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**Regional Monitoring of Child and
Family Well-Being:
UNICEF's MONEE Project in CEE and the CIS
in a Comparative Perspective**

GÁSPÁR FAJTH**

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**UNICEF Innocenti Research Centre, Florence.

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Abstract

The paper outlines the goals, organization and methodology of one of the most authoritative attempts to monitor the situation of children and women in countries undergoing rapid social and economic change. UNICEF's "Public Policies and Social Conditions: Monitoring the Transition in Central and Eastern Europe and the Commonwealth of Independent States", known as the MONEE project, has been gathering and sharing data on the situation since 1992. The project, through a series of reports on child and family well-being, has had a remarkable impact on policy makers, academics, politicians and members of the public. One of the keys to its success has been the comprehensive set of demographic and social indicators and related policy and institutional information collected via a wide network of experts. By drawing a comparison with similar analytical efforts, this paper highlights the distinctive features of the project, including a holistic and regional perspective based on a systematic mix of statistical and analytical investigations. This approach offers some comparative advantages relative to UNICEF's global surveys and national situation analyses in terms of its capacity to grasp key patterns of change and the role of institutional factors. While proposing a greater role for regional monitoring in development work, the paper envisages that similar efforts will not always take the same path. It concludes, however, that the MONEE project also provides valuable lessons for social monitoring in other countries and regions.

Key words: Regional monitoring; Social indicators, Child poverty; Child rights, Transition; International comparisons.

1. Introduction

The collapse of communism and the introduction of market reforms in Central and Eastern Europe and the former Soviet Union has provoked a great deal of descriptive and analytical effort by the international community. Sudden and drastic changes have affected every part of human life, making it vital to assess the needs for external assistance, the strength or weakness of domestic traditions in social and economic analysis, and the urgent need to reform – or even create - institutions, policies and information systems.

This paper focuses on an initiative from UNICEF, the United Nations Children's Fund. The initiative - "Public Policies and Social Conditions: Monitoring the Transition in Central and Eastern Europe and the Commonwealth of Independent States", better known as the MONEE project, represents a major effort on the part of an international organization to monitor the impact of social and economic changes on women and children. The main goal of the project is to help ensure that the interests of children and

women are not overlooked in the debate on policy formulation during the transition to a market economy. To achieve this goal the project produces:

- a series of comprehensive regional-level analyses called "Regional Monitoring Reports";
- associated national or thematic publications;
- a public-use database, called "TransMONEE".

Following UNICEF's best traditions in country operations the project has been built upon a collaboration and joint learning process with local partners and sister agencies.

This paper presents a concise description of the key features of the project; these are then examined in a comparative light in order to derive the lessons learned for regional and social monitoring. The discussion is organized as follows:

- an introduction to the region;
- a summary of the main features of the project: its principles, geographical coverage, organization, work schedule, outputs and impact strategy;
- a comparison between the project and UNICEF's mainstream monitoring and analytical efforts, as well as similar initiatives by other organizations;

The paper also calls attention to the potential gains from a wider use of regional-level social monitoring as a development and advocacy tool. The paper closes with conclusions on the possible contribution of this project in such a perspective.

2. The Region: Change and Challenges

At the time of the fall of the Berlin Wall in 1989, the eight communist states - Albania, Bulgaria, Czechoslovakia, Hungary, Poland, Romania, the Soviet Union and Yugoslavia - all belonged to the industrialized world. Their demographic profile resembled the Western industrialized societies, with the exception of the Central Asian republics of the USSR. Their employment, education and health personnel figures were impressive. The Soviet political, economic and social system, a pattern that the Central and Eastern European countries also shared to a large extent, resulted in similar achievements - and problems. On the one hand, for example, a range of generous cash and in-kind child and family benefits existed (Ferge 1991, Fajth 1994, Fajth and Zimakova 1997). On the other hand, modern family support services were entirely missing, and child protection reflected a rigid 19th century approach (Burke 1995, Harwin 1996, UNICEF 1997a).

The strengths and weaknesses in the production and use of information were also similar. An important feature was the closed nature of all these societies. Political constraints and secretive publication practices hindered analysis and debate, and elementary data were often inaccessible to public scrutiny. As a result, there was considerable public distrust of official figures. Statistics were subject to political constraints in different degrees in these countries, but the state commanded a massive statistical apparatus everywhere. Although data were often of poor quality, not all information was unreliable; in several areas data were comparable with those in other industrialized countries or just reflected a different methodology (Atkinson and Micklewright 1992, Fajth 1993). The political transition has, therefore, opened a unique possibility to exploit huge sources of information that had not been used, or had been underused, and to improve statistics and analysis.

The very nature of the transition - the emphasis on the private sector and the reduced emphasis on the State - has represented an enormous challenge for the well-being of the more than 100 million children in the region. In some places the State has collapsed or virtually ceased to exist. In a process that has not always been peaceful the number of countries has grown from eight to 27. Since 1990 Albania and five newly independent states of the former Soviet Union have found themselves among the low-income countries (UNDP 1997), and even the middle income countries have found it difficult to finance the social sector. In the first part of the 1990s GDP has fallen in a range from 15 to 70 per cent in the 27 countries.

Full employment ceased to exist; real wages plunged. Full basic education enrolment and health service coverage rates were eroded; income inequality has grown (in many countries it has exploded), and hardly any economic or social indicators have remained unaffected. Deterioration in life expectancy, especially among men was particularly shocking: in 22 of 23 countries on which time series are available, life expectancy has worsened during the early 1990s (UNICEF 1999c).

The developed world has launched comprehensive technical assistance programmes to help reconstruction. International organizations have established or strengthened their presence. Bilateral initiatives have mushroomed. New regional institutions, such as the European Bank for Reconstruction and Development (EBRD) have been created. UNICEF, too, has gradually enlarged its activity in the region. Prior to transition, UNICEF had National Committees to raise funds for UNICEF's global work in some of these countries, but there were no national programme or advocacy activities in the region. Between 1990 and 1996 offices were opened in all southern countries (with the exception of Bulgaria), where political and economic changes - often man-made emergencies - have particularly affected children and women. In 1996 a UNICEF Regional Office was created to

cover all the 27 countries of the region but Slovenia; and in 1997 a special Representative was appointed to Russia, Ukraine and Belarus.

3. The MONEE Project: A Tool for Regional Monitoring, Analysis and Advocacy

The regional monitoring project in Central and Eastern Europe and in the countries of the former Soviet Union was initiated by the Economic and Social Policies Research Programme at the UNICEF Innocenti Research Centre (at that time known as the UNICEF International Child Development Centre), in Florence, Italy, in September 1992. The project has been a pioneer in many ways, and has paved the way for other organizations wishing to focus on the human side of the transition. It has based its monitoring and analysis on an ambitious data collection strategy. The project has involved pioneering work in the sense that it has preceded or augmented, and not just followed on the heels of, UNICEF programme activities in parts of the region.

▪ **3.1 *General principles***

The original formula of the project is simple: select a set of social indicators, investigate what patterns of change they show, and check whether current policies are responding to them. The purpose of the project and the way it carries out this procedure has, however, been ambitious from the start.

Purpose and coverage. The purpose of the MONEE project is to:

- highlight the impacts and implications of rapid economic and social changes on child and family well-being;
- monitor and report on any immediate deterioration, or on the lack of achievable improvements in related indicators;
- point to the role of policies and suggest alternative strategies.

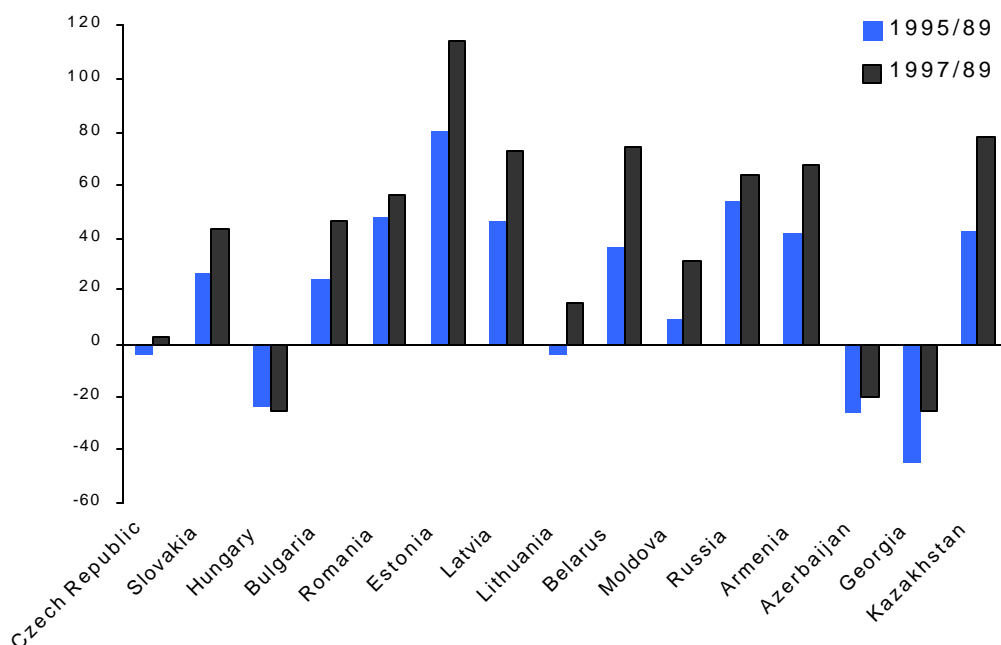
The project now covers all 27 countries of Central and Eastern Europe, the Baltic states and the Commonwealth of the Independent States (CEE/CIS), having covered seven CEE states plus Russia and Ukraine in its earliest days. While multi-country coverage is an important principle for the purposes of comparison, full coverage is not and has been reached only gradually.

Analytical unit and focus. The key analytical unit is the child. However, a considerable part of the data collected is intended to increase understanding of the child's environment: the family, the school, the community and the country. The standard analytical focus of the project is on changes over time,

i.e. on comparison with the initial conditions. The primary goal, therefore, is not to reach an international comparison in the traditional sense (to measure differences in welfare levels across the region), although this is a welcome side-product in many indicators. The main objective is rather to capture and compare emerging patterns of change in various countries and sub-regions – and search for explanations. The baseline is generally 1989, the last pre-transition year. Currently the project follows only annual changes; in the initial period it also paid attention to mid-year developments.

Figure 1 illustrates the multi-country and inter-temporal focus of the project reproducing a graph from a recent Regional Monitoring Report. The figure shows the changes in the ratio of infants placed in child homes; data which the analysis identified as a sensitive indicator on child abandonment and institutionalization of children in the region. This figure, which also updates an earlier finding with more recent data, shows a marked trend in countries of the region for higher institutional placement rates. It also shows that a few countries are exceptions, the reasons for which are explored in the text of the report.

Figure 1: *How multi-country data reflect change over time (percentage change in the share of children aged 0-3 in institutional care, 1989-95 and 1989-97 – from report No.6*



Source: Women in Transition, MONEE Project, Regional Monitoring Report No. 6. UNICEF Innocenti Research Centre, 1999, Figure 1.15.

Note: The information refers to children placed in infant homes providing substitute parental care.

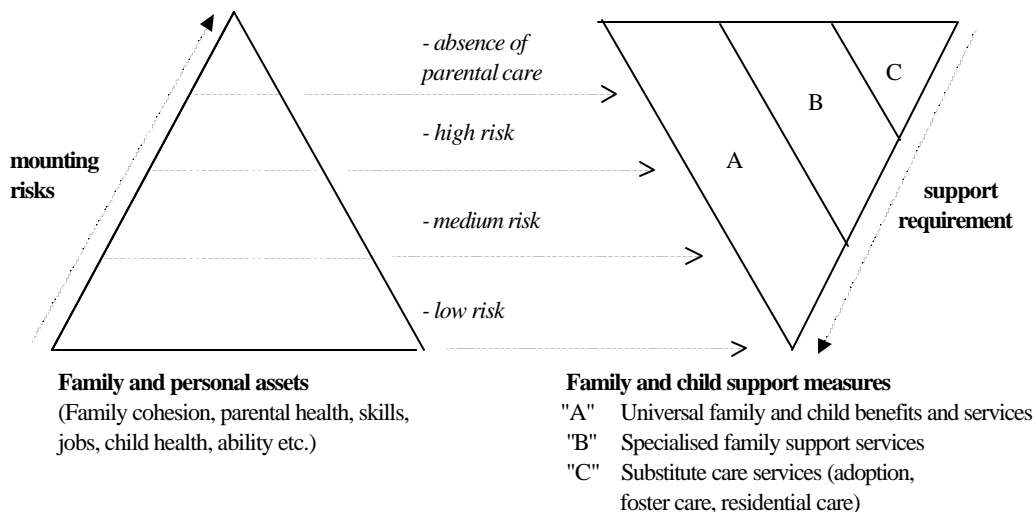
Approach to monitoring. The objective of general welfare monitoring is realized through a "core" set of indicators that cover a range of issues and by an in-depth investigation on a single theme, which require "additional" data in each year. The in-depth monitoring is chiefly to help analysis, but it also has a learning function: to accumulate knowledge on the key issues and the indicators that can more efficiently capture information on certain domains (e.g. child protection). In the light of the lessons learned the data request can be considerably reduced the next year without weakening the general monitoring capacity, i.e. losing sight of the issue. Although a new focus then may raise new data demands as well, overall the project can move towards a tighter grasp of the issues.

Theoretical framework. The project uses theories and insights to identify which issues to monitor and the ways to explain changes. The data collection reflects, therefore, hypotheses on causalities that are developed through an interdisciplinary approach adjusted to the main focus of that's year programme. Rather than applying one structural explanation (e.g. poverty as the underlying cause of all emerging problems), the project attempts to reconcile how the various theories in economics, sociology, epidemiology, social policy, etc., could best predict and explain changes. When setting its annual themes and developing its framework the analysis carries out a concrete and creative application of UNICEF and UN development policy approaches. It endeavours to reconcile economic and social concerns; it uses human rights agreements (such as the "Convention on the Rights of the Child" and the "Convention on the Elimination of All Forms of Violence Against Women") as benchmarks for policy assessment. An example on the theoretical framework developed for a Regional Monitoring Report is shown by Figure 2.

Data collection. The MONEE project has a "secondary" data collection strategy. It uses data already collected for specific purposes. Through direct contact with the central statistical office in each country, the project gains access to large datasets that are often under-utilized, not even published or published with limited circulation or time lags. This way it can reach an important advocacy advantage: to report "first" on emerging issues. The analytical advantage is also important. By "putting together" data in an original manner new conclusions emerge. These - and other advantages discussed later - make the link to country statistical offices a key principle of the project. In addition, data are available from third partners and published sources. Arrangements have been made with many of these partners, including the World Bank, the EBRD, the UN Economic Commission for Europe, the OECD and the CIS Statistical Office. UNICEF offices also provide valuable information.

Figure 2: *How to develop frameworks for the Regional Monitoring Reports: an example (The pyramid of protective factors and risks to be addressed – from Report No 4.)*

As family and personal assets weaken, risks for children mount (see the triangle on the left), which need to be addressed by some or -- if risks are very high -- all three of the main types of support policies (see the triangle on the right).



Source: Children at Risk in Central and Eastern Europe: Perils and Promises, MONEE project, Regional Monitoring Report No. 4, 1997, figure 4.3.

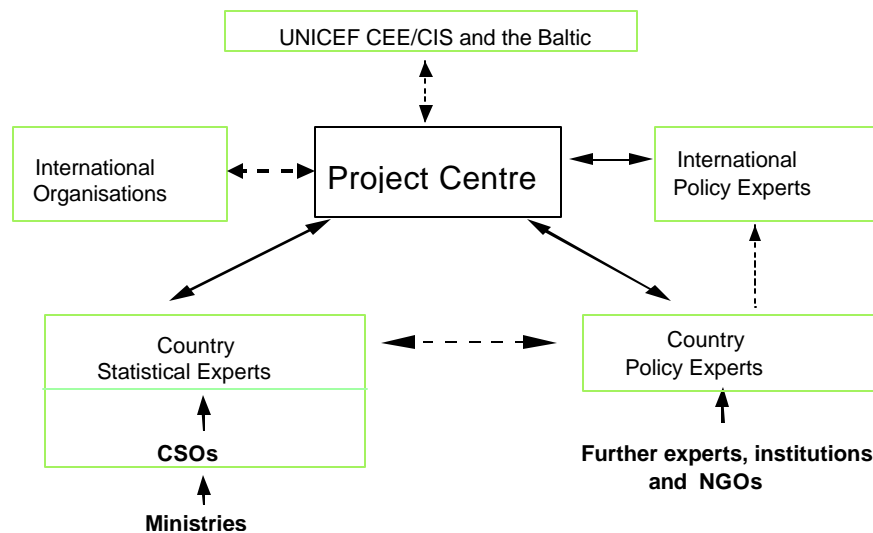
Audience. The project targets a wide audience ranging from top level politicians and parliamentarians to the interested member of the public. In doing so, it seeks to ally the international and national press as an important partner. The main target group, however, consists of professionals who work closely in decision-making in international agencies and NGOs (including UNICEF), regional institutions, national governments (including various ministries and agencies) and local administrations.

▪ **3.2 The organization and tools of monitoring**

As illustrated in Figure 3, analysis and data gathering at the project centre are assisted by networks within the countries, as well as a satellite of external contributors and advisers from the research community, regional institutions and international organizations, including other parts of UNICEF. The core MONEE project team at UNICEF Innocenti Research Centre is relatively small (one to two staff members and two to four consultants). The Centre has, however, crucial functions. It formulates research goals through consultation with the Regional Office; identifies country and international experts, mandates and orients their contributions; organizes training and regular

consultative meetings; maintains contacts with network members and with sister organizations; develops the conceptual approach and tools of monitoring; checks data and filters information; and compiles, edits, and disseminates the Regional Monitoring Reports and other project outputs.

Figure 3: *The network organization of the MONEE project*



Reporting networks from the countries. The project is built on a regular collaboration with officials and professionals from the region who feed two types of information to the project centre: data on social trends and information on policy arrangements. These are not collected on the same basis or in the same way. The statistical reporting covers all countries monitored by the project. The statistical network is based on contacts in the central statistical offices (CSOs), which have been chosen as the key partner in the countries. The CSOs are selected as key partners because most data relevant to the project are available in some form in these offices and because they have the expertise and, often, the authority to gather data from other sources in the country.

Following a visit by the MONEE team to each statistical office, a project co-ordinator is selected from the local staff through an agreement with the head of the institution. This contact person - who should, preferably, have a senior position within the CSO and maintain links with the project for several years - organizes the work of a small team. The team fills out a "statistical template" and prepares an "analytical report" (see later).

The goal to provide in-depth analysis and evaluation has required – especially during the initial years of the project - that policy information also be available through networks. In case it is needed, a separate network of

experts can fill out a "policy questionnaire" in a number of countries (see later). Additional policy information may be collected through direct consultations with local officials and from published sources.

As here the chief aim is to gain insights on how policies work out in a given context, a smaller selection of countries - one or two countries per main sub-region and not necessarily the same countries for each year - produces efficiency gains.

The statistical template. This is the basic monitoring tool. Its function is to ensure that statistics are available in a standard and timely manner on the requested areas in all countries. The template is a spreadsheet file that acts as a channel of communication between the project centre and the statistical contact person in the country; it includes time series and methodological notes. The template is created and revised at the project centre by matching analytical and statistical expertise, such as the capacity to conceptualise relevant issues and capture them by data. The analytical criteria, i.e. to monitor relevant issues, requires not only a general idea of what is relevant for child needs or rights, but also a concrete hypothesis about the causal relationships in the given context. Then knowledge is needed on what statistical indicators could approximate these and what data (and what data problems, definitions) exist in the countries. The basic statistical concepts are referred to or provided in the template. Still, a part of the methodological issues is normally explored only through the process of reporting. The link between analytical and methodological work is important, as experience has shown that often it is easier to obtain data than methodological information from the countries. Annex 2 includes a sample of the template.

At present, the statistical template covers eight areas:

- social security and family support
- child protection and crime
- household income distribution
- macroeconomic issues

The number of variables is about 800 (including breakdowns in data) which is higher than usual for international monitoring efforts; the relatively high number of variables is explained by the project's approach to monitoring mentioned earlier and by the way the data is collected, compiled and substantiated. Typically the time series go back to 1989; but once the template is filled in normally it requires only an annual update.

Country statistical analysis. A 20-25 page "analytical report" is also requested from the statistical partners. This collects some general information

about the country and secures comments and local insights on issues relevant for the annual theme (for example, education enrolment or registration of at-risk groups of children). Importantly, it offers an option to collect additional data relevant for the annual theme which is available to the local partners, but which is not included in the template (often purposefully if availability appears to be sporadic across the region). This report is driven by a detailed guide (layout and terms of reference) which is prepared at the project UNICEF Innocenti Research Centre. This analytical report is prepared annually in each country.

How to collect data. Most of the data collected in the "statistical template" are expressed in absolute terms rather than as rates or indices. This clearly increases the amount of data requested. However, it has important advantages as well (while personal computers and the Internet make it easy to work with bigger datasets). Such data permit the calculation of aggregated numbers, various rates and ratios, and they greatly facilitate the control over data. This has been important given the general mistrust in data from the region.¹ The good coverage of relevant issues - an important preoccupation for an action-oriented agency - is also greatly facilitated by the use of alternative data, i.e. different but relevant data. This means that, if countries cannot provide data according to the requested concept, they may use the national data that are the best proxy for the issue. This practice is encouraged in the "analytical report", but it is also permitted - through notes in a column reserved for methodological communication - in the statistical template.²

Filtering data and information. During the filtering process, the analytical value and the statistical credibility of the information are checked. The main focus of the project - inter-temporal rather than international comparison - favours work with less standard data: conceptual problems normally influence differences in changes much less than differences in levels. "Alternative" data are utilized only in the text of the reports, where there is room for interpretation. The statistical annex of the reports and the TransMONEE database do not include such data, and non-standard national concepts are noted. Only part of the information is eventually published, and some of the data are not used at all because of apparent or suspected problems, or they are used only after further inquiry in the country.

¹ Requesting absolute data helps also to overcome some data comparability problems: while the project normally cannot ask for methodological adjustments in the basic data (which is a complex task), by collecting absolute numbers it can at least standardize the way rates, ratios and indices are calculated. Having the "ingredients" helps analysis as well: experience shows that more - rather than more complex - indicators are helpful to reach the right conclusions.

² This solution is rather unusual. Apart from some formal checking, most international databases report the data they receive and report all these data. In theory only minor conceptual alterations are tolerated in international data collections; however, the MONEE project has found that data in these collections not infrequently reflect different concepts without notice.

Policy questionnaire and report. At one time, the project collected a broad range of policy information that mirrored the statistical template, with mixed results. Only a few country policy partners could provide good coverage. Efficient collection and use of such a wide range of policy information required much greater capacities than those available to the project. However, targeted policy monitoring is certainly viable, as demonstrated by the *Transition Report* of the European Bank for Reconstruction and Development.

At present, MONEE project information on policy arrangements is collected only on the main theme of the year's programme. An important criteria for this survey - apart from the issues of relevance and information availability - is the principle that no information should be collected which cannot then be appropriately analysed. With a view to this and to the rotation among the main themes, it may be desirable to hire a few external consultants who collaborate with the core team in developing the policy questionnaire. These international policy experts, who ideally possess both professional excellence and wide work experience in the region could also assist in the process of synthesising reporting from country policy experts (see Figure 3). The policy questionnaire sent to country specialists includes a list of targeted questions on factual issues that are filled in by the country contact person or through consultations; it also requests a "summary report" with evaluation and contextual information. (Annex 4 includes a sample of the policy questionnaire used for the Regional Monitoring Report No.5.)

The apparent borders between policy and statistical reporting are, in reality, permeable. Some important public expenditure or programme data may, for example, be included in the statistical template or the analytical report of the statistical experts might include information on policy arrangements.

The available policy-related information could also be augmented by qualitative surveys that could be carried out within reasonable time and costs such as focus group discussions or in-depth interviews with service providers and users.

The spreadsheet files with the statistical templates, the attached analytical reports, and the policy information are intermediate products for in-house analysis and further processing at the Centre. Altogether, they form the internal, so-called "MONEE project database" of the UNICEF Innocenti Research Centre.

Work schedule. The project has an annual production schedule. However, the work schedule is longer: a minimum half-year overlap is needed during two-year programmes considering the desire to change the main theme and keep the core team small. During the preparatory phase, the basic approach, framework and layout of the next Regional Monitoring Report and the

templates and guidelines for the statistical and policy contributions are worked out. Then about three to five months are needed to receive the reports from the countries; it takes several months to check and filter information. The drafting process of the chapters takes at least six months; this goes partly in parallel with the statistical work. A further three to four months are needed for volume and copy editing before production and preparations for the launch can take place. A planning meeting and a mid-term annual workshop further the development of the topics and relevant chapters of the Regional Monitoring Report; the annual workshop can act as training session for the network participants as well.

Responsibility and funding. The MONEE team is currently part of the research division of UNICEF Innocenti Research Centre (formally International Child Development Centre), which receives its core funding from the Italian Government. The UNICEF Regional Office for the CEE/CIS and Baltics orients the work of the team and provides additional funding, but it does not supervise the project. Ultimately, the project reports to the Advisory Board of the Centre. The World Bank also supports the project financially with a grant, and Bank staff is regularly invited to contribute to the process of developing the themes of the project.

▪ ***3.3 The products and dissemination***

Regional Monitoring Reports. The flagship publications of the project are issued annually. Since 1993 six reports have been produced, and the seventh is currently in production. Each monitoring report:

- provides an update on overall welfare trends in the region,
- addresses a specific thematic issue in a comprehensive manner (such as mortality, education or gender), and
- includes a statistical annex.

The main function of the "welfare update" is to give a summary review of regional welfare trends (many of which have been addressed in detail in earlier reports) and to place later chapters into the broader socio-economic picture. The "special focus" is discussed in several chapters. The 80-table "statistical annex" offers more than just background information; it provides country-level data in a systematic way on many of the trends analysed. Since 1997, a 20-page "Summary" has been produced as a separate publication. This is an appetiser, but also a conveyor of the main findings to those who will not read the full report. (Box 1 gives a brief review of the seven Regional Monitoring Reports.)

Box 1: The Regional Monitoring Reports: ambition, profile and outreach

No. 1: *Public Policy and Social Conditions, 1993.* The impact of this report on development economists was vital, given the relative novelty of country operations at that time. Following the approach of its predecessors (*Adjustment with a Human Face* Cornia, Jolly and Stewart 1987, *Children and the Transition to the Market Economy* Cornia and Sipos, 1991), the report found that the human costs of transition in Eastern Europe were higher than anticipated. Its call for a gradualist approach allowing for institutional and individual adjustment to the new conditions caused excitement. This was the first report to highlight the sudden rise of adult mortality in Russia and many other countries in the region.

No. 2: *Crisis in Mortality, Health and Nutrition, 1994,* investigated the possible reasons for deteriorating health and increasing mortality, highlighting the links between such factors as plunging real incomes and debilitating nutrition, between less central controls and worse public health, and, importantly, between the overall changes and "psychosocial stress". While some saw the report as an attack on transition, it brought wide recognition to the project. A survey found this to be the most cited UNICEF report in 1994.

No. 3: *Children, Poverty and Transition: Policies for a Brighter Future, 1995,* recommended a mix of strategies for transition "with a human face". These included privatization that focused on state enterprises rather than state services, monetary discipline matched with tax reforms to revive public finances, priorities for labour market policies and social security measures targeted at families with children.

No. 4: *Children at Risk in Central and Eastern Europe: Perils and Promises, 1997,* gathered scattered information on high-risk situations for children into a comprehensive analysis using a framework in line with the spirit and principles of the UN Convention on the Rights of the Child. The report demonstrated how family disintegration and failing public support were pushing up the rates of child institutionalization. The report blamed the low priority given to social reforms and called for radically new approaches to social issues. Ten days after the launch of the Russian language version, the President of the most populous country in the region broadcast to the nation to call on decision-makers to place a new emphasis on child well-being. The German National Committee, which hosted the launch of the report, said that it was the most successful event, in terms of media coverage, they had ever organized.

No. 5: *Education for All, 1998.* The report provided a comprehensive review of education, investigating the new challenges stemming from social and economic change, shrinking public funding and the trend towards decentralization in the region. The report suggests a 12-step agenda towards "education for all", including assessment of learning achievement and teaching methods, parental and community participation, measures to overcome marginalization and to ensure educational funding. The report saw the role of education as greater than just providing "human capital": it should be an integral part of the transition process framed by principles of international conventions. Besides its successful launch and wider than ever distribution the report was used also in new ways: for example as training material in postgraduate education in some countries in the region – educating the educators of the future.

No. 6: *Women in Transition, 1999.* The "rights-based approach" also dominates the sixth report, which focuses on gender issues. *Women in Transition* stresses that gender equity must move up the political agenda in the transition countries if they are to turn their impressive assets in human capabilities to full advantage. The report stresses that women have much to gain from the transition to market economies and democratic governments – as individuals, workers and mothers, as family and community members, as women in association, and as a political force. It also, however, highlights the risks stemming from job losses, work in the grey economy, dwindling income support, exposure to various forms of violence, sexually transmitted diseases, smoking, inadequate nutrition and other issues that require policy responses. The report has been an immediate success: several round tables and media events were organized across the region and its findings were used in the preparatory work for the 44th Session of the UN Commission on the Status of Women Session to review the implementation of the Beijing Platform for Action. In one country the issue of violence in the workplace was publicized throughout the national press; in another, a round table discussion on gender issues broadcast across the nation was broadcast again as a result of public demand.

No. 7: *Young People in Changing Societies (title to be confirmed), 2000.* The seventh report, which will focus on youth, is currently work in progress. It is being prepared in close collaboration with UNICEF offices to facilitate the future use of the report as an advocacy tool for youth health and development. Young people are a most valuable resource to these countries; their participation in and contribution to the transition process is crucial. These considerations are also reflected in the way the research is being carried out: through discussions and interviews with young people organized specifically for this report.

Associated publications. More than 20 thematic or national studies prepared by project staff, national collaborators or international consultants have been published in the Innocenti Occasional Papers, and others have been published in other outlets and books. Recent examples include papers on special needs education, income inequality and EU enlargement. In some countries national studies have been launched in national languages by country collaborators with help from UNICEF offices and National Committees. (Annex 1 lists the publications associated with the project.)

Public-use database. A significant part of the data compiled for the project is available through a stand-alone electronic database - TransMONEE. This includes all data from the statistical annex of the reports and an extended set of variables. The aim of the database - which is a low-cost by-product of the project - is to facilitate free access to information. The target group is a wide audience interested in data for analysis, evaluation and advocacy, not just researchers or professionals. Persons with minimum computer skills can easily extract data, create graphs and overheads with the latest statistical information. Annex 3 includes a demonstration of the TransMONEE database.

Dissemination. Each Regional Monitoring Report has been launched by a senior UNICEF official through an international press event, beginning with James Grant, the late Executive Director of UNICEF, who launched the first report, to UNICEF's current Executive Director, who launched the most recent report *Women in Transition*, in September 1999. The reports are available in both English and Russian, allowing UNICEF field offices to organize press events, round tables or conferences with relevant materials to hand, as happened recently with the *Women in Transition* report (see Box 1). Considerable efforts have recently been made to improve the dissemination, accessibility and outreach of the project. These include producing a separate Summary publication available in additional languages; boosting circulation; and publishing different language versions simultaneously. Many UNICEF field offices peg major advocacy efforts to the reports. Staff from the UNICEF Innocenti Research Centre also present the report at international conferences, give interviews and write journal articles. Dissemination increasingly relies on the Internet: the TransMONEE database can be downloaded from several websites (see <http://eurochild.gla.ac.uk> for an example of host website). TransMONEE, as well as the full text of the 6th Report and its Summary have been made available through the Centre's website at <http://www.unicef-icdc.org>.

▪ **3.4 *Lessons for official statistics and their users***

The MONEE project offers an example for international agencies on how networking with producers of official statistical data can result in multi-country analyses which are timely, original and make a difference. However, the project also offers some lessons on how official statisticians and statistical services could improve the quality, relevance and outreach of their work.

The importance of social statistics. It is ironic that the collapse of Communism not only opened the way for improving social statistics in the Region but also has provided ample evidence that data on population, demographics, education, health or crime are at least as important as data on economic issues. Mortality data, in particular, as well as being important in their own right, have been a sensitive indicator of the overall situation including economic failure or success (Sen 1995). The start of recovery in adult mortality preceded the return of economic growth in most countries. The notion of improving health outcomes despite persistently poor welfare indicators (such as real wages, employment, and inflation) might signal, among others, a healthy change in the way the society responds to the hardships projecting better economic results in the future. By the same token, the continuing deterioration in child abandonment and institutionalisation rates against a backdrop of economic recovery in almost all countries in the region is a clear indication that improving economic data do not necessarily imply fewer social problems.

The Regional Monitoring Reports provide evidence of the usefulness and significance of social statistics while, at the same time, underscoring their inadequacy with respect to what is needed and the role such data could play. It could also be argued that official statistics from the region have been utilised with success not so much because of their richness and quality, but rather because the socio-economic changes there have been so powerful that even crude aggregates turned sharply out of trend. These changes dwarfed existing methodological problems and turned aggregates into good proxies for the missing, more detailed indicators and surveys. While big efforts are being made to implement new, relevant and policy-oriented investigations, these are still inadequate to the immense challenge presented by the changing situation, and are further hampered, in part, by dwindling public resources and deteriorating staff capacity.

The relative poverty of social statistics at the international level is, however, even more striking, which affects the renewal of statistics in the post-communist countries. For example, after two decades with a “Provisional Guidelines on Statistics of the Distribution of Income, Consumption and Accumulation of Households” (United Nations, 1977), statistical offices in the region still lack a modern handbook on household welfare and income

distribution. They can receive little help from the outdated international guides in crucial areas of human development such as education, and no international statistical recommendations exist on whole fields of social issues such as child protection. This situation has clearly increased the importance of technical assistance from regional statistical organisations, such as the European Union statistical office, EUROSTAT, or the statistical division of the Economic Commission for Europe. However, during the 1990s most efforts went to improve economic surveys or at best labour statistics.

An enhanced regional collaboration in demographic, health or education statistics is required, as a matter of urgency.

Coherence, comparability, access and use are mutually reinforcing. The MONEE project has, indeed, encountered considerable variations in data availability and content in the region. It seems that these variations have often little to do with differences in actual user needs or country institutional arrangements, but rather they are the result of incidental factors, “ad hoc” solutions, traditions, and lack of regional co-ordination. This seems to be true with regard to both survey methodology and data processing/publishing arrangements.

The policy to make the original micro-data sets accessible for users in conjunction with recent information technology development has tended to remove from international recommendations a basic set of variables that statistical offices should normally calculate and make accessible to all users. As a result, part of the user community who do not have the resources, time or staff to have special data processing or the full database itself often cannot have access to standard data. In CEE/CIS, additional problems are caused by the overall weakening of the state, closures of research institutions, and the lack of professional analytical experience among the new political parties, trade unions, interest groups, NGOs and so on. These factors make the official statistical service disoriented about the data needs of users. In such an environment there is a risk that secretive publication practices in social statistics will be replaced by data publications that are weak and more data will be accessible only for those agencies that can pay for it. Rather CSOs need public use of and wide feedback on their data. The international and/or the research community has an important role to play here.

The MONEE project has worked in close collaboration with staff of the CSOs, deconstructing and reconstructing basic data such as under-five mortality, enrolment rates, and number of recipients of public transfers. They have also worked together on more complex indicators such as the number of children in each income decile, entry and exit rates from care, or detailed cause-specific mortality rates. The project has thus represented an enthusiastic user of social statistics and also a partner of CSOs. It has shown to countries what sorts of data others collect and publish, and it has discussed with CSOs

the importance of certain data and how these could be used in the analysis. Finally, the project has created TransMONEE and has regularly published data that might otherwise be hard to access, such as the rate of infants placed in institutional children's homes or the Gini coefficient on earnings inequality.

The importance of methodological information and data analysis. As mentioned earlier, the MONEE project collects not only data but also methodological information and analysis from the CSOs. This is partly because in most countries a large part of the methodology does not exist in a clear written form; rather, it is driven by tradition or verbal agreement. In such conditions, expertise becomes personalised, and often even close colleagues cannot easily find out precisely what the data actually reflect. "Communication over data" has certainly been a keyword for the MONEE project. Having the data is not enough. Their importance and implications must also be understood and communicated. This is essential, as the practice of publishing data with detailed methodological notes is still rare in the region (the Croat Statistical Office being a notable exception see e.g. Central Bureau of Statistics, 1996). This is one of the reasons that the MONEE project has collected analyses from the same offices: to help assessing the actual information content of the data.

However, the principle that CSOs should collect and publish rather than analyse their own data is currently gaining hold in many countries in the region. This practice may improve the impartial image of the CSOs. Nevertheless there is reason to fear that, in light of the poor inheritance in analytical traditions in the region, the renewal of data collection and processing as well as the sensible adaptation of western techniques to local requirements will not benefit from analysis. Even those CSOs that prefer not to carry out analyses themselves, should encourage their staff to improve their analytical skills and develop a lively dialogue with domestic and international users. The way in which the MONEE project has approached issues and data providers may be seen as an example of such a dialogue.

4. Discussion: The Project in a Comparative Light

UNICEF has long traditions of monitoring child welfare world-wide. The special features of the MONEE project described above raise questions how this initiative relates to other monitoring and analytical works UNICEF carries out. In this regard the key question is how lessons from this project can enrich UNICEF's monitoring efforts in various parts of the world. Moreover, it is also of interest how the MONEE project compares with the analytical efforts of other international agencies in the CEE/CIS region, mentioned earlier. These comparisons could better highlight the particular

features of the project, and the role a comprehensive child-related analysis could play in the development debate and process.

▪ **4.1 *Global monitoring and the MONEE project***

UNICEF excels in using statistical indicators to monitor child-related social commitments at the global level. The *State of the World's Children* reports review 68 indicators annually and measures the progress and problems in achieving the goals for the year 2000 set at the World Summit for Children in 1990. These include such well-defined goals as the reduction of child mortality by one third, and the halving of maternal mortality rates. Similarly, *The Progress of Nations* regularly ranks the nations of the world according to their achievements in child health, nutrition, education, water and sanitation, and progress for women. These data and attached thematic panels have been very effective in raising international awareness and mobilizing - or embarrassing - politicians with their ranking of countries by their progress for children.

The MONEE project follows this path in many ways. The Regional Monitoring Reports are launched internationally and use data as powerful advocacy tools; they receive considerable press coverage, and there is evidence that they do reach even high-level policymakers, who are the main target group of the global reports. The underlying arrangements, however, are rather different.

Data, estimates or projections in the global reports come from third partners (the UN statistical system) or from the field: UNICEF office estimates or the so-called "Multiple Indicator Cluster Surveys", a primary data collection designed to meet the needs of UNICEF global monitoring (see for an example, UNICEF 1997e). In the case of the MONEE project, the goal of collecting a range of region-wide information in a recurrent manner has excluded the "primary data survey" approach (especially in light of the limited resources available for the exercise). The goals of reaching a timely and coherent analysis and of exploring new issues have required direct links to country-based data producers; the existing international sources tend to provide only basic data, often with long time lags, and to have serious gaps in relevant issues.

Publishing socio-economic data for the purpose of general enlightenment and as background information is a common practice of development organizations.³ UNICEF, however, has been a leader in implementing the original goal of the social indicators movement: to monitor a parsimonious set of indices covering a range of social concerns and report periodically. The

³ See, for example, the "Social Indicators" or the "World Development Indicators" volumes of the World Bank.

aim has gone beyond general enlightenment, to the more ambitious goal of policy monitoring and evaluation. This has been facilitated by:

- (a) having a sharp (narrow) focus,
- (b) targeting only basic survival and development issues,
- (c) suggesting policies/programmes that have a proven record,
- (d) discussing issues separately (largely ignoring linkages between issues).

The global reports and the MONEE project share the principle that monitoring should also serve policy evaluation and advocacy. At the same time the MONEE project:

- (e) has a broader focus,
- (f) investigates linkages among various issues,
- (g) covers also more controversial topics where ...
- (h) there is a range of policy options.

One of the project's main achievements has been to maintain the targets of UNICEF's social monitoring – general enlightenment, policy evaluation and advocacy – alongside these more complex tasks. The experience of the MONEE project is mainly relevant for those countries where child-related goals and programmes are moving away from those issues covered by (a)-(d), and towards the approaches outlined in points (e)-(h).

The most striking difference is that the MONEE project has experimented with addressing issues outside the mainstream wisdom and traditional activities of UNICEF. This has, to some extent, been inevitable in the Central and Eastern European context. It is telling that Bulgaria, where the Regional Monitoring Reports have identified a range of growing risks for children, has actually improved its "risk" ranking from the position of 101 to 136 over 1990-1996 in the *State of the World's Children* reports. Although this outcome is partly due to technical factors, it confirms that the traditional approach to child-related analysis overlooks many of the risks children have been facing in the post-communist countries. Here, challenges come less from the level and more from the type of development (the inherited institutional environment) as well as from the unexpected, sudden changes that have confronted child well-being.

Even though the child-related goals set in 1990 for the year 2000 will be achieved, children and women are still trapped between high risks and poor institutional capacities in many countries. Therefore, there is reason to expect that increasing attention will be paid to monitoring broader child-related

issues; to explore related policies and programmes; and to strengthen agencies and networks that could carry out the necessary change. Table 1 lists several issues that are new or which have a new emphasis on the agenda of UNICEF offices at present – in particular in countries with medium or relatively high human development levels outside the CEE/CIS and Baltic region. The issues listed here often hit a chord with the focus and contents of the MONEE reports.

Table 1. *Challenges for UNICEF's programming in countries moving from child survival to broader children's issues*

- Rights-based approach to basic social services: reaching all children (last 10-20%)
- Persistent disparities in child health (disadvantaged/minority groups)
- New approaches to early childhood development
- Youth health, lifestyles, tobacco, unbalanced diet
- Reproductive health, sexually transmitted diseases, HIV/AIDS
- Mortality due to external (accidental and intentional) causes
- Child morbidity, children with disabilities
- Quality education, special need education
- Secondary education, school dropouts
- Child labour
- Violent/abusive environments affecting children and women
- Family dysfunction and poor supportive environment/services
- Children left without parental care, institutional placement of orphans
- Children in conflict with the law
- Impacts of war and ethnic tensions on children and women
- Awareness/data on discrimination and rights (Convention on the Rights of the Child, Convention on the Elimination of all forms of Discrimination against Women).

The 1996 Mission Statement declared that the activities of UNICEF are "guided by the Convention on the Rights of the Child".⁴ Currently, considerable efforts are being made to develop the "global monitoring of child rights" that will have to address a broader range of issues and monitor global problems in the true meaning of the word.⁵ However, there may be an argument that this could be achieved only by building up regional monitoring systems first; or that regional monitoring systems could have some advantages in this area.

⁴ The United Nations Convention on the Rights of the Child has been adopted by the UN General Assembly in 1989 and entered into force in 1990. Since then it has achieved virtually universal ratification. The articles of the Convention are divided into three main sections: the Preamble, which sets out the major underlying principles of the Convention; the substantive section, which sets out the obligations of State Parties to the Convention; and the procedural section, which includes the implementation provisions (such as how compliance is to be monitored and fostered). See UNICEF website (www.unicef.org) and Detrick and others (1992).

⁵ Currently, work is in progress on child rights indicators, and few published sources can be referred to apart from UNICEF (1998b). A pioneer effort by Mahesh Patel has been published in UNICEF (1997b).

Monitoring how children's rights are met around the world may raise many of the same problems the MONEE project has encountered in Eastern Europe. These include the need for sets of indicators specific to certain regions – as issues and institutional arrangements (e.g. economic, legal systems, the role of families) are often quite specific as a result of cultural, environmental, demographic, political or economic influences. This also points to the importance of strengthening the collaboration among national statistical institutions and policy centres. Compared to global monitoring, regional data collections might more easily be adapted to local realities or take an exploratory role, raise new issues and so on.

Although this paper cannot address the complex issue of "qualitative indicators" (which are under consideration as well for monitoring, e.g. the legal aspects of child rights), overall it appears that this resembles the efforts of the MONEE project to monitor policy arrangements. Moreover, the MONEE project aims to link quantitative and qualitative information and provide an analytical framework to improve understanding of outcomes and help identify appropriate solutions.

Having regional monitoring systems in place may be useful not only for programme planning and analytical purposes. It may produce advocacy successes and help country operations, for example, by making governments more open to discussions of sensitive issues by showing, through documentation, that these are not just national problems. For many governments, and on many issues, the situation in neighbouring countries is of particular relevance. By sharing information and lessons learned across countries facing similar challenges, UNICEF and other international organizations can improve their efficiency and effectiveness.

Finally, regional monitoring can be of significant help in programme management and evaluation. The under-5 mortality rate and similar unambiguous, quantitative indicators make the measurement of progress straightforward; and they offer a feedback for the work of the local UNICEF staff. Evaluating what change over time actually means in a country may be much more difficult, e.g. with the rights of children to protection and participation, and may require a regional view. For example, the persistently high numbers of children in institutions in Romania could be better evaluated in the light of growing institutionalization rates in many other countries facing similar initial conditions, economic and social transformations.

▪ ***4.2 Country situation analyses and the MONEE project***

The UNICEF "Policy and Procedure Manual" specifies the principles, conceptual framework, type of variables, structure and drafting of the country Situation Analyses (SA) that must be prepared at regular intervals (at least every five years) through each UNICEF country office. The SA has a two-

fold purpose; although it outlines UNICEF country activities, its main function is to help governments recognize the unmet needs and rights of children and build a platform for a national plan of action. Accordingly, not UNICEF, but the government has the main responsibility for the product. In light of the transition-related risks SAs have been prepared not only in countries where UNICEF has regular programmatic activities and field offices but also in those countries in the region, such as Slovenia or Hungary, where no UNICEF field office is situated through the collaboration with UNICEF National Committees.⁶

The SAs and the MONEE reports have much in common. Both rely on more detailed sets of information than do the global reports, and both are based on collaboration with local professionals. The goal of capacity building in the field of social analysis is, however, only a secondary aim and a by-product of the MONEE project, while it is a central component of the SA. Nevertheless, there may be strong arguments that capacity building could be an important function of regional monitoring and that the MONEE project could also have done more in this area had it continued to cover fewer countries. Despite the adoption of an extensive strategy, the project has experienced an improvement in the quality of reporting from its country experts over the years. The local professionals identified and trained through the project have assisted in the analytical exercises of other UNICEF offices (and other UN organizations). Following the project data requests, statistical reporting has been reorganized in some cases; and UNICEF country offices, National Committees and the CEE/CIS and Baltics Regional Office have undertaken field activities on issues raised by the project.

It may be argued that it is precisely those differences between the MONEE project and country SA work that have facilitated these achievements in the field: the project is designed and supervised by UNICEF staff; it has a multi-country focus and experience, and it is organized as an ongoing activity. This last feature is in plain contrast with the SAs, which tend to be undertaken periodically as a fresh exercise, rather than as a framework within which advocacy, implementation, monitoring and programme review are carried out.⁷ To maintain a centre where various experiences are accumulated and which works with professionals who know the context and who are committed for the long-term may be affordable only at multi-country or regional level, however. To be broad, critical and provocative may be too much to ask of local officials and may not be a proper task for a country office; sensitive issues might be more easily raised at area or regional level for several reasons.

⁶ The UNICEF National Committees are non-governmental organizations whose main role is to raise funds for UNICEF but who are formally not parts of UNICEF.

⁷ This criticism did not originate with the author. See the new UNICEF Manual, Book D, Chapter 3, Section 3, "Situation Analysis", and compare it with the November 1996 version.

Certainly, the SAs, which are mostly prepared by local professionals, can pay detailed attention to local issues, while a regional monitoring report might rather take a bird's eye view. The SAs seem to have a huge advantage in identifying what should be achieved for children in a given country. Still, a review of the 18 SAs which have been prepared⁸ in the CEE/CIS region since 1992 highlights some comparative advantages of regional monitoring as well. Despite the detailed blueprint of the "Manual", these SAs do not look the same. Generally speaking, the content and approach of the SAs prepared in countries where UNICEF has an office resemble the global reports and SAs from other parts of the world; they discuss a narrower range of topics, with a focus on levels rather than on trends. SAs from countries where there are no UNICEF offices, on the other hand, discuss rather different topics and generally take an approach quite similar to the MONEE reports.

This suggests that the presence of a UNICEF field office with existing programmatic activities shadows "other" relevant child issues in the SAs and in the related government agendas. These countries are very similar, often even neighbours (for example, Croatia and Slovenia, FYR Macedonia and Bulgaria) and undergo a similar experience in many ways. Apart from the specific reasons entailing UNICEF country operations, one would also suspect a wide range of common problems that affect child well-being. The SAs fail to explore these, while the Regional Monitoring Reports do explore them.

A comparison of these analyses with the "Manual", moreover, reveals that the country situation analyses have difficulties in following the multi-level causality framework recommended in the "Manual". A logical deductive process drawing child welfare outcomes from underlying and basic causes requires a great deal of analytical capacity and expertise. In addition, child-related problems in these countries require often an analytical framework different from the absolute poverty approach characteristic of the "Manual". Much of the problems in this region are linked more to institutional arrangements, inadequate and outdated policies and poor social cohesion than to the lack of resources.

There is reason to think the necessary analytical capacities would be more easily maintained and developed at the regional level, where knowledge could be accumulated and advocacy efforts carried out more efficiently. The SAs prepared in the countries despite their serious nature either miss some of the issues raised by the MONEE project, or are less prone to stimulate interest in them. By collecting data for more countries, it is easier to see the main patterns of change, and a fuller picture helps to understand the key problems. And an issue presented as a general problem calls more effectively for policy

⁸ Only a sample of them is included in the references. Two area offices have also organized area-level analytical compilations.

solutions than does the same scattered into "local issues". This, of course, is not to negate the role and importance of country analyses; rather it is to explore how regional-level monitoring and advocacy could help and augment country-level work.

▪ 4.3 *Learning from each other*

Indeed, UNICEF has already several excellent initiatives on regional situation analysis outside Eastern Europe covering much of the child-rich, resource-poor countries. At times, these are produced in partnership with regional UN organizations. In Latin America, UNICEF is a regular contributor to the annual "Social Panorama", a fertile and comprehensive analytical product of the UN Economic Commission for that region, and has produced a special section on mid-decade goals in the 1996 edition. The Eastern and Southern Africa Regional Office issued a highly analytical "Regional Profile" in 1997 as a special edition of its annual reports. UNICEF South Asia has published an "Atlas of South Asian Children and Women" and has recently developed a high quality electronic database ("ChildInfo") which provides a detailed sub-regional map of child-related indicators.

These are rather similar to the MONEE products, even if, not surprisingly, their focus is more in line with the year 2000 goals. In addition, they tend to be produced at longer intervals or to look at levels rather than trends; also they appear to be more the outcome of sound analytical capacity at the regional offices (and other international agencies) than of a systematic child-centred information network built up from local levels. A range of other regional or area level UNICEF publications has also been made available some of them as plain "statistical-references", others with general advocacy and perhaps also fundraising purposes.⁹ The data in these publications raise doubts about whether the speed and complexity of change elsewhere are like those in Central and Eastern Europe. The available evidence, however, is spotty, and the style of the reports is too diverse to favour a firm conclusion about the extent to which a multi-country comparison with less "situation analysis" and more "monitoring"-focused analysis would lead to new conclusions and perspectives for advocacy and programme planning.

Within the CEE/CIS region, the EBRD has been publishing a series since 1994 that most resembles the Regional Monitoring Reports of the UNICEF Innocenti Research Centre. This annual *Transition Report* (see e.g. EBRD 1998) focuses on the progress in market institutions, enterprise restructuring and economic stabilization in the region. These reports, moreover, provide both a general update on the situation and a leading annual theme as it is usual with the MONEE reports. The UN Economic Commission for Europe

⁹ See e.g. UNICEF (1991a), UNICEF (1993), UNECA and UNICEF (1995), UNICEF (1997c).

regularly publishes detailed macro-economic analyses (see e.g. UNECE, 1998). Indeed, the Regional Monitoring Reports could be seen as complementary to these reports because they analyze the social side of the transformation process, document and evaluate institutional reforms in the social field and reveal linkages to economic change.

Of the large data collection and analytical efforts that other international organizations have carried out in the region since 1989, the World Bank and the UNDP have paid most attention to social issues. The World Bank has commissioned several primary data surveys and carried out an array of country poverty assessments and social sector analyses. The need to formulate a coherent social strategy led to a policy-handbook (Barr 1994) and a project on cross-country sectoral investigations,¹⁰ which has been reorganized recently so as to use, to a large extent, data taken from the MONEE project.

The UNDP has decided to use local collaborators, in some cases experts associated with the MONEE project, to produce Human Development Reports for all countries in the region. Although child-related problems are not overlooked in these country and sectoral studies, they are not the focus of these comprehensive analyses.

The need to promote child-welfare and related thematic issues points to the importance of having a separate publication, where the big economic and social trends are analyzed and evaluated from an explicit child or gender angle. In this case, rather than just adding a child-related section to economic and social analysis the full discussion will become child-oriented with both advocacy and analytical gains.

5. Conclusions

The MONEE project has been created to monitor child and family well-being during a situation that has no historical precedent: the simultaneous transition from state socialism and planned economies to democratic government and market systems in the countries of Central and Eastern Europe and the former Soviet Union. This complex transformation presents both great risks and equally great opportunities that make learning from the best international practices (as well as from predictable errors) a must for these countries. By taking stock of the existing institutional arrangements and follow up reforms from the angle of child rights and development, the MONEE project has endeavoured to promote a genuine social transformation and facilitate policy dialogue. In doing so it has also accumulated a rich experience on how a typical UNICEF agenda – to use social indicators and analysis as tools for

¹⁰ The Social Challenges of the Transition project was initiated in 1994 and resulted in a sub-series of the Bank's technical papers, see e.g. Allison and Ringold (1996), Goldstein, Preker, Adeyi and Challaraj (1996), or Rutkowski (1998).

enlightenment, policy evaluation, capacity building and advocacy – could be carried out in new and rapidly changing socio-economic environments.

Although this institutional knowledge has been acquired through monitoring and analyzing the post-communist transformation, rapid social and economic change, and similarity in the profiles of institutions and cultural mores are not exclusive to the CEE/CIS region. The almost simultaneous move to democratic governments in Latin America in the late 1980s, the wide-scale progress on child-survival in North Africa and the Middle East or the economic crisis in South-Asia in the 1990s are telling examples. Many of the lessons that the MONEE project has accumulated on monitoring and evaluating child-related outcomes of the economic, social and political transformation must be of more general relevance – even though similar efforts in different parts of the world might not necessarily follow the very same path.

The MONEE project has confirmed the importance of documenting and calling attention to the risks for children stemming from institutional changes, especially if these are occurring in a poorly co-ordinated manner (for example economic reforms taking prominence to social reforms). The project has also shown the value-added of a comprehensive rather than a selective approach, which helps to formulate a holistic view and ushers in a cross-sectional analysis. In this regard, the project has demonstrated that a systematic mix of statistical and analytical investigations can considerably improve both monitoring and analytical capacity and that such capacities can best be developed as part of a continuous activity. The project has demonstrated that the development of multi-national networks and collaboration with local professionals gives good returns. It has shown that assistance in policy formulation and institutional reform can be efficiently monitored and supported at the regional level; and that reports addressing critical or sensitive issues in a range of countries facing similar challenges can achieve more success than separate country studies.

The project has also demonstrated the importance of taking stock of developments in the economic and social area from an explicit child angle. Moreover, it has shown that rights-based approaches could be effectively promoted through economic or social analyses. In Central and Eastern Europe and the Commonwealth of Independent States many international organizations have been paying great attention to reviewing and fostering development. But the MONEE project has confirmed that, on the basis of its mandate, UNICEF can still break new ground and introduce new aspects in the social policy dialogue.

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Annex 1. The MONEE Project publication list

REGIONAL MONITORING REPORTS (also available in Russian)

- ETS 1 Public Policy and Social Conditions, 1993
- ETS 2 Crisis in Mortality, Health and Nutrition, 1994
- ETS 3 Poverty, Children and Policies: Responses for a Brighter Future, 1995
- ETS 4 Children at Risk in Central and Eastern Europe: Perils and Promises, 1997
- ETS 5 Education for All?, 1998
- ETS 6 Women in Transition, 1999

SUMMARIES

- S 4 Children at Risk in Central and Eastern Europe: Perils and Promises: A Summary, 1997. (Also available in French, Italian, Russian)
- S 6 Women in Transition: A Summary, 1999. (Also available in French and Italian)

10th ANNIVERSARY OF FALL OF THE BERLIN WALL

After the Fall: The Human Impact of Ten Years of Transition, November 1999. (Also available in French)

INNOCENTI OCCASIONAL PAPERS (From EPS 63 onwards available for download as a .pdf file from <http://www.unicef-icdc.org>)

- EPS 43 Family Support Policies in Transitional Economies: Challenges and Constraints. Gáspár Fajth. (August 1994).
- EPS 44 Income Distribution, Poverty and Welfare in Transitional Economies: A Comparison between Eastern Europe and China. Giovanni Andrea Cornia. (October 1994).
- EPS 45 Death in Transition: The Rise in the Death Rate in Russia since 1992. Jacob Nell and Kitty Stewart. (December 1994).
- EPS 47 Ugly Facts and Fancy Theories: Children and Youth during the Transition. Giovanni Andrea Cornia. (April 1995).
- EPS 48 East Joins West: Child Welfare and Market Reforms in the "Special Case" of the Former GDR. Bernhard Nauck and Magdalena Joos. (June 1995).
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- EPS 59 Are Intergovernmental Transfers in Russia Equalizing? Kitty Stewart (September 1997).
- EPS 62 Living Standard and Public Policy in Central Asia: What Can Be Learned from Child Anthropometry? Suraiya Ismail and John Micklewright (November 1997).

Annex 1 (Continuation)

- EPS 63 Targeting of Social Assistance in a Transition Economy: The Mahallas in Uzbekistan. Aline Coudouel, Sheila Marnie and John Micklewright. (August 1998).
- EPS 64 Income Inequality and Mobility in Hungary, 1992-96. Péter Galasi. (August 1998).
- EPS 67 The Education of Children with Special Needs: Barriers and Opportunities in Central and Eastern Europe. Mel Ainscow and Memmenasha Haile-Giorgis. (September 1998).
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- EPS 74 Education, Inequality and Transition. John Micklewright. (January 2000). Electronic version only.
- EPS 75 Child Well-Being in the EU – and Enlargement to the East. John Micklewright and Kitty Stewart. (February 2000).

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- "Romania 89-93: Dynamics of Welfare and Social Protection". Bucharest: UNICEF. Zamfir, C., Pop, M.A., Zamfir E. (1994).
- "The Child, the Family, the Society: Bulgaria 1989-1994" (in Bulgarian). Sofia: Bulgarian National Committee for UNICEF and National Statistical Institute (1995).
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- "Kryzys Wyzwienienia I Zdrowia Oraz Wzrost Umieralnosci" (in Polish) Warsaw: Institute for Labour and Social Studies (IPISS), UNICEF (1995).
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Annex 2. Sample of the MONEE Statistical Template

	A	B	C	D	E	F	G	H	I	J	K
396	1997 MONEE Statistical Template	Unit	1989	#	#	#	#	#	#	1996	PLEASE PROVIDE NOTES HERE
397											
398	3.B. KINDERGARTENS (for children 3-5 or 3-6 years old, please specify relevant age-group in your country)										
399											
400	3.B.1. Enrolment rate (please specify relevant age-group in your country)	Rate	69.1	#	#	#	#	#	#	69.2	On a gross basis, 3-6 yrs
401	3.B.2. Total number of children enrolled in kindergartens (a)	Children	317559	#	#	#	#	#	#	247015	
402	BY OWNERSHIP OF KINDERGARTEN										
403	3.B.2.1. In units with municipalities or central government	Children	317559	#	#	#	#	#	#	246766	Total in public kindergartens (i.e. may also cover enterprises)
404	3.B.2.2. In units with enterprises or employers	Children	na	n	n	n	n	n	n	na	Only in kindergartens approved by government
405	3.B.2.3. In private units	Children		#	#	#	#	#	#	249	
406	BY GENDER										
407	3.B.2.4. Number of girls enrolled	Children	na	#	#	#	#	#	#	118909	
408	BY AGE										
409	3.B.2.5. Children aged < 3 years	Children	7773	#	#	#	#	#	#	7384	
410	3.B.2.6. Children aged 3 years	Children	66832	#	#	#	#	#	#	45210	
411	3.B.2.7. Children aged 4 years	Children	83707	#	#	#	#	#	#	56975	
412	3.B.2.8. Children aged 5 years	Children	90698	#	#	#	#	#	#	62798	
413	3.B.2.9. Children aged 6 years	Children	65191	#	#	#	#	#	#	70672	
414	3.B.2.10. Children aged 7 years and older	Children	3358	#	#	#	#	#	#	3976	
415	3.B.3. Total number of days children absent from school (1)	Days, 1000s		#	#	#	#	#	#		
416	3.B.4. Total number of units	Units	4562	#	#	#	#	#	#	3713	
417	3.B.4.1. In units with municipalities or central government	Units	4562	#	#	#	#	#	#	3702	
418	3.B.4.2. In units with enterprises or employers	Units	na	n	n	n	n	n	n	na	
419	3.B.4.3. In private units	Units		1	4	6	8			11	
420	3.B.5. Total capacity (number of places)	Places	329752	#	#	#	#	#	#	268330	
421	3.B.5.1. In units with municipalities or central government	Places	329752	#	#	#	#	#	#	268021	
422	3.B.5.2. In units with enterprises or employers	Places	na	n	n	n	n	n	n	na	
423	3.B.5.3. In private units	Places		#	#	#	#	#	#	309	
424	3.B.6. Total number of teachers	Teachers	28312	#	#	#	#	#	#	23353	
425	3.B.7. Total public expenditures on pre-primary education (1)	Min LocCurr		#	#	#	#	#	#	113132	For further clarification on education expenditure data, refer to RG box of 7/22.
426	3.B.7.1. Total current expenditure (of which)	Min LocCurr		n	n	n	n	n	n	112967	
427	3.B.7.1.1. Wages and salaries (enrolments)	Min LocCurr		#	#	#	#	#	#	4522.2	
428	3.B.7.1.2. Teaching materials	Min LocCurr		#	#	#	#	#	#	8.3	
429	3.B.7.1.3. Welfare services (school meals, boarding)	Min LocCurr		#	#	#	#	#	#	2230.3	
430											
431	Reference period: School year 1989=1989/90, 1990=1990/91, etc.										
432	Definitions: 1) Kindergartens (ISCED category 0) are considered those institutions which serve a preparatory function for entering primary school, typically for children aged 3-6 years.										
433	2) Net enrolment rate = Rate calculated based on the number of enrolments which correspond to nationally-defined age groups targeted for a certain educational level.										
434	3) For data on public expenditures, please refer to Section 4.4 of the 1995 UNESCO Yearbook.										

Annex 3. Sample of the TransMONEE database

The screenshot shows the TransMONEE 2.0 application window. At the top, there are menu options: Actions, Views, Help. Below that is an 'Export to:' section with buttons for .txt, .rtf, .xls, Help, Normal, Indices, Annual % chg, Chart, Print, and Close. The main area displays the following information:

- Reference Subject: T04-Mortality
- Variable: IMR
- Description: Infant mortality rate
- Unit: Rates per 1,000 live births : Indices

A data table is displayed below:

	1990	1991	1992	1993	1994	1995
Belarus	100.0	101.7	103.4	105.0	110.9	111.8
Moldova	100.0	104.2	96.8	113.2	118.9	111.6
Russia	100.0	102.3	103.4	114.4	106.9	101.1
Ukraine	100.0	108.6	109.4	116.4	113.3	112.5

A 'TransMONEE Help' window is open, showing the 'Contents' tab with 'INFANT MORTALITY RATE/UNDER FIVE MORTALITY RATE' selected. The text in the help window reads: 'Russia Russia adopted the WHO concept of live births in 1993. The increase in the IMR figure for 1993 therefore partially reflects the effect of this change, accounting for presumably'.

At the bottom of the window, there is a 'Form View' button and a taskbar showing 'Start', 'TransMONEE 2.0', and 'TransMONEE Help' with the system clock at 1:35 PM.

Annex 4. Samples from the 1998 Policy Questionnaire (Bulgaria, author: Theodora Noncheva)

From page 1.

“Gender Policies in Transition”

MONEE Project Policy Questionnaire and Summary Report 1998

Requested Table of Contents:

Part I. Policy Questionnaire (85 questions see attached)

1. Policies promoting the economic autonomy and political participation of women
2. The family and gender equity in rights and responsibilities
3. Family support policies and child care facilities
4. Policies promoting women's health and protection against abuse and violence

Part II. Summary Report (20 pages)

1. Policies promoting the economic and political participation of women
2. The family and gender equity in rights and responsibilities
3. Family support policies and child care facilities
4. Policies promoting women's health and protection against abuse and violence

Statistical Annex

We strongly encourage and request you to fill in the answers to our questionnaire and write your Summary Report after having consultations, interviews with legal experts, responsible officials, women activists etc. specialised on the issues. Please give short answers to questions in “*Part I. Policy Questionnaire*”; you can return to the key points in “*Part II. Summary*” of your Report.

From pages 5 and 6.

14. Is there *de lure and the facto* any discrimination in access to credits for female entrepreneurs? (e.g. husband's consent/signature is needed/accepted but not wife's consent/signature needed/accepted for agricultural credits)

	No, there is no legal or administrative bases for discrimination. Both signatures are needed for any small business or agricultural credit guaranteed by family property
--	--

Political promotion and representation of women:

15. Is there a government agency for equal gender opportunities?

	There is no governmental organisation dealing with equal gender opportunity.
--	--

18. Are women's political or self-help organisations consulted with before major changes in laws affecting women social or economic position?

Yes, there is a consultative body at the Ministry of Labour and Social Policy, including representatives of the national NGOs of the main social groups, such as Women organisation dealing with groups at risk, as well as organisation of pensioners and disabled. The same consultative bodies are established at the local level, according to the new Social Assistance Regulation since 1997.	
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Annex 4 (Continuation)

19. What are the main issues that women's political or self-help organisations see as mobilising targets for their activity in your country? (Please list them in a rank-order if possible)

1. Charity and social support of the groups at-risk (poor women, large family, unemployed etc.)
2. Lobby-making in the field of social legislation (especially those concerning family benefits and child protection policy)
3. Family- planning programmes
4. Dissemination of information and consultations in healthy life-style and prophylactic of some disease (e.g. osteoporosis)
5. Public awareness campaigns against violence and intolerance within the family

b. Notes to questions 1-19

Sources:

Labour Code, 1992

Law for Protection Against Unemployment and Encouraging Employment, 1997

Privatisation Law

Family Code, 1992

For Equal Rights and Opportunity of Women in Bulgaria, ed. Democratic Union of Women in Bulgaria, 1994

National Report in Regard to the Strategy for Women Development prepared for the Peking Conference, 1995 and follow-up reports of the Ministry of External Affairs.

Center for the Study of Democracy - Representative sample of the elections

List of officials interviewed:

Anna Atanasova - project co-ordinator in women programmes, UNDP

Gergana Drianska - Secretary of Democratic Union of Women in Bulgaria

Danka Shopova - Deputy Head of the National Unemployment Service

Vania Tomova - Union of the Women Entrepreneurs

Dimitar Kostov - Bulgarian Cooperative Bank

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