. At present, considerable emphasis is placed on cost recovery from participants and on privatization. These strategies have important implications. However, if governments are serious about redistributing wealth and if they take seriously a commitment to direct programmes to low-income families and children 'at risk', they must realize that the ability of both individuals and communities to cover costs will be limited and subsidies will be necessary. What is suggested is the need for new instruments of support and for an approach that emphasizes working in partnership.

World Bank Regional Initiative in Early Childhood Development in Africa: Three Case Studies

In an effort to address some of the unanswered costs and financing questions related to the implementation of ECD programmes, the World Bank has devel-

¹ Background information taken from "Early Childhood Care and Development: Needs and Possible Approaches". Third draft, prepared by Robert Myers for the Inter American Development Bank, April 1994.

Community of Learners Foundation, the Philippines

Feni de los Angeles Bautista

“... In any discussion on costs and financing, the tendency is to highlight direct operational costs e.g. infrastructure, logistics and salaries. But when it comes to the investment in human resources, seldom is it viewed as more advantageous to invest heavily in people — especially training or continuing education and supervision (defined as support). Often the investment in human resources is computed as recurring costs for compensation. Costs and financing for Early Child Development should emphasize investment in people — not just systems. Otherwise programme quality and sustainability will be unattainable...”

oped a regional initiative by exploring the situation of ECD in three countries: Mauritius, Kenya and South Africa.

This Regional Initiative seeks to provide an overview of ECD in Africa and to make recommendations in respect of appropriate state policies, investment programming, capacity-building strategies, organizational and resource mobilization options. Key issues that will be addressed include defining the appropriate and effective form of child development services, the organization and management of integrated service delivery, defining the role of the State and the appropriate policy environment and the costs and financing of early childhood development services.

The principal objective of the ECD initiative is to identify essential State policies critical to promoting parenting and early childhood development and related prototype programmes that deliver the pivotal services in an integrated manner and are consistent with the strengths of African tradition and culture.

Additional objectives are the following:

1. Knowledge generation: To acquire a better understanding of the emerging needs for early child development services in the context of the changing conditions of African mothers and children, and their impact on child-rearing practices and the subsequent well-being of children;
2. Capacity-building: To develop the indigenous research base and capacity in the area of maternal and early childhood development by working together with African researchers, educators,

NGOs, women's groups and government ministries; and

3. Advocacy: To influence country and donor policy, financing, programming and its implementation aimed at maternal and early childhood development, particularly integrated services of health, nutrition, and early education and wider family and community support services.

As highlighted in the following three cases studies from Kenya, South Africa and Mauritius, specific issues of interest such as the development of standards of day-care, home-based care, and joint financing by the public and private sectors will be explored.

Monitoring and Evaluation

A Point of Departure

Recognizing existing limitations in this area, UNICEF Education Section has been exploring innovative strategies which would strengthen country and regional offices as well as headquarters capacity to monitor and evaluate its programmes. The point of departure for the presentation and background paper prepared for the workshop by Dr. Mario Orlandi was a set of questions:

- How could individual country programme evaluation and monitoring be improved?
- Could economies be created by forming partnerships?
- How should common methods and measures be established?
- Could modern technology contribute to this process?

Kenya Pilot Early Child Development Project

Nat Colletta and Margaret Kabiru

The demand for child care in Kenya has increased as a result of growing numbers of nuclear families with working/single parents, most of whom are poor. Results from the Kenya Poverty Assessment (1995) indicate that a third of rural households are female-headed and most have no male support. These rural households, and those in plantation areas and urban slum settings, are least likely to have access to quality child care. While the Kenyan child's chances of survival have improved dramatically since the 1960s, child development quality indicators such as levels of educability, morbidity and nutritional status show that much remains to be done. Improvements in these indicators seem to have stalled and in some cases reversed in the last decade. These indicators are considerably worse for children from poor households, who are less likely to attend school and more likely to be malnourished than the average Kenyan child. Of the 6 million children in Kenya under the age of six, about half are from families below the poverty line.

Although the demand for early child development services in Kenya has resulted in the establishment of a large network of child development centres, mostly in rural areas, there is a wide variation in the type and quality of services provided by these centres, and there is considerable scope for increasing access to child development services — particularly of the poor — and improving the quality of services provided by the centres.

❑ **Objectives**

The project's goal is to improve child development quality and educability in Kenya. The project seeks to pilot a variety of intervention packages to achieve the following objectives:

- improve the access of the poor to child development services
- improve ECD service quality
- develop and pilot a package of community-based services for 0-3 years olds
- design and pilot mechanisms for smoothing the transition from preschool to primary school.

❑ **Project Description**

The project will target poor communities and households to increase their access to the existing child-care network and to any new centres that will be established. The project will upgrade the quality of the centres so that they are able to adequately serve the developmental needs of children. The services will include the promotion of socialization/early education, micronutrient supplementation, deworming, on-site snacks/lunch and periodic health check-ups. The pilot package for children under three will include promotion of growth and immunization, maintenance of acceptable micronutrient status and stimulation activities. Parenting education will help families improve their child-rearing practices and promote appropriate physical, psychological and intellectual development. The pilot package for the lower primary classes will consist of primary school and preschool teacher interaction and training.

Access to quality child development services is largely determined by the family's ability to pay. In Kenya, communities have assumed primary responsibility for early child development. However, inadequate funding is a major constraint to quality improvement. Poor households have unequal access, being unable to meet even the relatively modest preschool fees. The project will increase resources available to poor communities through block/capitation grants and empower disadvantaged households to purchase child development services with bursaries. In addition, the project will build capacity to manage, monitor and supervise the functioning of the centres. Technical support capacity, including teacher training, curriculum and materials development, monitoring, research and evaluation, will be strengthened.

South African Case Study: An Assessment of Cost-effective Integrated Strategies for 0-4 Year Olds

Nat Colletta and Sal Muthayan

There are 5.8 million South African infants and children under the age of six years. The families of more than half of these children are extremely poor. After years of lobbying by early childhood groups, the South African Government finally views early childhood development as the starting point for a human resource development strategy and plans major initiatives in this area in the future. Previous studies (Van den Berg and Vergnani (1987), NEPI Early Childhood Educare Report (1992), South African Study on Early Childhood Development (1994)), have identified the high costs of serving infants and toddlers in formal centre-based programmes which are clearly beyond South Africa's economic resources to provide. These studies have advocated the scaling up of low-cost household-based programme options, but there has not been a study to evaluate the relative benefits and efficiency of such programmes. The present study will focus on these as well as address intersectoral linkages in programmes for this age group.

❑ **An Assessment of Strategies and Programmes for 0-4 Year Olds**

The case study will be contextualized in an introduction giving:

- the situation of families (parents) and children
- an overview of ECD in South Africa
- the identification and description of ongoing household-based programmes targeting 0-4s: identification of existing models; description; costs and financing of programmes; quality and effectiveness emphases

❑ **Methodology**

- The existing documentation will be summarized and updated to include the most recent statistics on women in the labour force, the impact of AIDS, etc.
- Ten programmes will be examined in detail, describing their impact in their particular context, associated costs and potential for replicability. Programmes from different regions will be studied and selection will as far as possible take into account distinctions in broad categories such as rural subsistence farming and rural commercial farming.
- The White Paper on Reconstruction and Development states that the Government will ratify the United Nations Convention on the Rights of the Child and is committed to implementing the terms of the Convention in a National Programme of Action for Children.
- Indicators will include health status, effects on women in particular and communities as a whole, assessments of how children are progressing in their general development and environmental indicators (such as impact on general safety, sanitation, etc.) of the programme. In the absence of time to do longitudinal follow-up or even tracking of children (though available evidence of this kind will be used), the study will have to rely on generally accepted indicators of developmental progress.
- A combination of the following data collection methods will be used: individual and group interviews; questionnaires; observations; financial statements/records; growth monitoring records and other progress reports.

❑ **Outputs**

A report will be produced synthesizing the case study and providing pointers for consideration in the development of a prototype programme/project for the 0-4 age group. The Draft White Paper on Welfare and Social Development (currently in preparation) will contain a National Programme of Action for Children which has prioritized services for 0-4 year olds. Reportage of this study will be linked to the guidelines in this White Paper as well as to the articles of the Convention on the Rights of the Child. By drawing the links to emerging state policy in concrete ways, this case study is seen as providing information which will contribute to the development of a prototype programme as the next phase of the work. Prototype development should be a politically and educationally acceptable consultative exercise driven by the South African Congress for Early Childhood Development and involving all major stakeholders, including the State (health, welfare and education, labour, employers, donor community, service providers e.g. Progressive Primary Health Care Network).

The Mauritius Country Case Study

Nat Colletta and Liliane Dubois

Mauritius has been selected as the subject of a case study for two reasons. First, Mauritius provides an excellent case for reviewing the effects of the burgeoning demand for child care resulting from the increased female entry into the labour force. Second, Mauritius is piloting a unique financing scheme through a cost-sharing partnership between the Government and the private sector.

❑ Objectives

1. To assess present practices of day care in terms of quality and coverage
2. To propose minimum norms and standards in the context of legislation development
3. To recommend policy and programme interventions

❑ Proposal

The study proposes to shed light on options for quality enhancement of services provided at different levels. Day care includes institutional day care in centres in the Mauritian case study. In fact, the study will cover day-care centres which operate in the formal sector run on a commercial basis, and home care which operates in the informal sector comprising services provided by neighbours, grandparents or relatives...etc., which constitute an alternative environment to the parental home. The comparison between the quality and level of care in both models will provide invaluable information on the framing of policies to promote early childhood development. The qualitative and quantitative data survey obtained will provide vital inputs to the Ministry for designing measures relating to ECD.

In addressing these questions, Dr. Orlandi highlighted the strengths and barriers of moving towards an open systems framework in the evaluation of UNICEF's ECD initiatives. The open systems evaluation approach provides a conceptual framework that can be used for continuous appraisal of programme processes, through participatory, dynamic and interactive mechanisms. It also supports the strengthening of networks with intergovernmental, governmental and non-governmental organizations as well as with other institutions in order to ensure complementarity in service delivery. A summary of the critical issues raised throughout the discussion is presented below.

In general, UNICEF's ECD programme evaluation efforts have consisted of retrospective case studies of previously collected data. These tend to be of relatively little value to ongoing programme planning activities due to the considerable time lags between data collection, analyses and reporting. Monitoring activities for specific programmes are often carried out with a variety of methods, addressing different objectives, and in ways that are more or less unrelated to coordinated programme evaluation. The ability to plan and to conduct coordinated evaluation and monitoring activities throughout UNICEF field offices has been further hampered by (a) a lack of a uniform and consistently applied evaluation/

monitoring framework or system and (b) lack of any feasible methodology for rapid, uniform, reliable and broad-scale communication of evaluation-related information, methodologies or data.

In order for a monitoring and evaluation system involving geographically dispersed field sites to operate in a dynamic and coordinated fashion, a number of important components must be designed, introduced, refined and maintained. First there is a need for improvements in the centralization and coordination of monitoring and evaluation activities. Second, there is a need to combine and to coordinate a wide variety of disparate data collection activities into a single, integrated communication system. Third, there is a need to make all data collection an integral part of programme planning. Fourth, there is a need to maintain such a data collection and communication process as an open, dynamic system capable of adapting to rapidly changing field conditions and to incorporating data that is relevant to across-site comparisons as well as data that is more important and relevant to specific sites.

A Solution: An Open Systems Approach

Over the past decade, evaluations of UNICEF ECD programmes have, with few exceptions, consisted of

retrospective case analyses conducted by external evaluators using widely varying methods and widely varying types of data dictated almost exclusively by availability. Such approaches to evaluation could be viewed as closed in the sense that decisions regarding selection of methods and measures are made independently and externally to the programme being evaluated. Also, because of the tendency to conduct such evaluations retrospectively, a defined and limited range of data can be considered or utilized, and the collection of additional data is either not possible or not feasible.

Another sense in which such evaluations are closed is the tendency to use these approaches to describe one point in time or a slice of the pie rather than to fully understand the ongoing operational characteristics of the programme development systems of which they are a part. An analogy is the difference between measuring someone's body temperature at one point in time with a thermometer, as compared to the ongoing measurements taken from a temperature monitoring device that someone could wear continuously. An open systems approach to evaluation simply attempts, to whatever extent is feasible, to develop an evaluation plan based upon a dynamic rather than static conceptualization of objective, methods and measures.

Since the primary objective of such evaluation has often been to provide an assessment of programme progress for accountability purposes, the validity of what amounts to self-reports from programme representatives is questionable. Such evaluation dilemmas are not unique to UNICEF and in fact have been described as the major challenge facing programme planners in most health, human service, and social service delivery settings. Traditionally, evaluation in such settings has been viewed in its narrowest form — as a method for justifying statements regarding fundamental programme success or failure. In reality, however, narrowly defined, retrospective evaluations are the least effective way to address the question of fundamental success or failure, and in this sense, programme representatives who are distrustful of their use are in fact justified in their scepticism.

The open systems approach has been developed to rectify some of the shortcomings of traditional closed systems evaluations. The approach advocates

evaluation planning as a collaborative activity involving individuals with methodological expertise as well as programme representatives and members of the communities in which the programme is to be delivered.

Other features include: (1) prospective rather than retrospective analyses are used to plan for the future rather than simply to characterize the past, (ii) ongoing data collection and analysis in the form of monitoring is used to make mid-course corrections as needed, and (iii) programme objectives are conceptualized so as to include a variety of process measures in addition to outcome measures. A key to this approach is the effective communication of data, ideas, information, problems and solutions. While still grounded in the three basic elements of setting objectives, identifying methods and selecting measures, it approaches these processes from a general systems perspective and identifies them as input, throughput or processing and output. As such, the open systems framework utilizes four categories of evaluation which include: context evaluation, input evaluation, throughput or process evaluation, and output evaluation.

In order to appreciate the differences between the open systems and more traditional approaches, each is described in the table next page.

Action Research Opportunities Utilizing the Open Systems Framework

During the workshop several applications of the open systems framework were recommended. A brief summary of some of the suggested applications are summarized below. These projects are based on the establishment of a telecommunications network utilizing computers, standard telephone lines, and modems which would be used to transmit all information and data.

- *Prototypes network development.* One example of such a project would focus on the basis of communications between UNICEF headquarters and its various regional offices and country offices. The main objective of this initiative would be to develop an innovative prototype for communicating between offices based upon advanced telecommunications network technology. The objective consists of (a) specification for hardware configuration, (b) custom-

Improving the Effectiveness of ECD Programmes through Enhancements in Evaluation and Monitoring: Towards the Development of an Open Systems Framework - Mario Orlandi		
CRITERION	OPEN SYSTEMS APPROACH	CLOSED SYSTEMS APPROACH
DEFINITION	Defining, obtaining and using information for ongoing decision-making	Comparing changes in key indicators with accepted standards in the context of a single before/after study
PURPOSE	To provide relevant information to decision-makers in a continuous fashion	To assess the effectiveness of a particular intervention in a specific setting
KEY EMPHASIS	Evaluation reports in the form of uniform matrices used for decision-making	Evaluation reports in the form of non-uniform tables and descriptive narratives used to determine programme success or failure
ROLE OF EVALUATOR	Responsible for developing decision-making expertise through capacity-building	Responsible for judging merit of change of programmes or interventions
RELATIONSHIP TO OBJECTIVES	Context evaluation sets objectives; input evaluation produces ways to reach objectives; throughput evaluation measures correlates of objectives; output evaluation determines whether objectives are reached	Objectives are viewed as either met or unmet and determine programme success or failure accordingly
RELATIONSHIP TO DECISION-MAKING	Each step of the four-stage process provides information needed in each phase of decision-making	Ultimate step of comparing outcomes to objectives provides recommendations used in decision-making
TYPES OF EVALUATION	Context, input, throughput or process, and output evaluation are employed continuously as an integral part of programme management	Emphasis placed upon assessment of objective attainment at the evaluation's operationally defined 'endpoint'
CONSTRUCTS PROPOSED	Context evaluation for planning decisions; input evaluation for programming decisions; throughput or process evaluation for implementation decisions; outcome evaluation for feedback decisions	Outcome evaluation for determining the 'worth' of programme and implementation efforts
CRITERIA FOR JUDGING EVALUATION	Norms-referenced: feasibility, cultural competence, relevance, internal validity, external validity, reliability, timeliness, cost-efficiency	Criterion-referenced: efficacy, internal validity, external validity, reliability, objectivity, feasibility, cost
IMPLICATIONS FOR DESIGN	Experimental research designs not applicable; use of systems approach for evaluation studies; capacity-building allows direction by administrator	Experimental research designs preferred though often not practical; quasi-experimental designs and case studies typically employed; direction by external evaluator

ized communications software system and user interface, (c) training package incorporating both print and video materials, and (d) strategic plan for implementing this system within each level of the Education Cluster.

- *Enhanced monitoring for project management and evaluation.* A second example involves the use of the prototype for improved project management and evaluation. A group of new or ongoing projects could be selected for the purposes of this demonstration. Such projects could include those involved in the development and testing of new educational approaches, or the collection of new types of data for enhanced programme planning purposes. The two

case studies presented — child development initiatives in Namibia and Venezuela — highlight the challenges surrounding project monitoring and evaluation, and therefore provide an ideal opportunity for the further development and application of the open systems framework.

- *Establishment of a national risk assessment survey and monitoring systems.* As a third example, the type of system which has been described would be uniquely suited to the coordination and implementation of a country-based or region-based data collection system that would track key indicators of child development on an ongoing basis. Key aspects of such a system would include: survey protocol development,

Early Childhood Development in Namibia: Facing the Challenge of Monitoring and Evaluation

Niki Abrishamian - UNICEF Windhoek

□ **Background**

The ECD Programme in Namibia focuses on three main areas: training, parent/community education, and involvement and advocacy and awareness in ECD. Past experiences, particularly in the area of training of ECD workers, have shown that even though many activities were carried out in this area, no information was available as to the application of the training or its impact on programme quality and finally the child.

This was mainly due to the large demand for training in ECD and not having the resources to meet the demand fully. The NGOs and government addressed this demand by providing short in-service training workshops whenever and wherever the resources permitted.

With the increased commitment of the government and the NGOs to early childhood development, all partners took a closer look at their activities, and expressed a need for a more systematic and coordinating approach to ECD.

□ **Policy Development**

The first step was the establishment of an Inter-Ministerial Task Force to develop a national policy on ECD. The draft policy document offers an ECD structure in which a national ECD Committee oversees the development and implementation of the National ECD policy. Some of the specific responsibilities of the National ECD Committee are:

- to set a policy in relation to ECD provision
- to monitor the implementation of the national ECD policy
- to evaluate the effectiveness and relevance of the ECD policy

Monitoring and evaluation were thus incorporated as a major component, to be carried out on national, regional and local levels. The idea was that through regular and systematic monitoring and evaluation activities, the government would be in a better position to support and upgrade its ECD programme.

The implementation plan for 1995 in the areas of training and parent education is an example of how the national ECD plan can be implemented at national, regional and local levels, with all the partners involved. The ministries responsible for ECD, as well as NGOs, appointed a group of trainers to attend a training workshop for trainers, and to plan their support strategy so as not to duplicate their effort but complement and supplement each other's ECD initiative. A monitoring/follow-up component was incorporated in every training workshop the trainers conducted, in the form of visits and observations of the 'trainees', i.e. parents and early childhood workers, as well as written questionnaires.

□ **Constraints**

Monitoring and evaluation have been included as a vital part of ECD planning and programming. However, some major constraints prevent their full application. These are expressed below:

- *Distance*: communities in many parts of Namibia are located at great distance from each other, making it hard for the community activators and trainers to visit them regularly.
- *Transport*: along with the distance comes the lack of transport which constitutes the main problem in monitoring and following up activities with the target group.
- *Personnel*: even though community activators and trainers have been appointed at the regional and local levels, the number cannot cater for the whole nation. This is where the NGOs can play a major role.
- *Skills*: the strength has been on implementation. Often the trainers do not know how to monitor and evaluate a project. Skills that will enhance their capacities in these areas should therefore be incorporated into their training programmes.

The Venezuelan Case

Arelys and Leonardo Yanez

Over the last four years, the Government of Venezuela, through an agreement with the World Bank, has agreed to sustain a social programme (PDS) aimed at improving basic services in health and education, mainly through the provision of adequate buildings and equipment, and the organization of training sessions for teachers. One of the specific goals was to increase preschool coverage for five year-old children. This project was coordinated by a Foundation (*Funda Preescolar*), created to facilitate the management of funds granted by the National Treasury and the World Bank.

After four years of execution, a new impetus needed to be given to the programme by:

- monitoring the use of the new buildings and their impact in terms of coverage;
- assessing the state capacity to sustain the investment;
- increasing the support to non-conventional methods in order to promote coverage in poor areas, and a whole family-child approach;
- monitoring teacher training to improve teacher performance;
- increasing exchanges with universities and NGOs in order to build alliances;
- conducting research to identify quantity and quality indicators for the measurement of the real impact of ECD programmes on beneficiaries

❑ **New Orientations**

- to target a larger segment of population including families under extreme poverty conditions, particularly those with children under three years;
- to support regionally implemented and evaluated programmes;
- to clarify the objectives, procedures and evaluation systems of the implemented programmes;
- to coordinate the local institutions to balance the impact of the programmes at the community level;
- to relate the policies of the Ministry of Education with those of the different states according to regional needs;
- to promote the advantages of the programmes to stimulate higher demand, recognition, and political and institutional support.

❑ **Specific Objectives and Activities**

- to delegate and transfer knowledge to the states, municipalities and schools, through:
 - regional training plans;
 - consolidation of the zonal training units;
 - link of the zonal training units with the Regional Centers for Teachers' Support
 - review of the regional experience on the link between preschool and first grade of primary school (O.A.S.);
 - regional workshops to unify criteria for the transition from preschool to primary school.
- to reorganize the central level in order to reinforce it in its essential functions, and:
 - strengthen preschool supervision (training and institutional support);
 - reorganize the administrative processes;
 - design and implement an information system;
 - organize a central documentation centre.

❑ **Some Conclusions**

- Venezuela has realized the urgent need for education reform. Early childhood programmes are no exceptions. They also require revision.
- While early childhood programmes have proven to be the most effective level of the education system, more attention needs to be focused on poor and hard-to-reach children.
- There is a need to include a coverage goal in terms of families with children under six years of age, and not only the traditional coverage goal based on individual child counting. This measure opens our policies to innovative programmes based on media or face-to-face strategies. In addition, this will lead us to focus on family strengthening for child-rearing.
- NGO participation must be promoted and supported as a means to guarantee continuity of programmes in spite of governmental changes.
- Impact research is needed in order to assess the real contribution of formal and non-formal preschool education to child development in order to unify general public policies for ECD, instead of having differential services for the poor and for the rich.
- Cost-benefit and community partnership should be included as quality criteria when making decisions about supporting and spreading local initiatives.
- Investment in capacity-building at the central and local levels of the Ministry of Education is an urgent need in Venezuela. Supervision, monitoring and evaluation must be drastically improved.

training, synchronization of data collections across countries, timely transmission of data to a coordinating unit, country-specific analysis and across-country meta-analysis, timely feedback of analysis results to countries, feedback from the field for system revision and refinement, and quality control.

- *Establishment of a rapid response system for emergency situations.* A fourth example of how such a system might be used is through the establishment of a rapid response system which could be activated when conditions related to child rights and needs in a particular country or region reached emergency status. In an emergency situation a call for help could be transmitted and a rapid response coordinated through the type of telecommunications network described in this paper². Once activated, a rapid response system could function to bring together international experts as advisers, identify resources that could be applied to the situation, and implement the delivery of those resources through a strategic plan of action.

The Convention on the Rights of the Child

Adopted by the General Assembly of the United Nations in November 1989 (Resolution 44/25), the Convention on the Rights of the Child (CRC) constituted a significant progress in the affirmation by the international community that children's rights must be universally recognized and protected. As a corollary to it, the United Nations agencies were given the mandate of supporting governments in their effort to allocate the necessary resources and set up mechanisms that would, at the national level, ensure its implementation.

The CRC is the first international convention in world history to be ratified by so many governments. It was estimated that, as of April 1995, 94 percent of the children of the world were covered by the ratification. On the basis of country reports, the Committee on the Rights of the Child even indicated that several governments had initiated important legislative reforms in order to make their national legislation comply with the provisions of the Convention.

² Mario Orlandi: "Improving the Effectiveness of Early Child Development Programmes through Enhancements in Evaluation and Monitoring - Towards the Development of an Open Systems Framework", March 1995.

The important features of the CRC and its potential power to support ECD programmes and activities were presented by James Himes. After a brief historical review depicting how the Convention came into force and how it evolved with time, the CRC was described not only as a valuable tool for advocacy, but also as an instrument for policy formulation, programming and legal action. Thus, the CRC represents a powerful document, not only in its advocacy effect but also in the fact that it can be used as a legal framework for specific interventions aiming at the protection of children's rights. Throughout the discussion, it became clear that the ECD community needs to find ways to clarify and reinforce the articulation between ECD programmes and the provisions of the Convention.

In terms of implementation of the CRC, a four-step strategy has been developed by James Himes³, and is indicated below. It is followed by two illustrations from Namibia and the Philippines. An outline of the recent CRC-related activities undertaken by OMEP is also provided.

The Convention on the Rights of the Child - A Four-step Implementation Strategy

A number of practical steps can be borrowed from the field of development or social planning to help ensure more effective implementation of the Convention. Planning, management and monitoring child rights work by objectives is a key element of this approach. Effective popular and community participation is another critical component. A four-step implementation strategy for this approach might be briefly described as follows:

1. *Situation analysis.* The essential first step in developing an implementation strategy for work in child rights is to ascertain, as precisely as possible, the nature of the existing situation with respect to each right, in order to identify more clearly the problems that need to be addressed. Good baseline data, appropriately disaggregated (including by categories such as gender and ethnicity which are needed to identify patterns of discrimination) are essential to an effective system of monitoring compliance with the

³ James R. Himes: "The United Nations Convention on the Rights of the Child: Three Essays on the Challenge of Implementation", *Innocenti Essays* No. 5, UNICEF ICDC, 1993.

Convention's provisions. Participatory planning approaches, especially important in the area of children's rights, need to involve households and communities in the situation analysis process. Children and youth can be effectively involved as well, helping them to develop their capacities to responsibly exercise their rights to participate as young citizens in society.

2. *Goal and standard setting.* Effective planning for action in the human rights field, as in other areas of public policy, requires the setting of standards and agreement on goals; rights (especially economic, social and other rights requiring achievement 'progressively') need to be converted into verifiable goals or objectives, achievable within agreed time frames. Some goals, such as universal primary school enrolment, can be quantified more easily than others,

e.g., eliminating 'discrimination of any kind'. But specific and even binding standards are much more likely to be viewed as legitimate, and indeed as 'rights', if a broad and genuine consensus in society is reached regarding these goals. Once again, children should be a part of that emerging consensus.

3. *Plans and programmes of action.* Different countries have widely varying approaches to social or development planning, but most systems (including various international systems) have some capability of developing concrete plans or programmes for action to achieve agreed goals. Countries which have developed strong National Programmes of Action (NPAs) following the 1990 World Summit for Children, including cost estimates and financial plans, have a good basis for implementing many of the key provisions of the Convention. One of the advantages

Articles of the CRC Relevant to Child Development	
Early Child Development	
Article 6:	Survival and development
Article 24:	Health and health services
Article 27:	Standard of living
Article 28:	Education
Article 29:	Aims of education
Article 31:	Leisure, recreation and cultural activities
Parents and Families	
Article 5:	Parental/familial guidance and the child's evolving capacities
Article 14:	Freedom of thought, conscience and religion
Article 18:	Parental responsibilities
Children in Especially Difficult Circumstances	
Article 19:	Child abuse and neglect
Article 20:	Children without families
Article 21:	Adoption
Article 22:	Refugee children
Article 23:	Children with disabilities
Article 32:	Child labourers
Article 33:	Substance abuse
Article 34:	Sexual exploitation and sexual abuse
Article 35:	Sale, trafficking and abduction
Article 36:	Other forms of exploitation
Article 37:	Torture, capital punishment, inhumane treatment and deprivation of liberty
Article 38:	Protection of civilians in armed conflict and ban on recruitment to combat duty
Article 39:	Recovery and reintegration of victims of gross violations, maltreatment or exploitation
Article 40:	Juvenile justice

of the Summit and NPA commitments to children, from the perspective of the Convention, is that they can be used to provide concrete and verifiable indicators of whether a State Party is meeting the minimum core obligations central to the achievement of the survival and development rights of children. Attention must be given to a broad array of legislative, administrative, judicial, regulatory and other measures at all levels of government, needed to achieve the goals or attain the standards, which have been agreed. For many of the objectives linked to the Convention, goals and specific measures to realize them need to be developed, whenever possible, at the municipal and other levels of government closest to families and children. Plans can include an active role for the private or non-governmental sector. Realistic plans and programmes must recognize clearly that fulfillment of nearly all rights has significant

resource implications. Feasible measures for the mobilization of all 'available resources' — economic, human and organizational — need to be specified, including through international cooperation where required.

4. *Monitoring compliance and enforcement.* A mix of official and non-governmental monitoring mechanisms (national and international) is important to help ensure that goals are being reached and the legal rights and duties of all relevant parties are recognized, understood and enforced. Understanding rights needs to reach the level of communities, families and children. Monitoring, which must also reach those levels to be useful, is much more effective when based on widespread popular understanding of the relevant goals and rights. Especially at the international level, a non-adversarial 'constructive dialogue' among the relevant parties, led by the UN

Summary of the OMEP President's Presentation at the Symposium "What the 20th Century Has Done for Children's Rights" - OMEP World Congress - Yokohama, Japan - August 4, 1995

One of the most important things OMEP finds itself doing is acting as standard-bearer for children's rights, and striving to make these rights part of the consciousness of an ever-greater number of people, whether professionals, administrators, parents, young people or children.

By its very existence, through its objectives and activities, OMEP has always helped promote and advance the rights of young children. Through the National Committees' work in the field as well as through the exchange of information at the international level, OMEP has, since its inception, fought tirelessly for the respect of children's rights, whether promoting their right to education by all means possible and/or pressing for their right to better living conditions and respect for their cultural identity.

Events — meetings of small groups of specialists; seminars and congresses welcoming up to 2,000 educators, child care workers and researchers; technical symposiums or practical workshops — are held by hundreds throughout the year, trying to achieve recognition of the principle that children hold legitimate citizenship. The struggle for this recognition takes various forms in different parts of the world. In some countries, it always consists in fighting for the right to survival, nourishment and health. In others, it calls for reducing physical and/or psychological violence, and elsewhere, it involves seeking the right to educate young children in specialized institutions such as nursery schools and kindergartens. In other places, the challenge is to improve the quality of educational services provided. Finally, there are countries in which all these activities are being accomplished simultaneously, in response to many inextricably linked needs. Accordingly, OMEP debated strategies and programmes for action, encouraged the sharing of experiences, and promoted the dissemination of new ideas that are being developed in the scientific community and in the field — wherever knowledge is acquired. OMEP produced information documents and worked toward the development of practical skills for establishing constructive relationships between adults and children.

OMEP is heavily investing in the training and professional development of early childhood educators, with a primary focus on children's rights because it holds the belief that educators are the leading protagonists in the battle for children's rights.

Promoting the CRC through a Child-to-Child Approach - An Illustration from Namibia

Prof. Barnabas Otaala

The child-to-child approach started as an international programme designed to teach and encourage older children, especially schoolchildren, to concern themselves with the health and general development of their younger brothers and sisters and of younger children in their own communities. The programme has grown from a few health messages to be spread by children into a worldwide movement in which children are considered as responsible citizens who, like their parents and other community members, can actively participate in the community and in the development affairs of the community. The approach emphasizes that children need to be accepted as partners to promote and implement the idea of health and well-being of each other, of families and of communities. In so accepting them, you help them develop, and the approach enhances their own worth both in their own eyes, and in those of adults. Hence there is a strong link with the idea of children's rights. You respect them as partners and you work with them.

The parallel between the child-to-child approach and the Convention may not be immediately obvious, but the philosophy and work of Child-to-Child is in fact a practical expression of the Convention's many provisions which seek to make children subjects rather than objects of efforts to ensure their survival, protection and development. Articles 5 and 14 of the Convention speak of the evolving capacities of children; Article 12 refers to children's right to express views freely in all matters which affect them; Article 24 obligates governments to "ensure that all segments of society, in particular parents and children, are informed, have access to education, and are supported in the use of basic knowledge of child health and nutrition, the advantages of breast-feeding, hygiene, and environmental sanitation and prevention of accidents". This extract from the Convention reads like guidelines for a Child-to-Child project.

In Namibia, Child-to-Child was formally introduced towards the first year of independence. More recently, a series of workshops was held in Namibia. During these workshops, teachers and health workers were provided with selected health messages which they could pass on to older children who in turn could pass them on to their younger brothers and sisters, other children, their parents, and the communities from which they came.

Currently, there is a proposed pilot project to examine the workings of Child-to-Child in colleges of education and selected nearby satellite schools. As a result of the operating and monitoring of this project over a period of time, it would be possible to assess better the potential of Child-to-Child in health education and the potential of colleges of education in promoting such an approach, and the value of health education as a model for promoting more active, learner-centred, relevant and community-related learning in other areas of the curriculum, and within the school as a whole.

In the long run, the continuous and sustained improvement of the child situation, including promotion of his or her rights, depends on community participation and responsibility, as well as on certain support services from government and other concerned sources outside the community. As of now, everything which has been done to advance the state of children in Namibia has been done against the backdrop of the Namibian Constitution. The concept of 'rights' is new, and efforts to educate the public and to develop a 'rights' culture will take some time. However, Namibia has made children a high priority: children have featured prominently in the nation's plans, and in the allocation of the national resources. There is political will, expressed through the Namibian Constitution, the Namibian National Programme of Action for Children, and more recently through the revision of the Children's Act No. 33, to tackle the problems of children, and partnership between governmental and non-governmental actors is being furthered.

Community of Learners Foundation, the Philippines

Feni de los Angeles Bautista

One of the most significant directions being taken by some organizations is the attempt to link up Early Child Development (ECD) with the Convention on the Rights of the Child (CRC). Actually, the existence of such a link is largely recognized in terms of a moral basis and also in terms of popularizing the CRC and helping children, parents and other community members understand what it is about. In the Philippines, the Community of Learners Foundation has already integrated the CRC in the training of early childhood development workers, within parent education programmes, and also in the work undertaken with the government day-care workers. The educational children's programme on television, primarily targeted at young children, has devoted this year's programme to building on the theme of the rights of children. A proposal has been made to UNICEF to develop children's picture books on the rights of children and use these books in day-care centres, kindergartens and at home by children and parents. These activities are viewed as part of the multi-faceted approach to linking ECD with children's rights and helping to make the CRC a reality for children from the earliest years of their lives. Linking the CRC with ECD is also one way of bringing it very close to families and communities — the levels closest to the child.

Committee on the Rights of the Child, is likely to be the most accepted form of monitoring. At the national and subnational levels, however, strong incentives, including financial incentives, for compliance, as well as significant penalties for non-compliance, will be essential complements to an effective system of monitoring progress in achieving

the agreed child rights objectives, as provided in the Convention. An approach of the sort described, adjusted to the circumstances and capacities of different countries, can help ensure that the progressive achievement of the goals of the Convention on the Rights of the Child leads to more than just another illusory utopia in the realm of human rights.

VII. RENAISSANCE FOR THE YOUNG CHILD IN THE 21ST CENTURY: THE CHALLENGE AND THE OPPORTUNITY

ECD Policy Framework Revisited

Recognizing the advantages of a collaborative process in the early stages of policy development, UNICEF gathered a group of international child development experts to help sharpen our thinking and clarify our principles as we move forward from policy formulation to the articulation of specific actions. Following a review of the principles for action, principles for learning and the typology of complementary programming strategies that undergird UNICEF's current policy, the meeting began with a more focused analysis of three accepted strategies. These included parent education, community partnerships and linkages with programmes for vulnerable children. For each of these strategies an attempt was made to assess: where we have been; why is more focused attention required; what principles for action should guide our work; and finally, what specific interventions should be pursued.

Parent education programmes — those that strengthen parents and caregivers' child development knowledge, skills and practices — have emerged as the cornerstone of UNICEF's ECD strategies. Utilizing a combination of intervention channels, including the media, the discussion focused on the need to recognize parents as the first and primary educators of their children, and the most important component of long-term enhanced child and family outcomes. It was emphasized that the tremendous variability in how parents rear children must be balanced alongside universal child behaviours and parental responses. A typology of options regarding the participation of parents in various ECD activities was proposed.

The discussion of community partnerships began with an assessment of why participation is critical and what we have learned from the past. A wide range of innovative strategies to incorporate the existing skills and talents of communities as, for example, creating hybrids of insider-outsider expertise was presented. Participants acknowledged that the participation of community members in ECD activities returns benefits directly to the community as well as to families and their children. In addition, other less direct benefits included the consideration of cultural specificities, the provision of services closer to potential users and the increased likelihood of promoting integrated service delivery through community associations.

Capitalizing on knowledge gained through past initiatives, strategies to reach children in areas affected by organized violence, children with disabilities, and the health, education and protection of young girls must be implemented. Regarding our capacity for interventions directed to these more difficult groups, several challenges were highlighted. To what extent can existing ECD materials and methods be directly transferred to these more targeted groups of children — how and in what ways do they need to be adapted? Secondly, it is crucial that the operationalization of linkages be carefully and realistically analysed. In a system structured by programme content, how can we form bridges across sectors to prevent parallel programme development? Finally, how can we tap into existing materials and expertise and uncover what already exists? At the same time, new crises requiring immediate responses emerge every day. How can we respond more efficiently to these changing circumstances and monitor what was learned in the process?

The Challenge: Cross-cutting Implementation Issues

In addition to the challenges of understanding the cost and financing of ECD and of overcoming the existing inertia surrounding monitoring and evaluation, several recurring implementation issues emerged throughout the discussions. They resurfaced once again as participants described the set of obstacles and barriers hampering the implementation of ECD programmes. Among these were: lack of multi-level training schemes; absence of materials combined with difficulties of distribution and dissemination; pilot-level initiatives which cannot achieve scale; large-scale programmes which cannot be sustained; and rigid infrastructure resistant to innovative methods. Mention was made of the fact that diverse national contexts present quite different opportunities, resources and constraints when implementing ECD programmes, and that generic principles of ECD programming must be adapted to these varied contexts in order to be effective. Programme adaptations are needed in countries facing anarchy and war (such as in former Yugoslavia, Somalia, Liberia and Sierra Leone), extreme poverty (as in South Asia or sub-Saharan Africa), major poverty (for instance in Latin America, Indochina and West Asia), as well as in emerging industrial states (e.g. Thailand, Malay-

sia, Mexico, Middle East) and mature economies (such as Europe and North America).

The discussion of such concerns, while not new to educational practitioners and programmers, was however accompanied with insight and the hint of optimism which comes from the creative identification of potential solutions. In this regard, a key task was proposed: to replicate, increase coverage and document carefully those agreed upon principles. This would extend the state-of-the-art beyond the collection of interesting policy declarations and smaller-scale activities which have characterized the field to date.

Strategic activities were identified, as indicated below:

- Design an action research agenda based on updated or recently designed policies, which is developed at national and regional levels to ensure the improvement of policies, plans and programmes for ECD. Sustain documentation efforts which test and disseminate innovations quickly.
- Foster continuous high-level policy dialogue through advocacy interventions, such as regional fora, and formulation of orientations for governments regarding local initiatives for ECD.
- Forge multisectoral and multilevel linkages to ensure comprehensive, continuous and integrated programming, beginning with prenatal education and health care to preparation for success in primary school. Build alliances with governments, NGOs and research bodies, as well as technical and community institutions for the same purpose.
- Develop monitoring and evaluation mechanisms which allow for continual adjustment and refine-

ment of preventive and remedial interventions.

- Explore, develop and utilize the tremendous potential of communication and media technology to enhance all aspects of programme planning, design, implementation and evaluation, within and across countries and regions.
- Promote participatory planning and utilization of results in the design of programme strategies.
- Reorient preschool education programmes towards home-based and community-based programmes with parents' empowerment as a main feature.
- Ensure linkages of innovative pilot activities with larger-scale national efforts.
- Focus on training, and particularly training of trainers.

The Opportunity: Policy Formulation

The discussion peaked with an enthusiastic and emotional plea to the international community to redefine, in broad conceptual terms, the role and function of ECD initiatives within the human development arena. Six recommendations were put forth:

- To include ECD in a broader framework of human capacity enhancement, and make it an entry point for any human development strategy.
- To pursue the development of inclusionary models of child, family and community development; *inter alia* addressing principles of professionalism, and valuing quality.
- To consider ECD as a foundation of basic education, and not only as a major supportive strategy. ECD is more than a need to be met. Rather, it is a

USAID - Human Capacity Development Center - A New Activity Description: Progeny Emily Vargas-Baron and Frank Method

"... Early childhood and family development are the first stage of a comprehensive strategy of human capacity development. It is a positive investment in strengthening the capacity of the young child, avoiding developmental delays, ensuring psychosocial support and reducing the disparities in preparation for school. In the early years, children learn fundamental skills and develop in ways that are critical to their success in their future education. In short, they develop the capacities that will enable them to be full participants in a sustainable society..."

means to achieve quality learning. In this respect, minimum quality standards should also be developed and be part of any intervention in favour of the young child.

- To ensure that in any overall approach to ECD, current ideas, cultural patterns and practices from all regions of the world be equally represented, respected and understood.
- To continue to promote a holistic approach to young child development, taking into consideration both the health and nutritional aspects of the child, and his or her emotional and social needs.

- To move away from donor-driven development by promoting collaboration between the donor community and the host countries in order to ensure appropriate identification of priorities and to pursue innovative strategies to attract sustainable sources of funds.

If the overall goal of the workshop was to forge new alliances while solidifying existing linkages, and to bring closure to the successes and the failures of our past while shedding light on the directions of the future, then the group of child development experts assembled in Florence did indeed see the dawn of a renaissance for the young child in the 21st century.

ANNEX 1:

WORKSHOP AGENDA

Wednesday, 31 May — Policy Overview: Early Childhood Development Revisited...

<u>Morning</u>	Welcome Session / Introduction: Mario Ferrari, Innocenti Centre Cyril Dalais, UNICEF New York Review of “Towards a Comprehensive Strategy for the Development of the Young Child”: Cassie Landers, UNICEF New York
<u>Afternoon</u>	Working Groups Key Tasks: 1. Review overall Early Childhood Development (ECD) policy and programme strategy; identify themes requiring priority attention. 2. Strategy development: Strengthening ECD services to the girl child, the disabled child, and children affected by organized violence. Plenary Session

Thursday, 1st June — The Community as Partner in ECD Programmes

<u>Morning</u>	The community, major source of support to parents and other caregivers in the family. Focus on the mechanisms for better community involvement and participation: Sheldon Shaeffer, UNICEF Bangkok Group Discussion
<u>Afternoon</u>	Country Illustrations: Ghana: Seema Agarwal, UNICEF Accra. Peru: Francisco Basili, UNICEF Lima. Group Discussion

Friday, 2 June — Starting Early: Parents, the First Educators...

<u>Morning</u>	Parenting Young Children... Marc Bornstein, National Institute of Health, Maryland, USA Video Presentation: A Video-based Parent Education Strategy Cassie Landers, UNICEF New York
<u>Afternoon</u>	Group Discussion Country Illustration: Philippines: Feni de los Angeles-Bautista, Community of Learners.

Saturday, 3 June — The Convention on the Rights of the Child

Morning The Convention: A Tool for Programme Implementation?
James Himes, Innocenti Centre, Florence

Country Illustration:
Namibia: Prof. Barnabas Otaala, Consultative Group on ECCD.

Group Discussion

Presentation of current strategies and activities in ECD programmes by representative(s) of each institution / organization

Monday, 5 June — ECD Programmes: Costing and Financing; Monitoring and Evaluating

Morning Overview of ECD Activities Undertaken by the World Bank:
Mary Young, World Bank, Washington DC

Africa: Focus on Cost and Finance Issues in ECD Programmes:
Nat J. Colletta, World Bank, Washington DC

Country Illustrations:
South Africa: Sal Muthayan, South African Congress for Early Childhood Development, Pretoria
Venezuela: Leonardo Yanez, National Director for Preschool Education, Caracas

Afternoon Monitoring and Evaluating ECD Activities:
Mario Orlandi, UNICEF New York

Country illustration:
Namibia: Niki Abrishamian, UNICEF Windhoek

Group Discussion

Key Tasks:

1. Highlight critical issues in establishing an ECD Monitoring-Evaluation System.
2. Propose Information Management Systems.

Tuesday, 6 June — Closing Session: Towards the Future: The Challenge and the Opportunity

James Himes, Innocenti Centre
Manzoor Ahmed / Cyril Dalais, UNICEF New York

ANNEX 2:

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ANNEX 3:

BRIEF PROFILES OF PARTICIPATING ORGANIZATIONS IN THE AREA OF ECD

In the spirit of collaboration, a session of the workshop was devoted to the review of participating organizations' ongoing programmes and activities in favour of Early Child Development. This appendix highlights the major themes/areas of their programme implementation.

Bernard Van Leer Foundation

Based in the Netherlands, the Foundation is an international institution which concentrates its resources on support for early child development (ECD). Its central objective is to improve opportunities for young children who live in disadvantaged circumstances. The Foundation uses two main strategies to accomplish this objective: supporting the development of innovative field-based approaches in the area of early childhood development; and sharing relevant experience with as wide an audience as possible in order to influence policy and practice.

In 1992, four organizations, Bernard Van Leer Foundation, UNICEF, UNESCO and Save the Children, committed themselves to giving particular attention to capacity-building through training, as it was felt to be a key area in quality improvement of ECD. This commitment materialized itself through a Joint Training Initiative named "Early Childhood Development: More and Better". Drawing on the training strengths of the agencies involved, this approach aims at enhancing the skills of early childhood trainers. Operating in selected African countries, it is intended to build on the knowledge and skills of those who are already trainers in ECD. Top-level trainers are trained through the initiative and, in turn, train others to create a national cadre of trainers. The national cadre of trainers then trains those who work with young children and their families in education, health or community development settings. Taking into account the learning needs of adult learners, it uses experiential, participatory training methods which are most appropriate for adults, including parents and community members. The training courses cover the following areas: parent involvement/working with parents and communities; critical analysis of curricula for children and parents; application of participatory methods to key areas of the ECD curriculum; preparation of participatory learning materials for different levels; working with ECD and primary teacher training institutions; evaluation and data gathering skills; interaction skills; sensitizing and influencing governments as well as mobilizing communities around ECD issues; and planning training for national ECD cadres.

Christian Children's Fund

The Christian Children's Fund (CCF) is affiliated with over 1,300 community-based projects that benefit approximately 2.5 million children worldwide. In community-based, ongoing programmes, CCF focuses on meeting the long-term needs of children while promoting self-sufficiency. A three-year strategic plan has been developed, and focuses on capturing, documenting and learning from programming experience. Two critical components of this plan are to measure programme impact on the lives of children and to integrate early childhood development programme concepts into the design and implementation of projects.

CCF has a strong tradition in its projects in different parts of the world of working with children and parents at the community level. Recently, the organization has been working with special emphasis at developing quality ECD strategies which are adapted to the different circumstances and needs of particular areas of the world. Exam-

ples of these are: in Southern Africa, where the main overall goal is to reduce the effects of violence on children in Angola, South Africa and Mozambique. In Angola, the country programme strategy is focused on the Mobile War Trauma Teams project, started in Luanda in October 1991 and extended to five other provinces, in which child care workers are trained on how to identify and treat children traumatized by exposure to violence. Work in South Africa is being linked to training community volunteers to address the psychosocial needs of children in violence-torn communities. In Mozambique, work is planned with communities of returnees from Zambia in Northern Tete Province. In CCF's three African Offices (Kenya, Uganda and Ethiopia), an integrated strategy is planned, based on child survival, ECD and food security. For the regions of Eastern and Central Europe and the NIS, ECD programmes are designed to address the needs of children suffering the consequences of social and economic transition. Children in especially difficult circumstances in these regions are those with disabilities, the abandoned, children and youth in conflict with the law and those suffering from the consequences of severe environmental disasters or pollution such as the nuclear explosion at Chernobyl.

Community of Learners Foundation

The Community of Learners Foundation (COLF) is a non-governmental organization working in different parts of the Philippines, with 85 full-time staff members. It works directly with 675 children in its School for Children and at least 2,000 families annually through different community-based programmes. COLF also works annually with 12 to 15 other partner NGOs and community-based people's organizations, and since 1993 with volunteers, workers and trainers of the national Department of Social Welfare and Development, through training and support programmes. These training and support programmes emphasize participatory and learner-centred approaches to working with parents, ECD workers and adults who work with young children.

COLF's community-based programmes have shown the tremendous potential of parent education programmes for early childhood care and development as well as community development. COLF has always seen parent education as both a means and an end in itself. It is an effective means for supporting child growth and development as well as an effective entry point for community development. It is an end in itself in terms of supporting adult growth and development and responding to the needs of parents and caregivers (including grandparents, aunts, older cousins) as learners and human beings. It is a means to help parents and other members of the community explore their capacity to identify their own problems and needs so that they can also begin to work towards the resolution of these problems, especially those that have to do with their basic needs — food, shelter, health care, education, livelihood.

Consultative Group for Early Childhood Care and Development

The Consultative Group is an international, inter-agency group dedicated to improving the condition of young children at risk. Working on several levels to keep young children on the agenda of policy-makers, funders and programme developers, the Consultative Group consists of a broad membership of international organizations, a Secretariat and a group of Field Representatives active in Early Childhood Care and Development (ECCD) networks in diverse regions of the world. Nineteen organizations have participated in the Consultative Group. Under the auspices of the Group, an active knowledge Network has been established that presently incorporates approximately 1,800 individuals or institutions in 120 countries, crossing disciplinary and sectoral lines.

In addition to publishing the *Coordinators Notebook* twice a year, and the *Funders Folio* (recently renamed the *Network Notes*) quarterly, the Group, through its Secretariat, has been responsible for producing concept papers, reviews, case studies, digests, evaluations, summaries of meetings, manuals, booklets and periodic mailings of current materials to Network participants. The CG is preparing a large World Wide Web Site on the inter-

net to pull together working papers, reports, information, on-line resources and non-electronic resources relating to young children (0-8) and their families. The ECCD site will be part of the Children's House in cyberspace, a site linking all the major resources relating to international development in support of children.

Funda Preescolar

Created in 1990, *Funda Preescolar* is a foundation based in Venezuela which aims at increasing the coverage of preschool education. It is part of a larger social development project ('*Proyecto de Desarrollo Social*') that provides support to young children in critical poverty situations. One of the advantages of *Funda Preescolar* is its effectiveness in the use of funds, coming from an agreement between the National Treasury and the World Bank. The main objective of *Funda Preescolar* is to respond to the educational needs of 900,000 children of poor urban and rural zones who are deprived of preschool attention.

The current project has two components: the building of preschool classrooms and the provision of appropriate furniture and equipment as well as educational materials for 0 to 6 year-old children; and the development of training activities for teachers, supervisors and principals in order to improve the quality of preschool education. This second component is viewed as a permanent process, based on the creation of training teams at central and local levels. In 1995, a massive training programme was developed in cooperation with the universities. Changes in the training strategy have been planned for 1996, which should lead to the establishment of stronger links between universities interested in the programme and *Funda Preescolar*, through the coordination of preschool local training teams of the Ministry of Education.

National Institute of Child Health and Human Development

Child and Family Research Section

This section investigates dispositional, experiential and environmental factors that contribute to physical, mental, emotional and social development in human beings during the early years of life. Laboratory and home-based studies use experimental techniques, behavioural observations, psychophysiological recordings, standardized assessments, rating scales, interviews and demographic records to describe, analyse and assess the capabilities and proclivities of developing children, the nature and consequences for children and parents of interactions within the family, and children's exposure to interactions with the inanimate environment. Research topics concern the origins, status and development of constructs, structures and functions in the early years of life; effects of child cognitive and social characteristics and activities of parents; and the meaning for children's development of variations in parenting and in the family across different socio-demographic and cultural groups. Project designs are longitudinal, cross-sectional and cross-cultural. Socio-demographic comparisons include SES, maternal age and employment status, child parity and day care, and the like. Cross-cultural study sites include Argentina, Belgium, England, France, Israel, Italy, Japan and Kenya as well as the United States of America.

Organization of American States

The Organization of American States (OAS) is the world's oldest regional organization, dating back to the First International Conference of American States, held in Washington D.C. from October 1889 to April 1890. The main objectives of the OAS are: to strengthen the peace and security of the continent; to promote and consolidate representative democracy, with due respect for the principle of non-intervention; to prevent possible causes of difficulties and to ensure the pacific settlement of disputes that may arise among the Member States; and to promote, by cooperative action, their economic, social and cultural development.

In the area of ECD, the OAS has developed expertise in counselling, advocacy and quality improvement of curricula. It has organized many training activities and, with the cooperation of governments and various institutions, international seminars and symposiums. The first symposium held in Chile was on 'Cultural Fitness in Latin America and Integrated Services for Early Childhood'. The second held in Peru concerned the 'Participation of Families and Communities in Integral Development of Children under 6'. The third held in Costa Rica related to 'Integral Development Programmes for Children living in Poverty'. In November 1996, the fourth symposium will be held in Brazil. The conclusions and recommendations of these symposiums are utilized as suggestions in the educational policies of each country. Two books are also in the process of being published: one about the integral development of children under 6; the other, on child care.

Organisation Mondiale pour l'Education Préscolaire (OMEP)

Founded in August 1948 in Prague, OMEP aims at using every possible means to promote for each child the optimum conditions for his well-being, development and happiness in his family, institutions and society. To this end, OMEP shall help any undertaking which could improve early childhood education. OMEP shall support scientific research which can influence these conditions. Thus OMEP shall contribute towards the understanding between mankind and thereby contribute to the peace of the world.

The focus of OMEP on the life of young children and their development and education includes interest in research and development projects within this field. The orientation towards early childhood (0-8 years) also naturally includes concern for the parents and especially the mother of young children and the family environment in which the child is growing up. The focus on education and care at this age level cannot be separated from the context in which young children are living, which indicates that all work for young children should be conducted in an integrated way, taking into account the cultural, local and personal initiatives and preferences.

For 1994-1996, a Toy Library Project was set as a priority by the organization. The objective is to enhance the value of play and toys as factors in the overall development of the child, in cooperation with and by the communities with children who are seriously disadvantaged both educationally and socio-economically. The idea is to replicate throughout Latin America the model for setting up toy libraries in disadvantaged neighbourhoods that was developed by OMEP-Colombia between 1986 and 1993 in the district Bosque Calderon, using the Canadian expertise on play, play materials and utilization of recycled materials in games and toys. The dual north and south expertise help ensure respect for the distinct cultural identities of the Latin American neighbourhoods, regions and countries where toy libraries are established.

Save the Children / USA 'Strong Beginnings' Basic Education / ECD Programme

Since 1932, Save the Children/USA (SC) has been making lasting positive differences in the lives of disadvantaged children, internationally, through long-term community development programmes. Building on successes in child survival, and in response to the 1990 Education For All by 2000 call to action, SC initiated Strong Beginnings, a global basic education / ECD action research programme. The Strong Beginnings educational model connects community-based, low-cost ECD, primary education and adult literacy in a mutually-reinforcing spiral of educational attainment.

The programme comprises 15 local community-based innovations, vertically linked to national basic education reform and ECD expansion activities, and a range of international documentation dissemination and policy activities.

Sites include Thailand, the Philippines, Bangladesh, Nepal, Mali, Mozambique, Malawi, Ethiopia, El Salvador, Bolivia, Haiti, Ex-Yugoslavia, Jordan, West Bank & Gaza, and Washington Heights/ New York City.

South African Congress for Early Child Development

In 1990, it became evident that political settlement between the apartheid Government and the liberation movement was to usher in a democratic process of transformation which would collectively free all South Africans. A process was initiated to establish a united national ECD organization in South Africa and, accordingly, the South African (S.A.) Congress for ECD was launched. During its first year of experience, Congress has succeeded in focusing the national and provincial governments' attention on ECD issues: ECD policy was featured in the White Paper by members of the South African Congress. Since then, the Congress made sure that the policy was effectively implemented and, as a result, became part of a coordinating committee advising the Government on implementation issues. The S.A. Congress for ECD is presently assisting the Government in the development of an accreditation programme and a core curriculum. This will ensure that non-formally trained ECD workers receive official certification of their contribution to ECD.

An important area of work has been the international arena. A considerable amount of work has been accomplished, with the Congress being recognized as the legitimate, representative ECD body in South Africa. Congress has been active in networking initiatives and is playing a key role in the Africa ECD Network, organizing the process of establishing the network via the DAE (Development of African Education) Steering Committee.

United Nations Educational, Scientific and Cultural Organization (UNESCO)

UNESCO's Young Child and the Family Environment (YCF) Unit coordinates research, activities and initiatives undertaken by UNESCO in early childhood care and education, parent and family education, and in favour of the UN Convention on the Rights of the Child. With the help of its specialized services, its roster of consultants, its partnership with sister agencies of the United Nations — in particular UNICEF and WHO — and the cooperation of major institutes and NGOs, UNESCO provides various services to its Member States, UN agencies, foundations, organizations and individuals working in favour of children and families.

Among its activities are:

- supporting early childhood development/family education programmes in the Middle East, the Pacific, Latin America and South East Asia;
 - producing directories, training materials, briefs and research results on early childhood topics;
 - creating graduate-level diplomas in early childhood in selected universities in Brazil, with the Centre International de l'Enfance, and training modules in Chinese universities for the Convention on the Rights of the Child;
 - sponsoring sub-regional training workshops for administrators in policy and organization of informal early childhood development systems in the Pacific (Fiji), East Africa (Uganda) and the Middle East (Palestinian Territories);
 - strengthening or establishing regional Early Childhood Co-operating Centres in Europe and francophone Africa;
 - undertaking a national inventory of early childhood resources in Burkina Faso to reinforce national capacity and potential in the care and education of young children;
 - providing assistance to the UN Committee on the Rights of the Child in monitoring the Convention, in particular as it relates to education and culture; promoting training for teacher trainers on topics related to the Convention; assisting governments and non-governmental organizations in publishing children's versions of the Convention and guidebooks for teachers.
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United Nations Children's Fund (UNICEF)

The mandate of UNICEF is to promote the survival, protection and development of children. Central to this mandate is the right of every child to participate in and benefit from basic education. Basic education is the foundation for the full development of human potential — it provides both the essential learning tools as well as the basic knowledge and skills necessary to function effectively in the social, political and economic environment.

Presently, Early Childhood Development serves as supportive strategy to UNICEF's action towards universal primary education. UNICEF stresses the fact that learning begins at birth and continues throughout the life of an individual. Care and attention in the early stages of life determine, to a great extent, the child's later intellectual and emotional development. Relevant ECD programmes help to compensate for the deprived family and community environments of many children. A stimulating and caring environment is an essential foundation for education. Parents and caregivers need to have the knowledge and skills to promote and protect the normal growth and development of the young child. UNICEF support in this area is directed to improving the skills and capacities of parents and caregivers and to community- and family-based activities, with attention paid to cost-effectiveness and programme sustainability.

UNICEF International Child Development Centre

The UNICEF International Child Development Centre (ICDC), also referred to as the *Innocenti Centre*, was established in Florence, Italy, in September 1988. The Centre undertakes and promotes policy analysis and applied research, provides a forum for international professional exchange of experiences and disseminates ideas and research findings resulting from its activities. On a highly selective basis, the Centre also provides training and capacity-building opportunities for UNICEF staff and professionals in other institutions with which UNICEF cooperates.

University of Victoria

School of Child and Youth Care

The School was established at the University of Victoria in 1973. At that time a unique programme in North America, the School has played a leadership role provincially, nationally and internationally in promoting the well-being of children, youth and their families through research, education and professional development.

In cooperation with UNICEF, the School organized a three-week Summer Institute in June and July 1995. The principal objective of this Institute was to bring together experienced academic and programme professionals to plan the scope and structure of an ongoing programme for the training of ECD trainers and senior-level programme officers from around the world, with a particular focus on the needs of children, families and communities in developing countries. The format of the Institute was interactive and participatory. It was designed to model a flexible and creative approach to adult education that can subsequently be employed with in-country training. This particular format has evolved over a six-year period at the School of Child and Youth Care and has been well received by mid-career ECD professionals.

Building on the success of the 1995 International Institute, a Regional Institute to take place in Southern Africa in 1996 is currently being planned. It is anticipated that an International Institute would then follow again in 1997.

United States Agency for International Development (USAID)

As part of the reorganization of USAID in 1994, the Bureau for Global Programmes, Field Support and Research (Global Bureau) was established. The five centres of excellence in the Global Bureau are: Democracy and Governance; Economic Growth; Environment and Population; Health and Nutrition; and Human Capacity Development.

The Center for Human Capacity Development (G/HCD) provides technical leadership, research evaluation and field support services to achieve USAID strategic goals and help nations improve and expand access to the quality and effectiveness of learning opportunities in formal, non-formal, and informal educational settings. The development of human capacity — the ability of people to discover, learn, improve and maintain, which permits them to participate at all levels of society in matters which affect them — is a lifelong learning process. Beginning at birth in the family circle, and extending into the community, market place and formal classroom, people gain the knowledge, cultural values, understanding and skills required for survival, individual fulfillment and their participation in and contribution to society.

One of G/HCD's two strategic objectives is to help nations improve and expand basic education. Basic education includes early childhood development, primary and secondary education, teacher training, adult literacy and numeracy, and civic education within the context of a national system of education and training. To reach this objective, two projects are being undertaken — namely, Progeny: Meeting the Developmental Needs of Young Children and Their Families, and Girl's and Women's Education Projects. The Progeny project will provide field support for integrated, comprehensive, continuous and culturally-appropriate approaches to meeting the developmental needs of young children and their families. The Girls and Women's Education project seeks to build local capacity to identify barriers to girls' education, develop and implement appropriate policies, programmes and practices to overcome them and ensure increasing educational opportunities for girls at the primary and secondary levels.

World Bank

Health and education projects are central to the World Bank's strategy of poverty alleviation. The Bank is the largest single source of external funding for health and education in developing countries. And increasingly, Bank investment has been directed toward young children — the human capital of the future.

Projects on early childhood development have several different, though complementary, objectives; these, in turn, call for different designs and are directed towards different participants. As well as delivering services to children, projects are designed to educate caregivers, and to inform and persuade the public of the need for interventions. Some projects concentrate on one of these interventions, others combine them.

By the end of fiscal 1994, the Bank will have lent cumulatively over US\$745 million for projects that integrate health, nutrition and early child care services for young children in developing countries. These loans have been made both through free-standing projects and as part of other social sector projects.

New Bank initiatives have been undertaken in different regions of the world: in Africa, a regional sector study on parenting and early child care in Kenya, Mauritius, South Africa, and an integrated early childhood services project in Kenya; in Asia, policy discussions on integrated early childhood development projects in Indonesia and the Philippines; in Latin America, projects in Paraguay and Colombia are designed to expand community- and home-based day care centres, and in Argentina to address maternal and child health; and in the Middle East, a project requested by the Government of Turkey on parental education to ready young children for primary school.

ANNEX 4:

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