



The Consultative Group on Early Childhood Care and Development

## CASE STUDIES ON EFA

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*The three case studies presented at the EFA Meeting in New Delhi were illustrative of ways in which government can be supportive of early childhood programming. Each case provides an example of a different programme approach. In Venezuela a family/home day-care model has been developed. The Kenya case study shows a preschool programme for children from 3-6 years of age, and in the Philippines the programme presented is one in which parent education is the primary focus. Each programme was developed in direct response to local need and has expanded and evolved in line with available resources.*

*For the Delhi EFA forum, each of the presenters was asked to include a brief description of the country, its population and some characteristics of the context within which the programme was developed. This was followed by a history of the programme, a description of how the model works, what it has meant to go to scale with the programme, and what lessons have been learned in the process. A summary of what was presented follows. Because there are so many commonalities across the countries in terms of the lessons learned, a summary of these will be presented at the end of all the case studies.*

## *Venezuela: Programa Hogares de Cuidado Diario: Plan de Extension Masiva*

### *Family Day-care Homes Program: Massive Extension Plan*

Venezuela, a country located in the northern part of South America has a population of more than 19 million (1991), 7 million (36%) of which are under the age of 14; nearly 20% are under six years of age.

Venezuela is a country of contrasting realities. On the one hand it is rich in oil and has a well-developed technical sector. Its per capita income is more than \$2,500. On the other hand it has an extremely high urban growth rate (90% of the population lives in urban areas) and high poverty rates (67% of the population is rated as being in *total poverty*, 1991). Further, the majority of the population lacks sufficient economic resources, literacy rates are low, and infant mortality rates are high.

In Venezuela the extended family has played a significant role in the upbringing of children. But the violent social and cultural changes occurring during the last 15 years have affected the Venezuelan family, contributing to its dismantling. In many households the mother has a strong family presence while the father is very often remote. In the majority of families women need to seek work outside the home. To do that they need to find appropriate care for their children.

In response to the needs of working women, and to promote children's growth and development, the *Hogares de Cuidado Diario*, a home day-care programme, was developed in 1974. It is designed to attend to the care, nutrition, health, education and developmental needs of children up to six years of age. Home day-care was chosen as the model to be developed, because it supports and enriches a natural form of day-care in which working women turn to neighbours for help in caring for their children during working hours.

The Venezuelan home day-care programme was developed in two stages. Phase I was begun in 1974. Within the basic model women in the community were selected to receive training and provide care in their home for five children under the age of six, two of whom could be their own. Mothers were provided with appropriate equipment and educational materials to support their work. Every 20 day-care homes were supported by a technical assistance team consisting of a social worker who was responsible for administrative and functional supervision, a child care worker responsible for coordinating this programme with public health organizations, and a teacher who guided the home day-care mother in terms of educational activities to be carried out in the programme. There was a Coordinator for every three technical teams. And for every eight *barrios* there was a legal aid advisor, to be used as needed.

An exhaustive evaluation of the programme in 1978 showed that it had a positive effect on children and families, but there were a number of changes needed in order for the program to function more efficiently and effectively at a lower cost. But before it was possible to implement

the recommendations, there was a change in government and the day-care homes programme was put *on hold*.

In its initial version (Phase I), taking place between 1974 and 1988, it attained a moderate coverage of approximately 10,000 children. From 1979 to 1988 the government put more emphasis on developing more formal and conventional preschool models. Meanwhile, the home day-care model, with appropriate adjustments, took hold successfully in other countries in Latin America.

In addition to there being a change in government, the favorable economic conditions that prevailed in Venezuela during the 1970s when the programme began, deteriorated in the 1980s. Early on the government introduced an economic adjustment programme to try to halt the economic decline. This was largely unsuccessful. The marked increase in poverty rates during the 80s was accompanied by a decrease in the percentage of the Gross Domestic Product that the government assigned to social programmes, further exacerbating the situation for poor families.

In 1989, a major social protest which highlighted both the deteriorating conditions of the 1980s and the potentially regressive effects of economic adjustment forced the government to reassess its policies. A social policy was formulated focussed on alleviating the situation of the most vulnerable sectors. The social package was compensatory in nature and focussed on providing direct subsidies to specific groups. It incorporated more effective management practices and promoted the involvement of non-governmental organizations and the private sector in the delivery of social services.

An integral part of the new social policy was an expansion of the day-care homes programme. Phase II of the programme drew on previous experiences, recommendations from the 1978 evaluation, established expertise and the new political context. Phase II developments were guided by four objectives:

1. to attend to the needs of young children up to six years of age belonging to the lowest income levels;
2. to provide a direct subsidy to families at critical poverty levels with children up to the age of six;
3. to strengthen the family unit, particularly mothers (through education, improved income and increased community participation) in the process of bringing up their children; and
4. to strengthen the capacity of civil organizations to participate in actions promoting the development and welfare of young children living in impoverished conditions.

The Ministry of the Family administers and oversees the programme. The Children's Foundation, a private organization headed by the wife of the President, sets guidelines, provides technical input and is responsible for implementing the programme in about 75% of the locations. In 1993 almost 300 non-governmental organizations were also involved in implementation of the programme.

The day-care homes programme continues to outfit homes with necessary equipment and provide training for the home day-care mothers who now care for up to 8 children for a period normally running from 6 A.M. to 6 P.M. In addition to the initial training workshop, mothers participate

in periodic *learning encounters* and in special workshops. They are supported by a supervisor who is responsible for overseeing 25 homes. In the selection of home day-care mothers, preference is given to those who are: experienced in the care of children; between the ages of 30 and 45; from a nuclear family unit; with fewer than two children below the age of six; literate; and representative of the average economic situation within their community.

In order to carry out her job, the home day-care mother receives monthly allotments from the government for the care and feeding of each child and a monthly allotment from the mother of each child. In the poorest communities, the mothers of participating children are not required to pay and the cost is assumed by the government.

In Phase II a new variation on home day-care has been added: multi-home care in which 30 children are tended by 3 home day-care mothers in a community setting specifically selected or constructed for the purpose. These are designed to serve densely populated areas and have incorporated children with special needs.

In 1992 and 1993 the Phase II programme was evaluated, using a representative sample of day-care homes. Information gathered was used to make adjustments in the programme. The programme is meeting the needs of women and children. The experience has verified the viability of providing care in home-like settings with community mothers in charge. By 1993, after four years of the expansion phase, the programme is reaching 236,000 children. The cost of the programme is estimated at \$39 per child per month.

**Source:** Ministry of the Family and the Children's Foundation. *Programma de Cuidado Diario: Plan de Extension Masiva. Venezuela, A Case Study*. Paper prepared for the EFA Forum, New Delhi, September 9-10, 1993. Caracas, Venezuela, 1993. Available from UNICEF Apartado Postal 69314, Altamira 1062, Caracas, Venezuela.

*The nutritional part of the Venezuelan programme is the most costly component, representing 59% of the monthly costs. Professional support for the home day-care mother and administrative costs of the programme together represent 25% of costs, and the subsidization of the day-care home mother's salary is 23% of costs. The remaining 3% is for educational materials. The programme provides full-day care for the child. While this is important in terms of supporting the child's development, another major benefit of the programme is that it is supportive of women's work outside the home. Thus the true beneficiaries are not only the children but also the families.*

*Venezuela provides an example of a full-day programme for children, which is primarily home- rather than centre-based. In the Kenya case study the approach has been to provide a half-day centre-based preschool programme for children 3-6 years of age. While in Venezuela impetus for the programme came from an understanding of the intersecting needs of women and children living in urban areas, in Kenya the programme began out of concern for the educational needs of the child, particularly those living in rural areas. The Kenya programme has since expanded into a more holistic view of what can be provided through a preschool programme. But we will let the case speak for itself.*

## *Kenya: A Case Study of Early Childhood Care and Education in Kenya*

Kenya whose population in 1992 was 25 million, has one of the highest growth rates in the world (3.8%). 59% of the population is under 20 years of age; 18% are under the age of five, many of whom are in preschools because of the commitment of parents and the community to providing a preschool experience for the child.

There is a long tradition of preschool education in Kenya. The first preschools were started in the 1940s by and for the exclusive use of the European and Asian communities. Later preschools were developed in African locations in urban areas and on coffee, tea and sugar plantations. After independence preschool education expanded throughout the country.

An important variable in the widespread availability of preschools is the *Harambee* or self-help spirit which the late President Kenyatta fostered. In essence what this means is that when a community defines a need, it creates a programme to meet that need. In many villages parents have wanted preschools for their children and so they have created them. They find a location for the class and choose a woman to care for children 3-6 years of age. As a result early childhood care and education programmes (ECCE) in Kenya serve the entire cross-section of social, economic, cultural and geographic groups within the society.

Prior to the 1970s there was no organized curriculum, nor other support materials for use in the preschools, and many of those teaching in these schools were untrained. Because they lacked training, many of the teachers used formal teaching methods equivalent to those used in the primary schools with older children. To address the situation presented by the ever-increasing numbers of preschools and the lack of appropriate support for them, in 1991 the Kenya government, with assistance from the Bernard van Leer Foundation created the Preschool Education Project, based at the Kenya Institute of Education (KIE). The objectives of the project were to improve the quality of preschool education through the development of viable training systems, and the creation of curriculum and other support materials for use by trainers, teachers and children.

Several events during the 1980s shaped the way in which preschool services are being offered nationally. In 1980 responsibility for preschools was shifted from the Ministry of Culture and Social services to the Ministry of Education (MOE) which is now responsible for the administration of preschools. The MOE has an infrastructure that is able to provide support to preschools anywhere in the country.

Another important event was the move in 1983 to decentralize government. The focus of development was shifted to the district level. The result of this shift is that district and local governments have taken on the main responsibility for ongoing support of preschool education, while MOE is involved in the formulation of policy guidelines for early childhood programmes, registration of preschools, coordination of government grants and funds from external donors, and provision of early childhood personnel at all levels.

When the Preschool Education Project was evaluated in 1982, it was recommended that the activities of the project be continued. This was done through the creation of a National Centre for Early Childhood Education (NACECE), established in 1984. This was followed in 1985 by implementation of District Centres for Early Childhood Education (DICECE), to facilitate decentralization of ECCE support.

NACECE is located within the Kenya Institute of Education and it is responsible for: developing training systems for ECCE personnel; developing and disseminating curricula for ECCE programmes; identifying, designing, undertaking and coordinating ECCE research; facilitating interaction between agencies and sponsors; coordinating and liaising with external partners; and informing the public of needs and developments within the ECCE programme.

The functions of the DICECE are: training of preschool teachers and other personnel at the district level; supervision and inspection of district preschool programmes; mobilization of local communities to improve the care, health, nutrition and education of young children; development of localized preschool curricula; and evaluation and research related to the preschool child. The DICECE are staffed by NACECE trained trainers, accountable to the District Education Officers for their day-to-day operations.

Training has remained one of the most important functions of the NACECE/DICECE programme because it equips teachers and trainers with knowledge and skills which help them to provide quality services to children and to mobilize the parents and local communities to improve the welfare of young children and families. Trainers are provided with a nine-month induction course that includes a residential and a field component. Teacher training involves a two-year inservice course which has six residential sessions (during school holidays) alternating with field sessions during term time.

In terms of the actual preschool programme, NACECE/DICECE has adopted a holistic approach to the support of children's growth and development. That means that it seeks to include health, nutrition, growth monitoring and promotion as well as educational activities within the programme.

One of the unique characteristics and strengths of the ECCE programme in Kenya is its policy of encouraging partnerships, at all levels. *Parents and local communities* are the most important partners. They have started and currently manage over 75% of the preschools in the country. Parents and local communities provide land and funds for the construction and maintenance of the physical facilities. They also provide furniture, materials and labour and they pay the teacher's salary. In some communities feeding programmes are also a part of the preschool; parents provide the ingredients and prepare the food.

Complementing the work of the community are *local authorities* who pick up the costs (equipment, furnishings and teacher salary) of running preschools in towns. Fees are charged in these schools to help cover the costs.

From the beginning, *voluntary organizations, religious bodies and companies* have been heavily involved in preschool provision. Religious groups have established their own preschools in the

church/temple/mosque. Firms, cooperatives, and plantations have also established preschools for children of their employees. The main support from these preschools is the provision of physical facilities, materials, furniture, feeding programmes and payment of teachers' salaries.

The *Ministries* involved in preschool provision include the Ministry of Health and the Ministry of Culture and Social Services, in addition to the Ministry of Education. And as noted earlier, *external partners* have been and continue to be important. Over the years these have included the Bernard van Leer Foundation, the Aga Khan Foundation, and UNICEF, who have provided financial support for the training of teachers, the purchasing of equipment and materials, curriculum development, and parental and community education. NACECE has taken on the primary responsibility for coordinating the actions of the various partners and involving them in a meaningful way.

Decentralization of the programme to the district level has provided flexibility and variation in terms of facilities provided and activities undertaken. The preschool setting and curriculum materials, for example, differ from place to place depending on the resources available, leadership abilities and motivation of the communities.

Decentralization is a healthy feature of the programme. Communities are allowed to develop appropriate, affordable and relevant services without external pressure and competition, and at their own pace. The curriculum guidelines developed by NACECE are just that, guidelines. Localized materials in the form of stories, poems, riddles and children's games have been developed which preserve and strengthen local culture and tradition.

The Kenya early childhood programme has grown because it is rooted in the community. Through workshops and seminars organized by the DICECE, parents and community members have been encouraged and empowered to increase their participation beyond provision of physical facilities. They provide the feeding programme, they take part in collecting, telling and demonstrating stories, songs and dances in the mother tongue. The incorporation of tradition and folklore into the curriculum make the community feel proud of their contribution to the learning and development of their children. **One lesson from Kenya is that the community is a very important resource for the development of the ECCE programme and must continue to be tapped and appreciated.**

Today the programme is serving more than 900,000 children. This is approximately 30% of the 3-6 age group. Government expenditure on preschool programmes is only one-tenth of one percent of the national education budget (or \$.61 per child per year). This compares to 60% of the education budget going to primary education, 15% for secondary and 22% for universities. The great majority of the costs of the preschools are borne by the communities and external donors. (Myers, 1992:23) The current expenditure on ECCE activities is extremely low. If it were increased to even 1% of the budget it could provide more comprehensive and higher quality services.

## Sources:

Kipkorir, L.I. & Njenga, A.W. (1993) "A Case Study of early Childhood Care and Education in Kenya." Paper prepared for the EFA Forum 1993, New Delhi, 9-10 September 1993.

Myers, R.G. (1992). Towards an Analysis of the Costs and Effectiveness of Community-based Early Childhood Education in Kenya: The Kilifi District. Report prepared for the Aga Khan Foundation.

*In Kenya the programme has been able to go to scale because of its heavy reliance on the community to sustain the programme, and the monies provided by external donor agencies. While this programme is not nearly as expensive to the government as the Venezuelan programme, it would be a mistake to make direct cost comparisons. The Kenya model is structured differently and designed to meet a different need. In addition, while Kenya is experimenting with growth monitoring and nutritional inputs, it has not yet built in some of the costly health and nutrition supports that exist within the Venezuela model. In addition, there is heavy reliance in Kenya on external support to maintain the system.*

*What the two models have in common is that they provide direct service to the child. The case study from the Philippines has taken a different approach. There the emphasis is on reaching parents, with the intention of reaching the child through the parent.*

## *Philippines: Parents as Learners—Toward Partnerships and Participation*

The Philippines is the home of 11.5 million families, 62 million people (1990). Approximately 46% are below the age of 18, 14% are under the age of five. The people are predominantly Malay, with Chinese, Spanish, Indian and North American settlers forming the minority of the population. There are 110 cultural and linguistic groups in the country; over 87 languages and dialects are spoken.

The Philippines is a land of contrasts. The land is rich and blessed, but the majority of the people live in abject poverty. There are wide disparities between the life conditions of Filipino families across socio-economic groups. While the elite reside in well-guarded mansions, the plywood, plastic and galvanized iron sheet 'homes' of the urban poor make up the biggest squatter colonies in that part of Asia. Between 1985 and 1988 the top ten percent of all families received more than one-third of all family income. 75% of Filipino families live below the poverty line.

Beyond the physical and social contrasts, the clash of ideas between the pervasive colonial mentality and the emerging fierce nationalism is evident in the people's daily lives.

The Filipino family is undergoing considerable change. Rapid urbanization, rural-urban migration, un- and underemployment, overseas employment, the insurgency problems and continuing war in certain areas of the country are all forces at work. Also, the changing and

emerging role of Filipino women at all levels of society is a critical factor in the changing lifestyles and structures of the Filipino family.

Traditionally, children have played a very important role in the Filipino family. It is said that children give the Filipino family its form and structure. Generally, parenting is considered a private, family affair. Contemporary decision-making about parenting is a result of traditional wisdom learned from parents and grandparents, blended with knowledge gained from available literature. At best this results in a good balance between sound indigenous practices that help to transmit the Filipino cultural heritage and more progressive child-rearing practices. Sometimes it can result in conflict and confusion. As families are faced with new challenges and traditional supports are lacking, there is renewed interest in developing support systems for parents to help them achieve a better balance.

Parental support programmes have a long history in the Philippines. They were begun originally in the 1930s by the then Department of Agriculture. Over time parent programmes have been implemented by the Department of Health, Department of Social Welfare and Development, the National Population Commission, the Department of Education, and the Bureau of Agricultural Extension. Government efforts have been complemented by contributions from major donor agencies such as UNICEF and WHO. It is out of this history of parent support programmes that the **Parent Effectiveness Services (PES)** came into being.

A basic premise of the PES is that by reaching parents it is possible to reach the children. PES was developed in 1978 by the Department of Social Welfare and Development (DSWD). To create the programme, groups of parents were organized at the village (*barangay*) level to determine the type of support they required. To further understand the needs, parent congresses were organized at the municipal, regional and national level with representatives from the neighbourhood groups as participants. A parent education programme was then designed, based on what was learned through this consultative process. A manual was developed which prescribes the content and methods for the parent education programme. This manual is used by social workers as they work with communities.

PES, which currently resides in the Bureau of Family and Community Welfare (BFCW) within the DSWD, is part of a much larger government-sponsored Early Childhood Enrichment Programme (ECEP) that includes centre-based (day-care centres, child minding centers, supervised neighborhood playgroups) and school-based programmes. The ECEP was developed in collaboration with UNICEF, which funded the programme from 1981-1983. In 1984 the DSWD took over full responsibility and now government funds cover salaries of programme supervisors, training of day-care workers, and the purchase of teaching materials for the home-based programme. Since 1991, under the Local Government Code, powers have been decentralized. Local government units are now directly in charge of implementing the PES.

How does PES work? The primary strategy within PES is to reach parents through the Neighbourhood Parent Effectiveness Assembly (NPEA). This is a group of 10-20 parents who get together weekly to discuss common parenting problems and their solutions. While families with children from birth to 6 years of age who might benefit from the programme are identified by the

trained ECCD worker from the local government unit, participation is voluntary and open to all interested in attending.

A session generally consists of the following:

1. Opening activities help bring the group together.
  2. There is a discussion of how the parents applied what they learned from the previous session.
  3. The topic scheduled for the day is presented through an activity. This could include such things as responsible parenthood, family relationships, health care, child development, recognition and management of disabilities, nutrition, etc.
  4. Specific activities are identified that parents can undertake in relation to the topic.
  5. The session ends with a summary of the major points and planning for the next session.
- Resource materials are available for parents to borrow and purchase.

Home visiting is a complement to the NPEA. Home visits are made when parents join the assembly to orient them to the group. The visit provides the social worker with an opportunity to learn more about the family as well. From then on home visits are used on an as-needed basis. When families require additional support or when they have missed the group for a number of sessions, or if parents request a home visit, these are made by the PES staff. A new component of PES is a radio programme being developed in cooperation with the Philippine Children's Television Foundation.

There are two type of staff for the programme. There are the professional Social Workers, hired by local government. They receive a five-day training in the implementation of PES. Guided group discussion and role playing are an important part of this training. The social workers work side-by-side with PES volunteers, who are parents from the community that have been trained to facilitate the groups and conduct home visits. Training for the volunteers includes a 3-day orientation, followed by a one-month practicum. This is followed by another 2 days of training to consolidate what the volunteer has learned and to plan future activities. Annually there is a refresher training.

In 1987-89 an evaluation was conducted. It revealed strengths and weaknesses of the programme, but by and large PES was deemed effective. The issues identified in the evaluation were addressed as an expanded version of the programme was formulated. To strengthen the program, PES training was revised, and in 1991 a new handbook was produced and additional materials were developed for use by the PES volunteers.

The evaluation revealed that the quality of PES depends greatly upon the skills of the PES volunteer and the support mechanisms available to them through the programme supervisors at the national, regional and municipal levels.

UNICEF continues to be a partner in the implementation of PES. In the programme of cooperation between UNICEF and the government of the Philippines for 1994-1998 there are several proposed actions:

The **home-based programme will be strengthened** as this is seen as a major strategy and a low-cost approach to providing ECCD services to children. The expanded home-based component will be implemented in 7 depressed provinces where there is a convergence of social services, in 13 provinces where the low education levels indicate greatest need, and in 5 provinces affected by natural and man-made disasters.

There will be **increased investment in training and supervision** and the development of training materials. The goal is to train 2,000 community volunteers (parent leaders) as facilitators and 325 people to serve as supervisors. 150,000 different sets of materials will be distributed to 3 million parents in 25 provinces. Other materials will be developed to facilitate training.

A core of trainers will train 900 (2 for each *barangay*) youth volunteers on approaches and techniques in **mobilizing community participation and support** for early childhood programmes. Through the use of theatre arts and indigenous folk media it is hoped to get the community more involved in helping to sustain the programme. One goal is to get a variety of NGOs involved in the programme.

An additional goal will be to expand programme content in terms of: **activities that promote gender equity; increasing the role of fathers in child-rearing; and issues related to shared and single-parenting.**

In 1978 when PES started it was being implemented at the municipal level by 120 social workers. In 1991, 143,000 parents were served. In 1992 this increased to 160,000 parents (192,146 children) in 1,500 municipalities throughout 14 regions of the country. Working with these parents were 1,672 Early Childhood Care and Development workers in local government units and 1,452 PES Volunteers. PES has also been implemented in centre-based programmes by 18,633 day-care workers.

The costs of this programme were calculated, based on the government and UNICEF input and the number of families and children served in 1992. The cost per parent was approximately \$1.00/year. The costs per child were \$.81/year. The time contributed by the parent volunteers was not taken into account in these calculations.

In sum, all over the Philippines, through the PES and the many NGO programmes for parents and families, lessons are being learned about children and parents and how they grow, develop and learn. These teach us that an investment in parents is a major investment in child growth and development. And while parent education programmes will not be the major solution nor substitute for the basic social services, they are part of a broader framework of community development.

Source: Feny de los Angeles-Bautista. "Parents as Learners: Towards Partnership and Participation (Parent Education Programs in the Philippines)." Paper prepared for the EFA Forum, New Delhi, September 9-10, 1993.

## *Lessons Learned*

While there are a number of lessons that have been learned by the three projects that are specific to the kind of programme developed and the country context, there are commonalities across the cases that are worth exploring. They are as follows:

1. First and foremost the cases illustrate the desirability of parent and community participation in the process of developing the service. They need to be more than recipients of a service. Programmes must be designed in collaboration with them and parents must be an integral part of its implementation in order to assure sustainability.
2. Within the government there need to be policies, laws and structures that provide support for the development of ECCD programmes. Without political will and commitment, localised ECCD programmes cannot hope to be expanded to a significant degree or sustained over time.
3. Models for the collaboration of government and non-governmental agencies and organizations are being developed. Governments are unable to and should not take on sole responsibility for the provision of early childhood programmes. Partnerships need to be developed which build on the strengths of what both government and the nongovernmental agencies can provide. There is no *right way* for this to happen. The history, expertise and experience of government and NGOs in each country will dictate the type of partnership that it is possible to create. These three cases represent different ways this can happen.
4. To achieve an appropriate level of coverage, it takes time. Massive programmes cannot be implemented overnight. The three cases illustrate the importance of developing pilot programmes and evaluating them sufficiently so that appropriate changes can be made as the programmes are expanded.
5. The creation of supportive structures is crucial. Those directly providing the services need appropriate training and on-going supervision and support as they work with children and families.

*The three cases presented above represent different ways in which governments can support the EFA goals of basic education for all. As noted, no formula exists to guarantee success in every situation. Programmes need to be developed within the context of needs and resources, and with full participation of all the stakeholders.*

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*Early Childhood Counts: Programming Resources for Early Childhood Care and Development.*  
CD-ROM. The Consultative Group on ECCD. Washington D.C. : World Bank, 1999.