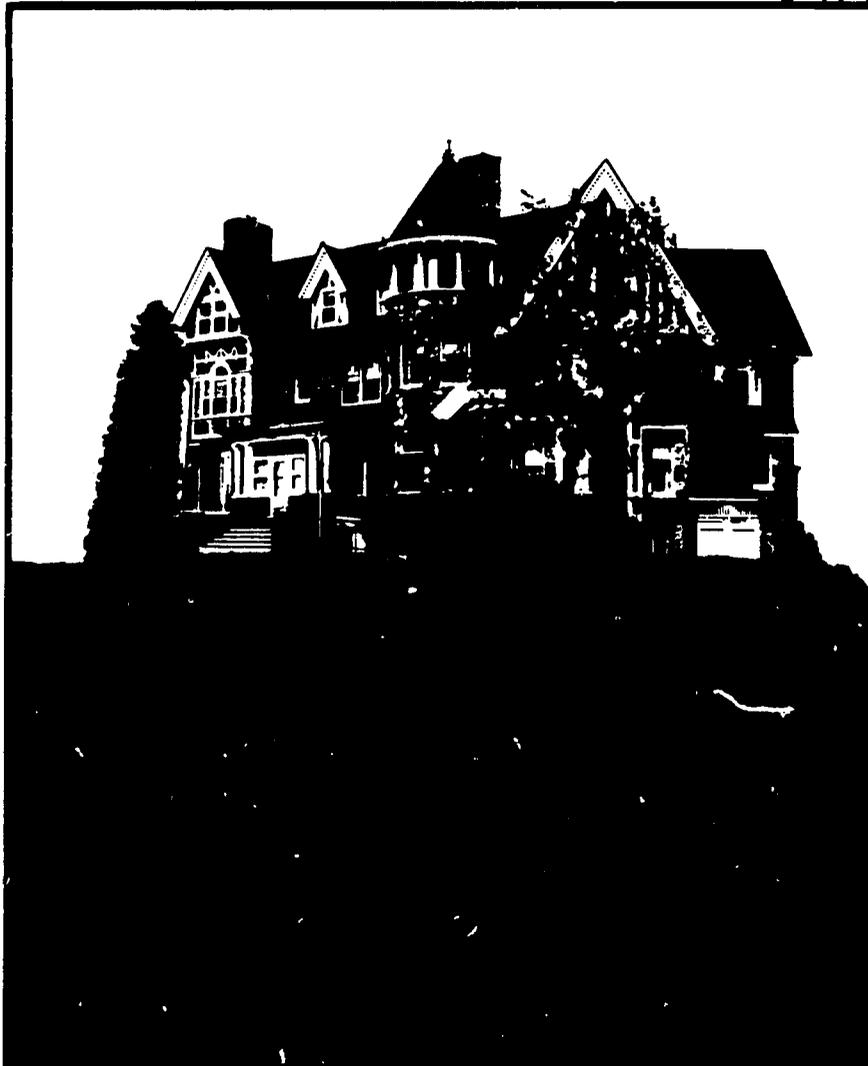


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CHILDREN IN DEVELOPMENT:
A LATIN AMERICAN REGIONAL PROJECT

FINAL REPORT

August 1986

High Scope Educational
Research Foundation

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**CHILDREN IN DEVELOPMENT:
A LATIN AMERICAN REGIONAL PROJECT**

**FINAL REPORT
of the
COOPERATIVE AGREEMENT
between**

**HIGH/SCOPE EDUCATIONAL RESEARCH FOUNDATION &
THE AGENCY FOR INTERNATIONAL DEVELOPMENT**

Prepared for

**Paul Maguire, Project Monitor
PVO Liaison Officer
Agency for International Development**

Submitted by

**High/Scope Educational REsearch Foundation
600 North River St.
Ypsilanti, Michigan, 48198**

August, 1986

**This document was prepared under AID Cooperative Agreement
No. LAC-0615-A-00-1057-00**

CHILDREN IN DEVELOPMENT
Final Project Report

(People) have real understanding only of what they invent themselves; each time we try to teach them something too quickly, we keep them from "inventing" it themselves.

Jean Piaget

Experience with early intervention programs over the past 20 years indicates that, to be truly effective and enduring, a program must develop in response to community initiative, need, and willingness to take program development responsibility. Programs imposed on a community, regardless of how successful they were in another location, seldom take hold or endure. Yet, when successful models exist there is an interest in disseminating them to other communities. If we believe in the importance of invention, the issue then becomes how to balance the learning that occurs in the process of inventing the "wheel" with the knowledge that has been gained through the process of creating a program.

Given success stories in many parts of the world, there is now some information that can be provided to communities that will allow the wheel to be adapted to the new terrain, recognizing that the wheel is not necessarily the product; the process of transferring the model is the real product. The High/Scope Foundation's experience in operating The Children in Development Project in Latin America adds to that body of knowledge. Within this report the project will be described in terms of its objectives, strategies for implementation, and the resulting program and products. To help complete the picture, we will describe how this experience adds to the body of knowledge about the implementation of development programs in general and the early childhood education programs in particular. Following the Introduction (Section I), there is a description of the three sub-projects that were developed between 1981 and 1985 (Section II). In Section III we step back and look at the process and the outcomes, attempting to put the project in perspective in relation to the field of international development. Then in the final section, Section IV, there is a general summary of the overall effort with an attempt to derive some lessons learned as a result of the project.

SECTION I: INTRODUCTION

The High/Scope Educational Research Foundation came into being in response to an awareness of the importance of the early years in establishing the foundation for later growth and development. To meet the needs of young children, a preschool program was developed specifically for the purposes of promoting children's growth and development during the early years. At the same time, an extensive research program was begun to assess, over time, the impact of such an early intervention. The preschool program and the accompanying research process were begun in 1963, a point in time in the U.S.A. when attention was being focused on the early years and attempts were being made to develop a national system to help prepare children most in need to meet the demands of the educational system. What evolved at the national level was Head Start. What evolved within High/Scope was a preschool curriculum model that has proven to be an intervention program that can have significant long-term benefits for children who participate in the program.

While involved in the research and development efforts related to the preschool program, High/Scope also developed other models of early intervention, and developed systems for training other people in the implementation of all its program models. High/Scope began working in Latin America in the mid '70s. Curriculum development and evaluation activities were undertaken in Peru, university staff in Chile received training in the High/Scope Preschool Curriculum model which is now one of the official preschool programs, and High/Scope was involved in the evaluation of the Family Day Care Home Program in Venezuela. As a result of all these activities a tradition was building for taking model programs that had been well developed in one community and adapting them to meet the needs in a variety of communities. It is this tradition, experience, and expertise that was brought to the Children in Development Project (funded through a Cooperative Agreement with USAID from 1981-1985), which is summarized in this report.

A. The Need

Early on in the work in Latin America it became evident that children in many communities face life-threatening circumstances. There were basic survival issues of health and nutrition that had to be faced and addressed specifically if children's full range of needs were going to be met in early childhood programs. These basic physical needs were being met by a range of relief agencies established specifically for the purpose of bringing better nutrition to children in extreme poverty. Included in the list of providers are such groups and Catholic Relief Services (CRS), Christian Children's Fund

(CCF), HAVE the Children, and other private voluntary organizations (PVOs). What became evident to High/Scope staff who visited many of the centers and programs being offered by these organizations was that a tremendous opportunity was being lost. These organizations had put into place vast systems for reaching young children and their families in order to meet their basic physical needs. By observing children in the centers, it was apparent that those providing the direct services had little awareness of children's range of needs. Children were passive, uninterested in the world around them. And the adults caring for them seemed to have the same affect. It was evident that something crucial was missing from the program. It was also evident that there was the potential to meet the full range of children's needs if these existing systems of care could be utilized and their range of services expanded.

Discussions with USAID personnel in Washington indicated that they understood the need. USAID funds were providing the resources for some of the PVO's involved in relief work, and they could see the opportunity of using these vast delivery systems to more fully meet the needs of young children. Because of the High/Scope Foundation's long history of successfully introducing quality early childhood programs into communities, the Foundation was given an initial grant to explore the feasibility of such a project by talking with appropriate PVOs to ascertain if there was interest in such a joint venture.

One of the first tasks undertaken in the exploratory grant was the development of a filmstrip that helped to portray the need of young children in developing countries, and to suggest some possible ways of meeting that need. The partial text of that filmstrip is produced here as it both defines the needs of children 0-6 in developing countries, and provides an overview of how the PVO community was brought into the project.

Each stage of life has a unique physical, intellectual, social and emotional potential, bearing for good or ill on the next and all subsequent periods of life. These early years of life of every child are of special significance most simply because they are the first and impact all the years that follow.

The basic needs of a child are interwoven in the seamless fabric of young life and in the life on the family and community. Children in extreme poverty are in danger not only of malnourishment and disease, they are also in danger of arrested mental and social development. Relief and development services have quite naturally concentrated on hunger, disease and shelter--on physical well-being. The result has often been neglect of the uniquely human needs--the mental, social and emotional. Should we separate out the strands of a child's life, label them "nutrition", "education", "shelter", and deal with each in relative isolation?...Is food enough?

Children (in feeding centers) receive important life-sustaining services. Program settings like these are not usually thought of as learning environments. But these

children are taking part in a powerful learning experience. What patterns of behavior are children acquiring as they spend interminable empty hours during such a critical period of life? Passivity may be a necessary response to severe deprivation. But once beyond the threshold of survival, what is the impact of prolonged lack of mental and social stimulation on the well-being on the child in poverty as well as on society? What are the blank stares of these children telling us about the consequences of this treatment? What are the stares mirrored on the faces of the adults telling us of the potential long-term impact?

The central problem here is not a lack of concern for the welfare of the children or even a lack of resources. The way the program provides a clean and safe environment is evidence of a willingness to labor on behalf of needy children. It is simply that here the broader uniquely human needs have yet to make a break through. The basic mental and social and developmental needs are somehow perceived as frivolous, irrelevant, or unmanageable in situations of extreme poverty.

There is a core of universally accepted knowledge about the basic human needs in the early years of life. All children need safe and secure environments with adequate food and nutrition. But they also need caregivers who truly care about them as individuals and give them models of appropriate behavior—caregivers who hug them and talk with them and encourage them.

Children need:

- o things to explore,
- o interesting sights and sounds, smells and tastes and textures,
- o materials to manipulate,
- o space and time to play with friends and objects,
- o the opportunity and encouragement from the adults to investigate and understand, and
- o opportunities to master the environment in ways appropriate to their developmental level and cultural heritage.

Children need stability and regularity in their world as well as novelty and excitement....

Awareness of the full range of basic needs of human growth in these early years should be one of the conscious concerns of every program touching needy children and their families.

How can these basic critical concepts be introduced into programs for children around the world? It will take policy makers and program managers who are aware of the impact of the environment on human development in the early years of life and the enduring long-term implications for other

investments in human resource development--policy makers aware that concerns for future generations is a necessary component of programs targeting many other development needs. It will take educators aware of the alternatives for meeting the basic needs of children, even within severely impoverished environments--educators willing to move beyond the formal preschool classroom to help health, nutrition, and other development programs adopt a comprehensive child, family and community development perspective.

Ultimately, however, the task will rely on the insights and dedication of those who work directly with children and their families: day care providers, health and nutrition workers, social workers, home economists and extension agents. These frontline workers must receive encouragement to build child and family support systems mobilizing the resources of the community and acknowledging rich local tradition in child rearing...

It may well be that to the extent that we fail to provide minimal conditions for healthy human growth in the early years of life, to that extent all our other investments in human resource development are only remedial investments.

The Response

As the filmstrip was viewed by a variety of agencies and organizations it became apparent that it captured their interest. It was clear that there was the potential to work with existing PVO's to expand their range of services for young children. It was then that a Cooperative Agreement was signed between USAID and High/Scope for the purposes of introducing quality early childhood care into existing programs. The purpose of the Agreement was:

to enhance the effectiveness of existing service programs for preschool-aged children in Latin America and the Caribbean, most of which focus on physical provision, in meeting the mental, social and emotional human developmental needs in the first six years of life.

The objectives of the collaborative agreement were as follows:

A. To expand and improve pre-school and day care opportunities in each of a minimum of four selected sites in the Latin American and Caribbean (LAC) region.

B. To enhance poor children's creativity, socialization skills, initial aptitude development and readiness for formal education.

C. To encourage and stimulate the involvement of concerned families in this program by imparting information on health, hygiene, nutrition and basic education.

D, To increase the awareness and ability of U.S. and LAC private Voluntary Organizations who operate child care and early childhood education programs (hereinafter referred to as "PVO's") to work in practical, effective ways with young children by augmenting the information base as well as increasing the number of such PVO representatives and volunteers who are trained with concrete work experience in such programs.

The objectives suggested very general outcomes. Thus an implementation process was agreed upon that would help frame the project. Essentially High/Scope was to create a series of demonstration projects that would provide direct benefits to as many pre-school age children as possible, and to document these different models for low-cost delivery systems of early childhood education. These demonstration projects were to be developed within the ongoing activities of a variety of established PVO's. Within each demonstration project, High/Scope was to offer technical assistance to the cooperating PVO in terms of (1) planning, (2) training, (3) materials design and production, (4) technical assistance in implementation, (5) evaluation, and (6) documentation.

High/Scope was also responsible for disseminating the resulting information to other PVOs that could potentially use the materials produced by the project. In addition, information was to be disseminated to other USAID offices, other donor agency staff and LDC planners and policymakers. Dissemination activities were to include such things as (1) audio-visual presentations on early childhood education, (2) summary information pamphlets, and (3) regional seminars. (For a complete description of the Collaborative Agreement, refer to Attachment A.) In the next section is a description of the three sub-projects that were developed to meet project objectives.

SECTION II: WHAT WAS DEVELOPED

Within the Children in Development Project three very distinct "demonstration" efforts were implemented and documented. The PVO's that were involved were very different from one another, as were the actual in-country demonstration programs that emerged. The fact that such different programs were developed is evidence of the fact that while the objectives were similar across the PVO's, the nature of the PVO and the process of implementation lead to different outcomes--in terms of the structure of services, the level of documentation, the nature of the support materials, and the potential impact of the project. What is similar across the projects is the nature of the young child's experience in the child care situation that was created. Within this report we will highlight some of the features of the individual projects. (A more comprehensive description of each project--its process of implementation, products, and outcomes--are provided in the individual final reports -- Attachments B, C, and D.)

A common development strategy was used within each of the sub-projects. It involved creating and putting into place an institutional collaboration process--a process which required all participants to become involved in the implementation of the the most viable child care programs within their contexts. Each institution brought its unique knowledge and skills to the exchange process. High/Scope, for example, provided what it knew best--early childhood development, a proven curriculum model and a research base which provided a beginning definition of quality child care. Other participating PVOs--CRS, CCF, and national PVOs--provided their experiences in working in LDCs, and their well developed systems for providing services to children.

OUR CHILDREN, OUR FUTURE: A TRAINING PROGRAM FOR CHILD CARE WORKERS

The most complex of the three sub-projects was developed with Catholic Relief Services (CRS), the largest PVO in the world. The sub-project involved work in Bolivia, Ecuador, and Peru. There were three sets of activities undertaken in the project:

1. Training of child care providers--activities to make child care providers in center-based pre-school programs more aware of child development needs, and involving them in planning training activities that would improve their programs.
2. Training of trainers--a process that would provide national institutions with the capability to train para-professional child care providers.
3. Institutionalization of the project--activities that would ensure that CRS and its counterparts would become involved in the process of providing training and technical assistance to child care programs currently being given food, in order to enhance the services provided to young children.

The Beginnings

The project began with discussions with the CRS Latin American Regional Office staff, headquartered in New York City. From there contacts were made with CRS national offices and their counterparts in three Andean countries-- Peru, Bolivia and Ecuador. High/Scope had hoped that CRS personnel would become directly involved in implementing the project, which would improve the chances of information on child development being included in the design of CRS programs. However, over time, it became clear that national CRS offices would not take an active role in the development of the training model.

High/Scope then began to talk with CARITAS and Promocion Humana, the social service branches of the Catholic Church in each country, which are closely linked to CRS; they distribute food for CRS. They were considered by High/Scope as possible counterpart agencies in implementing the project. After initial discussions, however, it became clear that they only distribute food; they do not have a direct role in the operation of the child care centers. Thus the training and technical assistance capability to be developed in the project would not fall within their current operational guidelines. It was only within CARITAS-Boliviana, that the administrator was interested in developing an institutional capability in training and technical assistance, so they entered into the project with High/Scope.

In Peru and Ecuador, however, the institutions chosen for inclusion in the project were not linked with CRS, CARITAS or Promocion Humana. However, the groups chosen had experience and expertise in the field of early childhood education and were interested in increasing their capabilities in relation to training, materials development, evaluation and technical assistance. In the same way that USAID and High/Scope had developed a contractual agreement, High/Scope developed a contractual agreement with the institution within each of three countries that would ultimately be responsible for implementing the

project in that country. Staff from all three countries worked together in the creation and dissemination of the training package developed in the project. Initially, two year agreements were developed between High/Scope and CARITAS-Boliviana, the Foundation for the Psycho-Educational Assistance to Retarded Children and Adolescents (FASINARM) in Ecuador, and Pontifica Universidad Catolica in Peru.

In order to provide each of the collaborating agencies with sufficient resources to support a technical team of two--a trainer and an evaluator on a half-time basis--a sub-contract was signed between High/Scope and the agency. Those hired through the sub-contract were responsible for conducting monthly training workshops with the staff of the demonstration centers which would receive training through the project, evaluating the results, and presenting their experiences at the planning and evaluation workshops which were held approximately every four months. These workshops were planned and convened by High/Scope staff and hosted by the participating agencies in their own countries on a rotating basis. Training and dissemination plans for the following four months were developed at these workshops, based on general project goals and the on-going experiences of the team of participants from each agency.

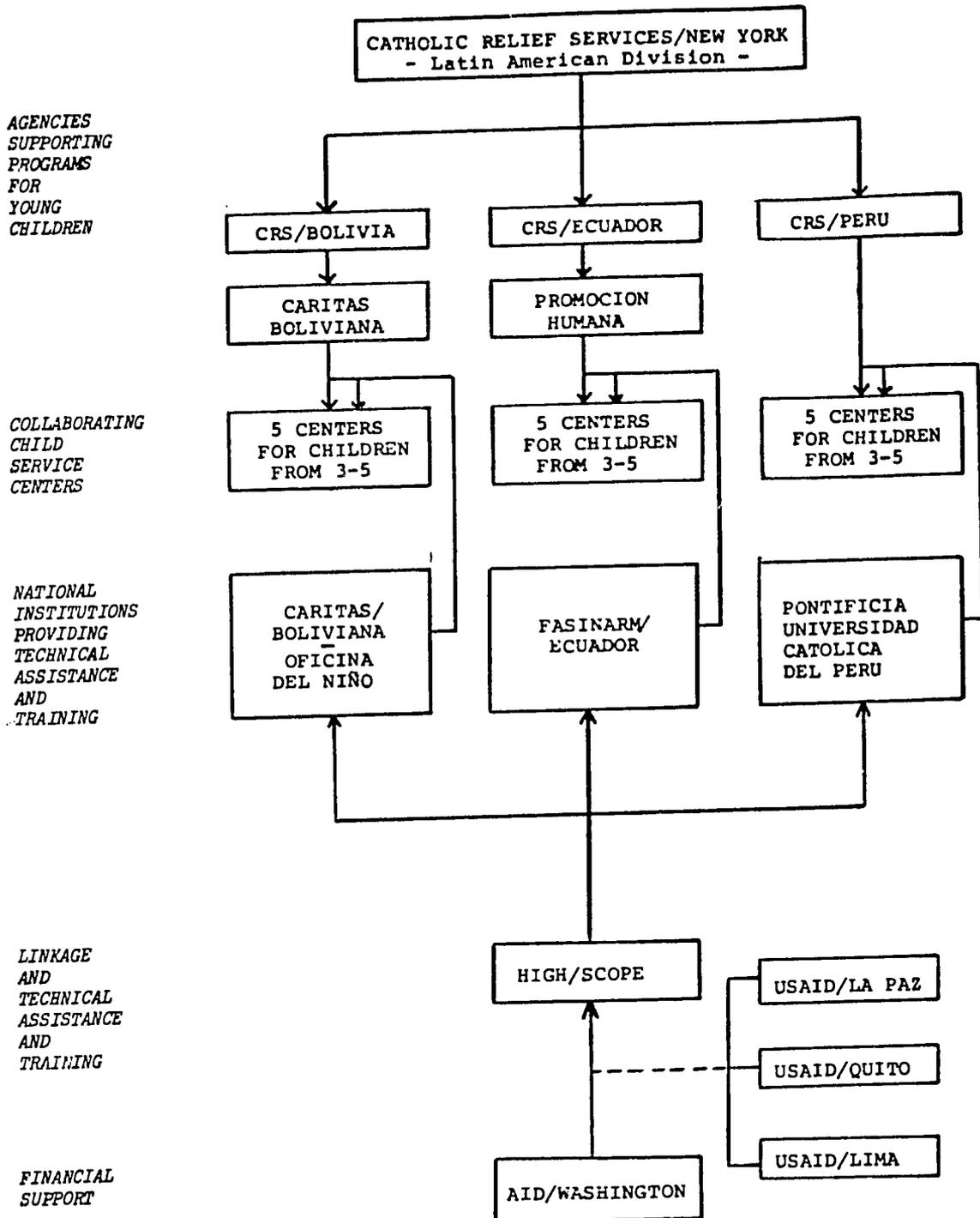
High/Scope played the role of general coordinator and "trainer of trainers" throughout the life of the project. In that role High/Scope staff worked with staff from the cooperating institutions, providing them with the technical assistance and support they needed to develop their capability to develop training systems for those training paraprofessional staff working in child care centers. (See Figure 1 for a diagram of the actors in this sub-project.)

The Process

The starting point for the project was the Training of Trainers Model that had been developed within the High/Scope Foundation for the training of trainers implementing the High/Scope Preschool Curriculum in different geographic areas of the U.S.A. As a part of the design those in training (the trainers) are required to work with the staff of an existing center-based program, training them to implement the curriculum for children. (One of the indications that the trainers have successfully completed their training is that they have been able to implement the pre-school curriculum in a classroom which serves as a demonstration site for further training activities.) Within this sub-project, the notion of the need to have an on-going balance of training and practice was incorporated into the training model developed. What was added was a process for reflecting on, evaluating, and making changes in the model as it was being developed.

To get the training process underway, one of the first tasks for those within each institution involved in the project was to identify classroom staff with whom they would work. Those working on the project from within the participating institutions worked closely with the local CRS/CARITAS team in each country to identify possible demonstration center. In early 1983, 15 centers were selected. Seven criteria were applied: (1) a willingness to participate in the project, (2) the existence of some programmatic relationship to CRS (usually, but not always, including title II food subsidies), (3) a willingness on the part of center administrative staff and

Figure 1
 ACTORS AND LINKAGES
 CATHOLIC RELIEF SERVICES' SUB-PROJECT



parents to implement changes, (4) a willingness on the part of center administrators and staff to work as a team, (5) a current enrollment that included needy children between the ages of 3 and 5, (6) the lack of an educational program, and (7) the perceived potential to serve as a demonstration site. Once selected, center administrative and program staff signed contracts, stating that they agreed to participate in the training and implement the curriculum being developed.

Training began in March, 1983. To determine the specifics of the training, those working on the project from within the participating institutions did a base line study of what existed in the centers and determined what was needed in terms of training. A training plan was then "negotiated" with staff from the center. Over the course of 15 months (the original 1 year contract was extended) staff from 15 participating child care centers (including 741 children and 98 staff) were trained in an adaptation of the High/Scope Preschool Curriculum. The adaptation was created as the High/Scope technical assistance team worked with the trainers from the in-country institutions.

At the end of training, the demonstration centers were evaluated. The programs that did not meet the criteria were phased out after receiving assistance in finding other sources of technical support. Those that met the criteria received additional training, and then served as demonstration sites, hosting visitors interested in replicating the experience, and serving as the base for the provision of local workshops for personnel from neighboring centers.

Once training was completed, the task was to pull together the training materials that had been developed and to create a series of training manuals that could be used to train trainers working with paraprofessional staff through in-service workshops. Each participating institution had a role to play in the writing of the final training materials.

The Outcomes.

BOLIVIA -

Within Bolivia, CRS made contact with CARITAS-Boliviana which was the focal agency in terms of getting the project underway. It also became the sub-contracted institution--taking on the responsibility of providing the technical and training support required in the project. Traditionally their role has been to administer food programs. Essentially what this means is that they are responsible for seeing that the food gets delivered to the appropriate agency. Prior to this project they did not provide any training and/or technical assistance to the programs receiving food. But because their administrator was interested in developing this capability within CARITAS, he hired two new staff specifically for the purpose of working in this project.

Even though loosely linked with CRS, things did not progress easily within Bolivia. At the time project staff were trying to identify possible demonstration centers, the country was going through political upheaval and suffering particularly harsh economic conditions. Child care centers were

being closed for lack of funds. For those interested in maintaining the forward movement in terms of the development of child care programs, this project was one way of trying to hold onto gains made. However, because of

economic conditions, only four child care centers, in and around LaPaz, could be found to use as demonstration centers. .

However, by the end of the project, the effort had received considerable recognition in Bolivia. Even so, a major problem remains in terms of further dissemination of the work. CARITAS-Boliviana is not, in fact, interested in expanding its functions to include the provision of training and technical assistance to child care centers. So, project staff from within CARITAS have begun working with other groups to generate the funding they need to disseminate the training scheme.

During the winter of 1985 CARITAS-Boliviana began implementing an extension of the project with funding from the InterAmerican Foundation. This will last for three years. During the first year 15 different institutions are sending trainers for training; fifty-three trainers are being trained. They, in turn, are training 123 staff members in 21 centers, providing services to 770 children.

Other training possibilities exist for the project team from CARITAS-Boliviana. The Ministry of Initial Education asked CARITAS to assist in the training of rural "promotores". They were also asked to participate in a 3-4 year national curriculum development and training program being developed within the Ministry. UNICEF also has shown some interest in collaborating with CARITAS on training efforts. Staff also developed a proposal which was submitted to USAID so that they could provide the training requested by JUNAS (a national social service agency) for its staff. That proposal was not funded, although USAID offered to assist CARITAS in writing proposals to other donor agencies.

Unfortunately there have been problems within CARITAS that may motivate project staff to leave CARITAS-Boliviana to create their own training group. The major issue being a basic difference between project goals and CARITAS' mandate. In addition, the administrator originally supportive of the project has since been replaced. The current administrator has not been a part of the project development process and is not convinced that CARITAS should take on the training and technical assistance function that has been developed within CARITAS through the sub-contract. In an evaluation of the project conducted by the InterAmerican Foundation, it was recommended that the training team leave CARITAS. Since the InterAmerican Foundation is currently providing continuation funding for project activities, they can be very influential in the outcome.

PERU -

In Peru, CRS-Peru assisted in developing the initial contacts with the Department of early Childhood Education in the Pontificia Universidad Catolica. The university has a long history of work in early child development, curriculum development and training. They were interested in expanding their knowledge, skills, and expertise in the field of early childhood education. CARITAS-Lima assisted in locating the demonstration centers. The centers

involved in the project are all found in the peri-urban areas around Lima, and are part of the PRONOIE non-formal education programs sponsored by the Ministry of Education. Because the demonstration centers have been operating successfully they have attracted attention. During 1985, 10 PRONOIE Coordinators from the Callao district expressed interest in knowing more about the training system so that they could use it with the centers they supervise

One of the major developments in the Peru project is the fact that one of the team members was made Director of Initial Education within the Ministry of Education. She is now in a position to have a strong influence on the dissemination of the project. Thus, one of the initial issues--the fact that project was totally outside the Ministry of Education--seems to have been solved. Now there is a much greater likelihood that dissemination of the training scheme can occur through the Ministry.

What is less clear is the on-going status of the project participants within the University. Throughout the lifetime of the project they were half-time on the faculty and half-time on the project. This did not allow them to fully participate in University activities. Thus, when a Research and Dissemination Institute was being established, they were not invited to be a part of it. They were dissatisfied. They felt that the Institute would be an appropriate home for the project since it involves research and evaluation as well as a training of trainers system. Project participants did not want to see the project become simply another training scheme; they see a much broader potential for the process utilized within the model.

ECUADOR --

CRS Ecuador assisted in the initial contacts with institutions in Ecuador. Promocion Humana provided the initial contacts with potential demonstration centers, and FASINARM (Foundation for Psycho-Educational Assistance to Retarded Children and Adolescents) became the national training institution. FASINARM was chosen for this role because of their institutional experience in developing training materials and their excellent resource center. The group was also interested in developing its own capabilities in terms of early childhood education. The six centers chosen in Ecuador to be trained as demonstration centers were from two different regions--Quito in the mountains (Pichinca Office) and Guayaquil on the coast (Guayas Office).

Early on in the project it was evident that FASINARM was very committed to the project. In an early report it was noted that FASINARM

has effectively integrated (the project) into their institutional structure by providing the project an office, printing project stationary, incorporating project activities with existing institutional functions, hiring a project secretary, and the director of FASINARM taking an active role in project supervision. This is in addition to assigning two exceptionally strong staff members to the position of project evaluator and trainer. Fourth Progress Report p. 6

The commitment has continued and the project has been well institutionalized. In 1986, FASINARM staff began training 25 trainers that are in turn training 240 staff members in 24 INNFA-operated day care centers serving 1,200 children. Additionally, FASINARM is responsible for training 20 INNFA trainers who supervise special education programs. The training model developed in the project was adapted to address the special needs of this population and the service delivery system used. Clearly the training of trainers model has been well integrated into the range of training services offered by FASINARM. In addition, the Director of FASINARM was made the director of INNFA, greatly expanding her influence and thus the influence of the project.

It was anticipated that the national inspectors for Promocion Humana would participate in the initial training sessions so that they might begin to consider technical assistance functions as a part of their supervisory roles. They did not actively participate in the process at that point. However, since the training system has been developed, Promocion Humana has been interested in dissemination activities. It plans to collaborate at the Diocese level for the purpose of training 60 additional centers. (This would be funded through the Food for Peace office of AID Ecuador.) They are also planning a national programming workshop which would focus on ways of integrating the materials into their work.

The Products

As the project developed it was determined that participants from each of the collaborating institutions should take responsibility for putting together the training manuals that were being created. CARITAS-Boliviana took responsibility for the sections which related to creating an environment supportive of young children's learning; Pontifica Univesidad Catolica focused on developing materials that would give trainers information on adult learning and how to train para-professionals; and FASINAM focused on specific pre-school curriculum issues. High/scope had responsibility for describing--theoretically and practically--the philosophy and process of training and for coordination of all the products. Once developed, the materials were reviewed by all the others involved, with the final editing and production responsibility being given to FASINARM. Through the process a very complete series of training manuals was developed. (See Attachment E for a list of the materials.)

Institutionalization Issues

Clearly the project has been successfully implemented in the three countries involved in the project. Within each country there is a cadre of individuals trained to train trainers in the implementation of a center-based pre-school model of early childhood education--a model developed to meet the health, education, and social needs of young children 3-6 years of age. Also, in two of the three countries there is an institution that is continuing to disseminate the training model and the project has been integrated into the national system of child care--in Peru through a governmental agency and in Ecuador through a private voluntary agency.

The situation in Bolivia is more ambiguous. Over the course of the project it became evident that Bolivia lacked the material and human resources which would allow them to develop an early childhood training system as rapidly as such systems could be developed in either Peru or Ecuador where there was a much stronger tradition of early childhood education and where there were a considerable number of mid-level professionals who had made a career of early childhood education. While there are trained personnel within Bolivia, and there appears to be an interest in receiving the training, it is less clear what the institutional base will be for the trained personnel. If CARITAS-Boliviana continues to house the trainers, then Bolivia will be the only country where the impact of the project will be felt within a CRS related institution.

Clearly the project managed to mobilize a large number of organizations to collaborate in the project. Yet virtually all these institutions are fairly autonomous agencies, with relatively weak linkages to each other. Because of the loose linkages it is extremely difficult for the actions within one of the institutions to necessarily have a policy impact on another agency; indeed it is naive to think that it would. Yet in early reports there were high expectations for CRS' direct involvement in the project:

CRS and its counterparts CARITAS and Promocion Humana will be involved in varying degrees in the project activities. The degree of involvement is largely dependent on the relationship of the two agencies. CRS and CARITAS in Bolivia work very closely together, and both will take an active role; in Peru CRS will take the major role; while in Ecuador Promocion Humana will be more heavily involved. The roles of the CRS agencies that are involved will be to monitor project activities in the centers, participate in training activities they are interested in, and write a letter to accompany each biannual report submitted by the training institution. The training materials developed under the project for CRS will be disseminated nationally through CRS and counterparts in Bolivia, Ecuador and Peru, and internationally through the CRS New York office. Third Progress Report p.25-26

By the Sixth Progress Report there was concern by High/Scope staff about the extent to which CRS would be substantively involved, yet there was still hope.

The present agreement does not require CRS to play an active role in the implementation of project activities. A hopeful sign for institutionalization is the fact that CRS field offices have begun to explore how the training materials and technical assistance process developed under the contract can be used in other CRS programs...The problem inherent in institutionalizing the program within CRS is working within the complex structure of CRS, and the labyrinthine network of philosophical, political, economic and ethical relationships that CRS has with other institutions. p.10

It wasn't until the Eighth Progress Report that it was openly acknowledged that CRS did not intend to be directly involved in dissemination of the project. The report indicates that CARITAS is not interested in funding dissemination activities in any of the countries. It was in this report that there was also a discussion of the reorganization going on within CRS, and what that would mean for the project.

What appears to have happened within this sub-project is that CRS, a large bureaucratic PVO with a long history of "non-operational" provision of services, did what it could realistically do within the project. It provided the linkages to national institutions and center-based pre-school programs who were ready and able to participate in the project in a meaningful way. It was at the national level that the project was quite successfully institutionalized, but not within the PVO originally involved. As noted in one report, however, Understanding CRS and its role overseas, requires a knowledge of Title II Food Programs, USAID and Food for Peace, the interests of agricultural lobbyists in Washington, the relationships between the Catholic Church in Latin America and in the United States. Sixth Progress Report, p. 10 That is indeed a challenge—one that is well beyond the scope of this project.

Given the disappointment resulting from the fact of not being able to institutionalize the project within CRS, it is easy to lose sight of the enormous impact that the project is having at the national level. One of the important things about the project in both Peru and Ecuador is that key people in early childhood education in the country were involved in the project from the very beginning. Within Peru one of the lead trainers was given a key position in the Ministry of Education. The woman has already held a conference within which she introduced the training package as one of the early childhood intervention training models that communities may use to implement an early childhood preschool program. Within Ecuador the woman who was Director of FASINARM was made Director of the National Institute for Children and Families in Ecuador (INNFA), the national agency which has responsibility for overall programming in the country in relation to early childhood education. Because of her position, both the materials and process developed within this sub-project, and the model developed within the community of Tarqui (a separate sub-project), have a high probability of being disseminated throughout the country.

COMMUNITY CHILD CARE: DESIGN AND MANAGEMENT OF COMMUNITY-BASED DAY CARE PROGRAMS

The purpose of this sub-project was to develop a model for planning, implementing and evaluating an integrated system of community-based child care programs for pre-school aged children. The model begins with a survey of what exists within the community in terms of child care, and then provides a way of working with the community to define what other needs exist. Based on those needs, other forms of child care are then developed. In Tarqui, a peri-urban setting of 5,000 inhabitants on the outskirts of Quito, Ecuador, that served as the target community for the project, the additional child care system that evolved was a family day care home program. The specific objectives of the sub-project were:

1. To provide preschool aged children in selected communities with the care and development services that will permit them to develop their maximum human potential.
2. To support and strengthen the capacity of the family and community to provide for the care and development of preschool aged children.
3. To strengthen the community's capability to plan and implement programs which build upon community strengths and utilize community resources.
4. To strengthen the capability of professional institutions affiliated with the project to plan, implement and evaluate programs for pre-school aged children, in these communities and others.
5. To develop and document the process of developing the community-based program, based on an assessment of community needs and resources, for dissemination to other communities interested in developing integrated systems of child care.

Beginnings

Initial contact was made with the community of Tarqui in 1980. At the time High/Scope was invited by the Overseas Education Fund (OEF), a PVO operating out of Washington D.C., to visit the community and provide consultation and technical assistance as a child care center was being proposed for the community of Tarqui. OEF was developing the center in collaboration with SEVESGOL (the National Voluntary Association of Women's Groups). Two years later, in 1982, when the center had been built, OEF once again requested that High/Scope (under the Cooperative Agreement with USAID) work with the community, providing the training necessary for the child care staff.

After having visited the child care center in Tarqui it became apparent that this center would not meet all the needs for child care in the community. It was determined that while it was important to provide training to staff within the child care center, a larger focus was needed—a focus on meeting the range of child care needs within the community in an integrated way. Thus

it was decided that the child care center staff could be trained through the CRS sub-project described earlier. (The Tarqui center became one of the demonstration centers within that sub-project.) The work within this sub-project would include assisting the community in further defining its own needs for child care and introducing alternative forms of care, drawing upon community resources and expertise, and developing the community's capacity to maintain the program over time without external technical assistance.

At the same time that the child care center was being developed in Tarqui, a new community was being planned (Solanda). Located across the road from the 10 year old community of Tarqui, Solanda was designed to house 30,000 in 6,000 housing units High/Scope saw the potential to engage in a larger child development process by working with both Tarqui--to meet its current child care needs--and by being a part of the design process as Solanda's needs for child care were being considered.

Thus, it was proposed that the work with Tarqui (supporting the development of an integrated system of child care within the community) serve as a pilot effort that could be documented, leading to the creation of a model that could be used in the development of child care within the Solanda community. People from the Tarqui community would provide training and technical assistance to counterparts in Solanda. Further dissemination of the model would occur throughout other communities in Ecuador once the process had been finalized. In the dissemination process, the Child and Family Support Unit to be created within the Tarqui Cooperative, would serve as the research, training, and dissemination base for the development of quality ECCE programs in Ecuador.

The Actors

The project was developed in collaboration with a series of PVOs. As noted above, the first contact had been with OEF and SEGESVOL. As the sub-project developed, however, these two PVOs were no longer involved. Those that were directly involved in the project were: the Cooperativa de Desarrollo Comunal Tarqui; Fundacion Tierra Nueva; Instituto Nacional del Nino y la Familia (INNFA); and la Fundacion Mariana de Jesus.

High/Scope had a cooperative agreement with the Tarqui Cooperative to provide them with technical assistance and support, as well as some material and financial assistance, for the development of the intervention program created within this agreement. For its part, the Cooperative was responsible for providing space and administrative support for the project. They were also responsible for forming and running the Parent Committee that oversees the project.

The funds provided to the Cooperative from High/Scope were actually funneled through la Fundacion Tierra Nueva, a private agency which supports a variety of social development programs, including a small network of day care centers. They were also the conduit for other funds for the program. In addition they were responsible for seeking funding for the program, and provided technical assistance to the community group responsible for operating the program.

When High/Scope's agreement with the Cooperative ended, INNFA, a national agency, under the leadership of the first lady, which has responsibility for the development and support of programs for children and families in Ecuador, provided funding to cover 50% of the on-going costs of the project. In addition, from the beginning they provided technical assistance to the project. Additional support for the program came through food commodities provided by CARITAS and el Centro Agrícola del Canton Quito.

To begin the work in Solanda, High/Scope had a collaborative agreement with Fundacion Mariana de Jesus, a private Ecuadorian Foundation whose focus is on the development of housing for poor families. They were involved in designing the Solanda community. Within the agreement High/Scope was to provide technical assistance and training to strengthen their in-house capability to design, implement, and evaluate programs for young children in the new Solanda community. (One of the employees of Fundacion Mariana de Jesus was seconded to the project to document the process of working within Tarqui so that the same process could be utilized in Solanda.)

A unique feature of this sub-project was that the technical assistance team for the project included other than High/Scope staff. Maria Carlota de Ruesta and Jackeline Aizpurua from Caracas, Venezuela were hired to assist in the community needs assessment and provide on-going support to the program development and evaluation of the project. (Not incidentally, Maria Carlota was involved in the Venezuela Family Day Care Homes Project and Evaluation, so she was able to provide technical assistance in terms of program development as well as evaluation.) Another consultant, architect Camilo Cheul, from Santiago, Chile, was contracted to design the child care centers for the Solanda community.

The Process

Once agreements were reached, the activities could get underway. The initial activity was to conduct a community survey in order to determine the current child care patterns in the community—their strengths and weaknesses. The next step was to look at alternative forms of child care that could be used to meet community needs, and the third was to create an intervention program, with the appropriate supports, that would lead to an integrated system of child care in the community. All activities were carefully documented.

The Tarqui community consists of 960 houses, approximately 5,000 inhabitants, and 1,026 children under the age of 6. The survey conducted between February and December, 1983, included 2000 plus community members. The results were analyzed and discussed with community members in a week-long workshop in Tarqui. The survey represented the first time that a community-wide survey of child care had been conducted in a community in Ecuador. It also represented the first time that a community group has been responsible for such a social research process.

While the community survey was completed as planned, the next piece in the puzzle, a survey of existing systems of child care in Ecuador to use as a reference point (option map) in determining what would be appropriate for Tarqui, was never completed. Rather, given the results of the survey High/Scope staff suggested an alternative form of child care—family day

care--be implemented. It was felt that this approach would meet current needs and help round out child care services in Tarqui. Thus in January, 1984, there was a week-long workshop which brought together community members and members of the international community experienced in family day care programs to guide the initial development and design of the pilot program.

The Outcomes

The Family Day Care Program was designed and successfully implemented over the remainder of the project period (February 1984 - March, 1985). It is indeed a viable option and one which has been well implemented in Tarqui. Currently six homes are operating, with another nine women waiting to be trained. There are 150 children on the waiting list.

From the beginning there was an attempt to involve a national local institution in the process of creating the program. This facilitated institutionalization of the model program. During its initial phases an individual was seconded from INNFA to provide technical assistance to the project. Since project funds were discontinued in 1985, funding for continuation of the project has been provided by INNFA for the Coordinator; the Cooperative has picked up the costs of funding the project's secretary.

However, the larger plan, which was to create a "child care management and manager training system" was never realized. The plan was to develop a process of planning high quality programs for children...where the training and other materials developed under the project will be primarily for the use of child care policy planners, program managers and administrators. Third Program Report, p. 9 It was indeed a grand scheme for a project that had its beginnings in one small, poor peri-urban community in Ecuador. The coordinator of the program has written a manual describing the process of creating integrated systems of child care in a community.

And what happened with Solanda? By the fourth progress report (submitted November, 1983 - two years into the project) it was clear that the Solanda component was not going to develop on schedule. There were major delays in the design of the Solanda community. There had been many "false starts", with the community going through several re-design phases.

By the Sixth Progress Report (submitted November, 1984), Solanda had become a footnote. At each visit to Tarqui to support the development of their Family Day Care Homes Program, contact was made with the Fundacion Mariana de Jesus to ascertain the progress on construction of the Solanda community. When this project ended, some initial construction had begun, but nothing was being done in terms of child care centers. In November, 1985 the woman who had been working with the Tarqui project, documenting the implementation process, developed a document for Fundacion Mariana de Jesus, proposing an integrated system of child care, based on the Tarqui experience. At this point it is unclear if her proposed system of child care will be implemented.

A PARTNERSHIP FOR CHILDREN: A COMMUNITY DEVELOPMENT APPROACH FOR CHILD SPONSORSHIP PROGRAMS:

The demonstration program developed within this sub-project is a community-based program designed to meet the health and educational needs of young children and their families in a very rural area of Bolivia, in order to improve the life chances of young children (0-6). The program was developed in collaboration with the Child and Family Services Unit of the Christian Children's Fund (CCF) in Richmond, Virginia. Four activities were undertaken within the project:

1. Development of a quality child care system in the CCF-affiliated project community of Los Andes in Oruro, Bolivia
2. Documentation of CCF's current efforts in early childhood development.
3. Strengthening of the early childhood development strategy of CCF's Child and Family Services Unit.
4. Documentation of the process/impact of the project.

The Beginnings

Traditionally Christian Children's Fund (CCF) has served school-aged children through its sponsorship program. While younger children have benefited from CCF's presence in the community, their involvement has been incidental. When the project began, CCF was seriously looking at ways to expand their current programming to include work with children under the age of six. The timing of this project coincided with CCF's interest in examining ways they might work with younger children.

The Process

Unlike the other sub-project, there was no sub-contractual agreement with a local agency/institution in the CCF effort. This is because of the way CCF traditionally operates. Money generated to support children goes directly to projects affiliated with CCF that provide direct services to children. By virtue of being "affiliated" with, rather than operated by, CCF, programs maintain substantial autonomy while still conforming to guidelines established by CCF. Thus, from the beginning it was decided by CCF and High/Scope to collaborate in a "closely linked but loosely coupled" way. In this way CCF maintained its traditional way of affiliating with projects, and High/Scope maintained its autonomy in developing the work in Oruro while working with CCF in the field and in Virginia. Funds allocated to the CCF sub-project were therefore used to establish a High/Scope field office in Oruro, Bolivia, site of the demonstration project. Although housed separately, the High/Scope field office and demonstration project were affiliated with the "Los Andes" Project, one of nine CCF affiliated projects in Oruro.

The High/Scope Field Office consisted of a full-time country representative and a secretary. Funds were also provided to equip the office and the child care program that evolved. The individual hired served as

High/Scope's representative in the field. A public health doctor by training, he served as project coordinator and was responsible for working with the staff and members of the CCF-affiliated Los Andes Project. All activities were conducted with the informed consent of CCF-Bolivia, the group to whom the project was ultimately responsible. CCF's Child Care Coordinator in Oruro, who was assigned to the project on a part-time (25%) basis, participated in many of the meetings and program activities.

Over the course of the project the High/Scope Field Office, in coordination with the Los Andes Project, developed a community-based early intervention model focusing on meeting the needs of children 0-6 and their families. There were three major components to the program: child care, which was delivered through a center-based preschool program for children 3-6 years of age; parent education, which took place through a combination of parent meetings and home visits; and a health component, with a prevention focus, that was designed to meet the needs of different groups in the community: (1) pregnant women, (2) parents of children 0-3, (3) children in need of immunization, and (4) children in need of oral re-hydration. All the activities developed within the model are designed to give parents the information they need to provide health, nutrition, and a solid educational base for the children, and to give children 3-6 years of age a pre-school, center-based experience that helps prepare them for the formal educational system.

To respond to CCF's request to have more information about the ways in which their current efforts are meeting the needs of children under six, the original agreement specified that High/Scope would conduct a survey of CCF programs, providing them with the information needed to increase their understanding of what was being provided. Over time, however, it became evident that the survey would require more resources than were available. Instead it was decided that some specific programs should be surveyed. Thus, field visits were made to Mexico and Brazil. These field visits were designed to help CCF and High/Scope staff (1) determine the similarities and differences among different CCF offices and services, (2) determine to what extent the experience being developed in Oruro would be applicable in other CCF settings, (3) understand what type of training materials might be of the most use to a variety of CCF field offices, and (4) see how CCF current structures might lend themselves to a shift in emphasis to include provision for children 0-6 years of age.

The Outcomes

At this point the Child and Family Program is operating in Oruro. Once the High/Scope representative completed his contract in late 1984, the question was, who would take over the project? It was determined that the CCF Project's Social Coordinator in Oruro should be released from some of her CCF duties to perform the role of Coordinator of the demonstration project. This has happened slowly.

Additional training is needed for the child care staff and for those doing the home visits and conducting parent meetings. Those in Oruro have requested that CARITAS-Boliviana provide additional training to the center-based program staff (with funding from USAID). It has not yet been approved. UNICEF has been providing training for those working with families with

children under three.

The Los Andes community has taken on the costs of operating the office. This occurred in January, 1985. The community has been building a Socio-Cultural Center which is eventually to house the project. The office and pre-school classroom equipment utilized in the project were transferred to the community.

Throughout the project there were difficulties because the High/Scope field office was housed separately and established outside the current structure of CCF service provision. Over time it became clear that the project should have been located physically with other CCF projects and that an individual within the CCF structure should have had direct responsibility for the project. For example, the Child Care Coordinator (CCC) in each CCF office has the closest contact with the projects and communities and is in the best position to offer the technical assistance necessary to develop early intervention programs. She is the person who should be trained to work with communities interested in developing systems of child care for those under 6 in CCF affiliated programs.

Products

Two products were developed within the framework of this sub-project. An Operations Manual was written in Spanish and contains a description of the different components of the demonstration program and how they relate to one another. The manual provides an example to other CCF projects of services they might be able to offer to pre-school aged children and their families.

Rather than creating a complete set of training materials only for CCF, it was decided that the CCF training materials should be linked with the materials being developed within the CRS sub-project. The CRS materials are designed for Trainers involved in training paraprofessional staff working in child care centers. CCF could use those materials, but only AFTER an affiliate had determined whether or not they should become involved in the delivery of such a service.

Thus, for CCF Richmond two training modules were developed which can be used with CCF field offices to help them explore the possibility of developing programs for children under 6. (These are in English.) The training materials answer two prior questions: Is child care needed? and if so, How do you design and implement a child care program? If after completing the modules the community wishes to implement a center-based child care program, they can then use the Training of Trainers Manuals developed within the CRS sub-project (all of which are in Spanish). The title of the two modules developed for CCF (each of which contains several sessions) are:

Tailoring Programs to People. This module includes a series of activities for trainers or administrators to implement with community members. The module involves the community in assessing needs of all children in the community, and using the data to select the program(s) that meet those needs.

Planning Early Childhood Programs. This module includes a process for training community members to design programs that will provide integrated services to young children in the areas of education, health and nutrition,

and parent involvement. Program operation areas included are as follows: program objectives, services, program administration, staffing, selection of children, training, financing, and budgeting.

Institutionalization.

Resources in this sub-project were directed toward two levels--CCF headquarters in Richmond, Virginia, and to the High/Scope field office in Oruro, Bolivia. In looking at project outcomes, it would appear that the more substantial impact of the project will be the work done with CCF in Richmond. While the Oruro program exists, it is unclear how strong it is and whether or not it will be maintained. One reason the question is raised is because there are 8 other projects in Oruro that could, in fact, adopt aspects of the Los Andes demonstration project, yet they have not been adopted.

On the other hand, CCF Richmond appears to be ready to move ahead in terms of introducing the training materials to their field representatives. At a Field Representative Meeting held in April, 1985 information on the demonstration project was presented, and Field Representatives were given the task of devising "Guidelines for Early Childhood Development Programs", to be submitted by June, 1986. CCF Richmond also plans to develop a pilot project involving the training of CCCs and their assistants in a number of Latin American countries to see if the materials are applicable. If they are workable, the materials will be translated for use in other regions.

Of the three, this sub-project is the best example of the way in which the demonstration efforts and close collaboration with the international PVO have had an impact on policy. As noted in the Seventh Progress Report,

Traditionally CCF has primarily concerned itself with working with projects on administrative issues. The Bolivian collaboration with High/Scope signalled a change in that area. It was indicative of a move towards younger children and less conventional projects. Because of the complexity of such projects, this change was accompanied by Richmond's hope that Field Offices will participate more fully in the more programmatic aspects of these projects... If they do, it will indeed be a change in policy-- a change that will have an impact on the quality of programming for young children. p. 120

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Thus three successful demonstration projects were developed and implemented in the Children in Development Project. In each instance the project was documented, providing information on the process utilized and the outcomes. In sum, the outcomes are as follows. Extensive training materials were developed in the CRS sub-project that are being used to train others so that they can implement a similar process. But the project had little impact on CRS policy in terms of the scope of it's services. While the CCF

demonstration effort is not firmly rooted in the community where it was implemented, a process was begun within CCF itself to institutionalize the training materials developed in the CRS sub-project (with the addition of two modules). In Tarqui, Ecuador, a viable system of child care has been created--a family day care home program. While the program appears to be well integrated into the fabric of the community, it is unclear if there are adequate support materials to assist other communities in creating a similar program. (There is an interesting footnote. The High/Scope staff member who was Project Manager has now moved to Ecuador and is working in INNFA. A second Children in Development Project staff person will be joining him soon. Thus, the program initiatives begun within this project are likely to be more widely disseminated within Ecuador than might otherwise have been the case.)

The strength of the sub-projects varies. The differences are a result of: the nature of the sub-contracted institution, the nature of the task undertaken, the relative support of the host PVOs, and the resources (human and fiscal) allocated to the sub-project from within the overall Children in Development effort. In Section III, there is an opportunity to step back from the specifics of each sub-project to look at some of the more general development principles, providing a framework with which to examine some of these differences more closely. But before moving on to that analysis it is important to describe an additional activity undertaken as a part of this Cooperative Agreement.

DISSEMINATION

One of the issues that surfaced during the mid-term evaluation of the Children in Development Project was that the results of the project, and many others of a similar nature, were not being synthesized and disseminated. (There is increasing awareness that valuable lessons learned which would result in considerable cost savings and improvement in the design and implementation of early childhood intervention projects is being lost.) Thus the participants in the mid-term review agreed to extend the fourth objective of the original agreement, the information and dissemination component, by adding support to an Interagency Service which would: (1) synthesize results from a range of action projects and experiences in order to extract policy relevant lessons; and (2) disseminate lessons extracted to institutions (international, bilateral, and indigenous agencies, private and voluntary agencies, and public institutions) involved in early childhood programs.

Under the amendment to the Cooperative Agreement, funds were provided to the Interagency Service. With these funds, the following has been accomplished (details of which can be found in Attachment F):

1. A clearinghouse has been established serving a broad network of international, national, and regional organizations which are primarily concerned with early childhood development. Contact is made bimonthly through the Coordinator's Notebook, a newsletter that provides relevant information on a range of early childhood issues. (It is distributed to over 400 people.)

2. Six papers have been completed which review the experiences of those involved in creating early childhood education programs.

3. Three meetings of the Consultative Group on Early Childhood Development have been organized, each with a particular theme related to current issues and concerns in the field. Organizations participating in the Consultative Group include: UNICEF, the Ford Foundation, USAID, the World Bank, Carnegie Corporation, IDRC, the Rockefeller Foundation, UNESCO, and the Aga Khan Foundation.

4. Evaluations and case studies have been produced, largely as a result of extensive field visits. (There are six trip reports which provide a description of these activities.)

Through the activities of the Interagency Service there is clearly a beginning of an important synthesis and dissemination effort. It is highly likely that through this mechanism policy in relation to early childhood education can be affected, and new initiatives can be developed.

III PUTTING THE PROJECT IN PERSPECTIVE

The Children in Development Project being described in this report is one of a variety of intervention efforts being developed and implemented in an attempt to improve the life chances of individuals in less developed countries. While the particular focus of this project was to provide improved systems of care to young children and their families, the implementation issues addressed were similar to those found within a range of community development efforts. Within the development field as a whole there is an increasing body of knowledge about what will facilitate the introduction of an intervention program, and what can hinder the process. Information about what has been learned has been pulled together in recent years and provides an interesting reference point for looking at what occurred during the Children in Development Project, to help us understand some of the successes and give us insights into some of the difficulties. Thus, in this section an attempt will be made to look at the overall Children in Development Project in relation to current knowledge in the development field in general. Three basic elements of all projects will be discussed from the point of view of what is now known and High/Scope's experience in relation to those elements. They are: the commitment; the framework; and the process.

A. The Commitment

com.mit.ment. n. The act of committing; a giving in charge or entrusting...A pledge to do something...An engagement by contract involving financial obligation...The state of being bound emotionally or intellectually to some course of action. American Heritage Dictionary, 1969, p. 268

Before a project begins there has to be a genuine commitment from all involved. The commitment called for in the development context includes all the dimensions listed in the definition. Commitment refers to the relationship that evolves when agencies, groups, institutions, and individuals come together and reach an agreement on a particular course of action that should be undertaken to bring about the hoped for outcomes. The pieces of that relationship that have been identified as important are: 1. A genuine perception of the problems to be addressed by the project as serious and requiring attention; 2. Agreement on objectives; 3. A perception that the solution strategy being proposed is an appropriate course of action. 4. Appropriate motivation for the involvement of both sides.

1. A genuine perception of the problem as serious and in need of attention.

The most important phase in the TA process is that in which the need for the assistance is identified. When the need

for TA is not immediately apparent to either the aid recipient or the donor agency, both should attempt to determine whether a problem exists and, if so, they should analyze it and then decide whether technical assistance is the best solution. Lethem & Cooper, 1983, p. 3

Within the Children in Development Project the "problem" was defined in different ways, at different times, with different actors. Because of the High/Scope Foundation's research, model development, and model dissemination experience--nationally and internationally--staff were aware of a variety of facts that helped identify the need for assistance:

- o the child's early years are extremely important in establishing the base for later growth and development--in terms of health, nutrition, social, cognitive, and emotional well-being;

- o important support for young children and their families can be provided through early childhood intervention programs;

- o there are intervention programs which currently exist that are reaching large numbers of poor children;

- o these programs are not meeting the full range of children's needs, but with appropriate staff training and support, quality care could be provided.

High/Scope Foundation presented this information to USAID. Discussions were begun about ways in which High/Scope might work with a range of private voluntary organizations (PVOs) to introduce a range of educational services into existing child care systems. As a result of the discussions the Cooperative Agreement was developed which provided High/Scope with the financial support necessary to begin working with a variety of PVOs to see what could be developed, both in terms of practical demonstration programs and in terms of having an impact on organizational policy.

Early on a filmstrip was developed, Not By Bread Alone. It was a powerful vehicle in demonstrating the impact of many feeding programs on young children. It provided important information on young children's needs for stimulation, and talked about the possibilities for creating quality programs for children within such feeding programs. It challenged viewers to look at their current programming and examine what was being provided. The message reached a variety of PVOs. Further discussions lead to a common understanding of the need. The agreements entered into between High/Scope and the PVOs-- CRS, CCF, OEF, and at the national and community level--were evidence of an initial agreement on the need. But, a common definition of a problem is not sufficient evidence of commitment. As has been noted:

Assessing a recipient's commitment to (a project) is not simply a matter of verifying a (high-level) acceptance of the need for assistance. Commitment should be evident in all the personnel on whose collaboration or support the technical assistance depends at each policy and operational level. Lethem & Cooper, 1983, p. 27

How does it become evident that all personnel on whom you depend to support the project are committed to the effort? One thing that has to happen is that the need has to be seen by the people at all levels who will be affected by the project. Thus, it was not enough for the host PVOs to understand that there was a need; it was critical for those who were most intimately involved in the project to have the same understanding of the need. While this was not evident to High/Scope staff in the initial phases of the project, it became evident rather quickly. As noted in the Second Progress Report:

When we first wrote the AID/PVO proposal we had envisioned that the most important challenges would be to get the home offices...to buy into our scheme for development of new programs. As it is working out, however, its proving rather easy to get the concurrence of the home office of the agencies--as long as there is support from their field offices. In turn, support from the field office is contingent on acceptance of the idea by the affiliated communities and projects. This is a logical and healthy process. However, we did not anticipate that we would have to go to where we finally do have to to get this project in motion. p. 5.

This was an interesting observation in terms of what later developed. In fact, work at the community level was absolutely necessary to get the demonstration projects established. And, what appeared to be "rather easy", in terms of getting agreement from the home office, was easy because in some instances it was only an agreement on need, it was not a commitment. For a commitment to develop one must move beyond agreement on need. There needs to be agreement at each step in the process, the next one of which is to agree on objectives.

2. Agreement on Objectives

Within each of the three sub-projects that were developed there was agreement between the host PVO and High/Scope on the major objectives to be accomplished as a result of the activities undertaken in the Children in Development Project. In each instance four or five objectives were specified, in rather general terms. The objecties reflected the fact that PVOs were interested in looking at ways of improving the quality of services currently being provided through their system of service provision.

In each instance High/Scope anticipated that this would mean that the PVO would eventually examine their own policy guidelines and make changes which would allow them to provide a wider range of services to young children and their families. That was not necessarily the understanding or intent within the various PVOs. AS evidenced over time, CCF was the only PVO really open to looking at policy. They did this by allowing High/Scope to develop an "affiliated" project that they monitored to see if it was an appropriate direction for their future work. In the other projects it quickly became evident that there was no policy commitment. For CRS, agreement on the objectives meant that they would connect High/Scope with child care centers in Latin America to whom they provided commodities. In the third sub-project, where a variety of PVOs were involved, each of them was involved in one or two

of the objectives. No one was committed to the overall effort. So, while agreement on objectives is a piece of the commitment, once again it is not enough. It is necessary to move to a level of greater specificity and to define clearly and openly the goals and limits of the program component to be introduced.

This step is crucial in assisting those directly involved in planning, in making operational decisions, in measuring implementation in the light of something concrete, and in clarifying the program component's likely relationship to ongoing activities. If the new component is going to interfere or overlap current services, at least that is spelled out and can be dealt with openly. It is important that the relationship of the new effort to existing components and services be dealt with forthrightly (whether it is a new service, an expansion of an existing service to more people, or another option among a range of options). This can only be done if the third dimension/condition is met.

3. A Perception that the Proposed Strategy is Appropriate

It is crucial that potential project participants agree philosophically with the approach or strategy to be used. It is important also that those in the host organization and the community whose support will be necessary for implementation, perceive the strategy chosen as an appropriate one for meeting the need, and that they see it as culturally appropriate--i.e. applicable within that community context. A primary issue in the Children in Development Project is that the "strategy" or "technology" of early childhood programming is not highly developed. (In fact, the Children in Development Project was defined as a "Cooperative Agreement" because there was an understanding that the project would change as the technology was being developed.) While there are early childhood models which have been proven effective in the U.S.A. such as High/Scope's Preschool Curriculum, before this project there was no systematic attempt to transfer the model to Latin America. Thus, those involved had to be willing to engage in a process rather than implement a well developed strategy.

This is a common situation when social science "technologies" are being transferred. In general, what is meant is that at times technologies have to be chosen before questions can be raised about how and by whom the project will be implemented Lethem, 1983, p.23. That was what occurred within this project. In these instances,

all parties should feel equally responsible for the quality of the (project) design and should not only be committed to its successful implementation, but also prepared to modify the (project) in the light of implementation experience. Technical Assistance should thus be understood and approached as technical cooperation, and every step in the process should reinforce the commitment of all parties concerned. Lethem & Cooper, 1983, p. 6.

In fact, this was the approach taken. The project strategy--from the identification of need, to determination of objectives, to creation and implementation of demonstration efforts, to evaluation of the effort--was developed in a spirit of partnership. Agencies/institutions and individuals

involved entered into that partnership with different levels of commitment, based on their motivation for involvement in the project.

4. Appropriate motivation for the involvement of both sides.

Agencies/institutions, communities and individuals have a number of motives for wishing to implement new programs. To the extent that implementing the program is a means to some end other than solving the problem the model is designed to address, elements of implementation are constrained; key elements of the program may be manipulated to help a community achieve that end rather than to make the program more effective at solving the problem addressed in the model. When the overriding motive for a community's involvement is to solve the problem at hand, there tends to be more will to overcome implementation problems. In general, initial motives have reverberating effects throughout the life of the program. While honesty in communicating motives contributes to more effective inter-institutional relations, sometimes honesty is not the issue. The issue has more to do with getting a more complete picture of what is occurring. It is only over time, as you work with people in a variety of situations, that you can begin to understand people's motives for involvement.

In sum, commitment on the part of all involved is absolutely crucial if the project is to be successful. Commitment consists of a variety of dimensions, all of which contribute to the effort an individual is willing to invest in the project. While contracts can be signed as an indication of intent, contracts don't guarantee commitment. To some extent commitment is an elusive element; it comes and goes, and is affected by elements far beyond the control of project implementers. Within the Children in Development Project, High/Scope staff responsible for its implementation were aware of the importance of commitment and attempted to assure that commitment existed. We did this through the technical assistance process we chose to use. Before discussing that process, however, there will be a brief discussion of all the elements that define the context within which the project operates--the framework.

B. The Framework: Theory and Practice

Any project necessarily operates within a framework that defines the day-to-day reality of the project, regardless of the nature of the commitment of those involved. Dimensions of the framework have to do with the organizational features of all the institutions involved, and the resources that are available for use within the project and those which can be garnered to support continuation of the effort once project funds have been withdrawn. In this section the theoretical organizational and resource elements important in implementing new programs are reviewed. These elements are clearly interactional. Thus, the ways in which the Children in Development Project attended to these elements are described in terms of the practice.

1. The Theory - Organizational Framework.

Once agreement is reached on which agency (will be involved), it is necessary to determine whether adequate logistical and administrative support can be expected... The administrative design should also specify the recipient's contribution (financial or in kind) to the TA (project) and the arrangements for briefing, supervising, and backstopping the TA team, as well as for coordinating the latter's activities with those of other government agencies or sources of assistance. Lethem & Cooper, 1983, p. 10-11

While this is an important statement, the question soon becomes, how can you determine if "adequate logistical and administrative support" exists? No one negative factor in the organizational environment is usually enough to significantly impair implementation prospects. It is usually when two or three combine that a less promising organizational environment is created. In essence there needs to be:

a. an organizational mandate that compliments the project mandate. The project to be implemented should be a sensible extension of work already being done within the agency/organization, in terms of agency mandate and services. If the project is seen as an extension of and complementary to current service provision, then it is generally not seen as a threat. It is also much more likely to be integrated in to the organization. If it is perceived as taking the organization in a new direction, then it is likely to be isolated from current efforts and not embraced.

b. a supportive organizational environment. The state of the host agency in terms of finances, morale, recent history with service provision, stability or shifts in mission, staffing, organizational structure, and so forth, will influence program development in relation to a new effort. These elements interact to create a climate more or less conducive to change.

c. organizational and management skills available within the host agency. The agencies/organizations within which the program is to be implemented must have the organizational and management skills and capabilities to operate the program. It needs to be recognized that effective

management techniques within community-based organizations may not be adequate when a new project is being developed.

The recipient...may lack the capability to design or manage the TA or to utilize its output, or may lack the budgetary resources with which to provide the local contribution (personnel, housing, office space and transportation) to the TA. Lethem & Cooper, 1983, p. 18.

An assessment must be made of the organizational capabilities called for as the model program is being developed. If the skills do not exist, then a part of the process has to be building those skills, or individuals should be hired, with project funds if necessary, to provide those skills.

d. an agreed upon contract describing roles and responsibilities on both sides. It is crucial that there be clarity from the outset between the disseminator and the site implementing the program as to roles, responsibilities, and expectations of each other. If at the start of the relationship the shape of the future is not spelled out clearly, then there is likely to be both confusion and resentment during the course of implementation.

2. The Thoery - Resources/feasibility. Adequate fiscal and human resources must be available. While there are rarely enough human and fiscal resources available to do the job at hand, especially from the perspective of program implementors, there is a critical mass necessary to begin and maintain forward progress.

a. fiscal resources. Almost all agencies/organizations will need an infusion of financial resources if they are going to be able to successfully implement a new program component. Without fiscal assistance, they would be required to take funds from an ongoing effort and devote them to the new project. Unless the organization is going through a re-organizational phase this move would be threatening to current staff and is likely to create morale problems that would undermine the entire effort.

It is frequently difficult to determine the level of financial assistance that is necessary and sufficient. If there are not enough resources to accomplish the start-up tasks, including training and technical assistance from the model disseminator, then later activities will suffer. Likewise, if resources are reduced before a community has internalized and fully implemented a program idea, then the program can quickly unravel. On the other hand, if too much financial assistance is provided, with the infusion of funds creating an imbalance in program efforts, the ultimate withdrawal of funds can cause the organization to collapse.

In addition, if the costs of the program model are high relative to costs of other services in the community, although they may appear to be moderate compared to standards in another country, the model to be implemented is not likely to be sustained. The on-going costs, fiscal and human, must be in line with what the community can afford now and in the future. Thus there must be a recognition of the fact that a program may cost a given amount in one community and have different costs associated with it in another context.

b. human resources. The personnel to be involved are critical to successful program implementation--both in terms of selection of appropriate individuals to implement the model and in terms of the type of training and technical assistance that is provided over time. At the outset people are needed with time, skills, and personal commitment to get a program started. Staff need to be selected based on their values and motivation, not their performance on tests. Training must be an on-going process and must be flexible to meet varying needs. In addition, those involved in planning, administration, and research/documentation should be a "tight team" of individuals who work together to solve problems.

While no one leadership style can be identified as more effective, certain qualities prove helpful. These include flexibility, the ability to sort out and prioritize among numerous demands, the ability to handle ambiguity in a situation (i.e., not understanding fully the program component, but being able to proceed anyway), a commitment to nurturing growth in others, well-developed communication skills, and openness to new ideas. A personal pre-disposition to the philosophy and assumptions underlying project activities is also important, as is some kind of credibility either within the host agency or within the broader community.

Leadership also becomes important at the level above the individual participating directly in the project. The introduction of new components often cause conflicts among agency staff with competing priorities. A trainer/supervisor must be able to depend upon a superior who will defend the new effort and create a consensus of acceptance for the endeavor among staff. Without such a figure backing her up, even a strong trainer/supervisor will have trouble creating a climate of acceptance for change.

Choice of front-line leadership proves to be the single most important strategic determinant of how successfully new programme components are implemented. The quality of commitment of the supervisor/trainer mirrors the success of implementation. In addition, choice of front-line leadership seems to be a crucial feature in dissemination. One way to think about dissemination is as the "movement of embodied knowledge" as people who are given new skills and expertise take on new roles within their agency/organization and/or country. What this means is that people who are already in positions of authority--or who one might guess would eventually be in such positions--should be identified and included in the development of new program efforts.

c. time. There are two aspects of time that are important: the issue of allowing adequate time for a project to be implemented before withdrawing financial and/or technical support, and the timing of the project, in terms of the organization's readiness to take on new components and/or change direction to some extent.

Adequate time for project implementation is extremely important. The processes of negotiation, clarification of program purpose and expectations of various actors, reconciling differences, and building local commitment, are crucial to the successful implementation of a new component within an existing program. Time spent thinking through potential issues, planning activities, explaining and discussing the new component with key local people, and mutually defining responsibilities, returns benefits throughout the life of the program.

But, no matter how thoughtfully planning is done, no matter how many contingencies are planned for, implementation always takes more time than anticipated. This often means that time available for implementation is insufficient to provide an adequate test of a new activity's effectiveness. An initial round of judgments about the activity by funding sources or decision-makers in the host organization are often made before the programme staff themselves feel they are ready to be judged. Although usually difficult to secure, funds for a planning period can reduce the pressure to demonstrate impact before program staff feel it is logical for impact to appear.

A crucial dimension that is much harder to define plays a key role in project success. Timing/ readiness is an elusive concept, but all involved agree it is critical. It is clear that many dimensions of the project framework (the sense that a problem needs to be solved now, that the strategy chosen fits the problem and the mandate of the agency, and that the host organization can and should support the effort) must come together at approximately the same point in time, or one will create a "drag" on the others. Yet, even with these seemingly in place the project may not reach fruition.

3. The Practice. What occurred within the current project in relation to the elements that appear to be important in determining successful project implementation? Organizationally there are a number of interesting variables within the range of PVOs ultimately involved. Since each was different from the others, it is useful to briefly describe what took place organization by organization.

Had High/Scope been watching for the cues, it would have been apparent early on that organizationally CRS would not embrace the project; they would always stand at a distance. Why was this? Because from the beginning they made it clear that their mandate was to provide food commodities; they are not involved in program operations. At the heart of the project was an attempt to have an impact on the operations of existing PVOs. High/Scope got the message when we began working with CARE—one of the original PVOs considered for inclusion in the project. In the First Progress Report, where the relationship with CARE was described it became clear that CARE would not be involved, High/Scope staff wrote:

Our approach to CARE went no where. The net results of several telephone conversations with the Latin American Program Officer was that CARE/New York is not interested in what is described by them as "top down program development"...They would be glad...to give us the names and addresses of their country directors...High/Scope project staff saw little reason to pursue this since this is a program development exercise that is designed to eventually affect agency-wide program patterns. p. 8

In fact, CRS operates in the same way that CARE does. Was that message clearly conveyed to High/Scope staff at the beginning? Did we not want to hear it? The answers are unclear. What is clear is that the organizational mandate with CRS did not allow the project to take hold in the way we had originally anticipated.

It is interesting to look at CCF on the organizational dimension. At the time the project began their organizational mandate was to sponsor school-aged children through affiliated programs. They also see themselves as a non-operational PVO. Yet the staff at headquarters were beginning to look at their role in relation to projects. They were beginning to see that their current efforts were having an impact on children under the age of 6; they were also seeing the need to provide support to these children; and they were looking at their own training capabilities. Here the dimension of readiness was more important than the existing mandate. The organization was ready to look at its mandate and make some changes, if they could be shown there was the potential for significantly affecting the life chances of young children by doing so.

What about the relationship with the Overseas Education Fund (OEF) that eventually led to the development of the project in Tarqui, Ecuador. OEF is a much smaller PVO than either CRS or CCF. However, they are operational. They are very much involved in program development. But their involvement is for the short term. In that sense they are the most like High/Scope of the PVOs involved in the project. Essentially our contact with them was short-lived because they had completed their project within Tarqui--which was to work on community development issues which led to the creation of a child care center. Once that was developed with the local PVO (SEGESVOL), OEF withdrew. High/Scope was the next PVO to enter the scene. While OEF is clearly supportive of the types of programs developed within the project, they do not have the technical capacity to provide that type of training and support within the projects they develop. Because of their own scarce resources they are not planning to develop that capability. They would rather operate as a peer with High/Scope, calling on High/Scope to work collaboratively where training for quality child care is needed within a project.

In terms of resources it is clear that High/Scope was well aware of the need to provide host institutions with the resources necessary to become involved in project activities. For this reason each "demonstration" effort was provided with funding which allowed staff to devote time to project activities. These funds were flexible in the sense that as needs arose, or diminished, funding for the individual sub-contracts was increased or decreased accordingly. This flexibility was possible because the original contract between USAID and High/Scope was set up as a Cooperative Agreement which allowed for changes to be made in project design and budget allocation, based on a systematic evaluation process that allowed project and AID staff to make decisions which would re-direct project resources.

In terms of human resources, High/Scope project staff made some excellent choices in the inclusion of a range of people in the overall project. In two of the CRS sub-projects key people as the project began moved into powerful, national policy roles by the end of the project. In Ecuador the move was to directorship of the largest non-governmental agency which focuses its efforts on young children and family support (INNFA), and in Peru it was a move into a key position within the Ministry of Education. In both instances dissemination of the project will occur because the knowledge generated in the project has become a part of that individual's thinking.

In sum, the relationships with CRS and CCF in the U.S., and to a lesser extent with OEF, provided the umbrella under which the core activities of the sub-projects were developed. If we look at the organizations with which

High/Scope had the most sustained contact--the sub-contracted institutions--it is possible to see that the organizational and resource dimensions described above were critical in making the demonstration projects successful.

Even within the sub-projects it is necessary to look at each institution to assess what dimensions were present, and/or could be created, and what that ultimately meant to project outcomes. The easiest way to do this is to refer to Figure 2, where an attempt has been made to assess each PVO in the project in relation to the organizational and resources dimensions described. Each PVO/organization/ agency is rated in terms of the degree to which the dimension was in accordance with the needs of the project. For example, there are three ratings--H (high) is given when the organizational dimensions within the PVO were strongly supportive of project activities; M is given when the dimension is given a medium rating OR when the organization was in movement on that dimension; and L is given if the dimension was low or non-existent. In terms of fiscal and human resources, the ratings are different. Here a distinction is made between whether or not PVO resources went into the project (O = Own), whether or not the USAID/High/Scope Cooperative Agreement funded the effort (P = Project provided funding), or if a combination of resources were provided (C = combination

By looking at Figure 2, and referring back to Section II where each of the sub-projects is briefly described, it is possible to see that there appears to be a strong relationship between the various organizational and resource dimensions and project outcomes. Clearly within the CRS sub-projects the framework was in place and allowed the project to develop. Within CRS, itself, it is possible to see how project goals were not achieved. There was no organizational support and project resources were not allocated to the effort. CCF, on the hand, was in movement as an organization. In addition, they were willing to invest their own resources in the effort. Within the sub-project in Tarqui, there was a mix of investment and confluence.

FIGURE 2

RATINGS OF PVOs ON ORGANIZATIONAL AND RESOURCE MATCH WITH PROJECT NEEDS

| | PVOs | | | | | | | | | | |
|----------------------|------|---|---|-------|---|---|-----|---|----|---|---|
| | CRS | | | CCF | | | OEF | | | | |
| | C-B | F | U | Oruro | | | T | I | TN | M | |
| Framework Dimensions | | | | | | | | | | | |
| Organizational* | | | | | | | | | | | |
| Mandate | L | L | H | M | M | H | H | M | H | H | M |
| Environment | L | M | H | M | M | L | H | M | H | H | L |
| Org. capability | L | M | H | H | H | L | H | M | H | H | M |
| Contract | H | H | H | H | H | H | L | H | | H | H |
| Resources** | | | | | | | | | | | |
| Fiscal | O | C | C | C | O | P | O | C | O | C | C |
| Human | O | C | C | C | O | P | O | C | O | - | C |
| Timing* | L | M | H | M | H | M | H | H | H | H | M |

* H = High, M = Medium or in movement, L = Low

** O = Own resources only, P = Project Provided, C = Project and Own (combination)

Within OEF: T = Tarqui Cooperative
 I = INNFA
 TN = Tierra Nueva
 M = Mariana de Jesus

C. Design/Process

The stage has been set. Several groups have come together and reached an agreement that they will work together to enhance current delivery systems in order to provide quality integrated care programs for poor children under the age of six in three Latin American Countries. In addition, institutions had been identified that were willing to enter into the enterprise, and initial resources had been secured. Now what? How was the project going to be implemented? As the staff began the project they had a challenge. It is well summarised by Esman & Montgomery (1969):

The problem is how to develop and administer delivery systems for new applied technologies...which will ... enhance social welfare through the application of new knowledge. Often these programs involve many organizations and groups in simultaneous and complementary activities under conditions of uncertainty. Their problem is no longer how to transfer or even adapt known technologies, but rather how to find the combination of incentives, methods and institutions that will work in specific situations. This problem must be solved largely through experimentation.

And it was with an attitude of inquiry and flexibility that the "experiment" began. But it was not done in a vacuum. It was conducted within the context of what had been developed within High/Scope and within the field of international development. Thus, there were two bases of knowledge that came together. There was the proven model of early childhood education developed by High/Scope that had been adapted in a variety of communities. This model suggested the content which would be the primary focus for the project. There was also a base of knowledge from the field of sociology that suggested the process that should be utilized in order to effectively adapt a model to be implemented within a new context--theory about the nature of change and the change process.

1. The nature of the content.

From previous dissemination efforts within High/Scope, and in other projects High/Scope has evaluated, it is evident that the content of the project must be adequately developed, yet flexible; it must be spelled-out clearly enough to be presented and responded to in the implementation process. Not only must goals be concretely defined, but activities must be described in a form immediately translatable into obvious action. Further, those providing the technical assistance and training must have a clear understanding of the content--they must understand the underlying philosophy, the core content, and the elements that are adaptable. Adequately developed content contributes to assuring mutual understanding of expectations between disseminator and the agency adapting and implementing the content.

2. The nature of the process.

On the other hand, it is critical to recognize that even though a program model--in this instance the High/Scope Preschool Curriculum--may be fully developed, implementation needs to be considered a process for two primary reasons: within the social sciences we are only beginning to understand what effective technical assistance consists of; and one of the desired outcomes is local ownership of the program model. Thus when we refer to model dissemination/adaptation/implementation we talk about using strategies that recognize the complexity and dynamics of the change process and what that means for all participants, in order to introduce the desired content.

The general consensus is that because the state of the art in providing technical assistance in developing social service intervention programs is unclear, this type of assistance should not be managed according to a "blueprint", but should be treated as an interactive process that needs to be

broken down into discrete phases that take advantage of feedback, learning from experience, and appreciation of changes in the economic, political, or managerial context. Such a process depends on a strong partnership in which all parties have equal responsibility for the successful outcome of the assistance and are able to cope with considerable professional anxiety--particularly when the possible solutions to problems encountered in a development program are at the frontier of professional knowledge--while remaining patient and confident of ultimate success. Lethem & Cooper, 1983, p. 13

The change literature suggests that the strong partnership leads to one of the desired outcomes: local ownership of the program being implemented. A feeling of ownership is not only necessary for involvement in the present project, but to sustain the project over time, those who will ultimately be served by the program need to be an integral part of the program development process. The program has to be based on their understanding and statement of their needs; they need to be a part of determining what strategy will be utilized to solve the problem; they need to wrestle with the problems that arise; and they need to know how to look at the total program--process and outcome--to make appropriate changes in the program.

What does it mean in terms of project management to take an "interactive approach"? There are clearly implications for the technical assistance process itself, for the type of training that is provided, and for the evaluation and institutionalization processes set into motion.

a. The technical assistance process. The process was determined by two major variables: the nature of the people with whom High/Scope staff were working in the various sub-contracted agencies, and the nature of the materials and concepts to be introduced. There are a variety of models of technical assistance that could have been used in the project. The most common are:

- (a) The performer or substitute model, whereby an expert performs a specific task or function prescribed by the client/recipient.
- (b) The prescriptive model, under which the expert diagnoses a problem and suggests alternative solutions.
- (c) The counterpart-adviser model, which presumes that a national staff will work as an apprentice to the external specialist.
- (d) The collaborative model, which expects both national and expatriate staff to perform substantive tasks, share responsibility for the results, work together as a team, and learn from each other. Lethem & Cooper, 1983, p. 8

The collaborative model was chosen for this project, both because of the nature of the people involved and because of the program model that was being created. As noted earlier, those involved directly in project activities from the contracted institutions were carefully selected for the task. For the most part they were individuals experienced in the field of early childhood education and were clearly professionals interested in expanding their range of knowledge, skills and expertise. Because of their already high levels of competence, it was not difficult to assume a model of technical assistance whereby these individuals were viewed as peers. While High/Scope staff had more experience in model development and evaluation, those in the field had extensive experience working in early childhood education within their own country. Many of them had teacher training experience; a few had research experience. Thus they brought skills and knowledge that the High/Scope staff needed in order for the project to be successful.

The collaborative model also matched the High/Scope project staff members' notion of what needs to happen to successfully change organizations. The model clearly allowed nationals and High/Scope staff to each take responsibility for meaningful and appropriate tasks, and created an environment within which they could work together and learn from each other.

The technical assistance process developed within each sub-project was built upon an understanding of the current staffing patterns and budgets within the host institutions, to the extent possible. (It was only within the CCF affiliated project developed in Oruro, Bolivia that a new agency was created.) Although not immediately apparent to those involved, over time it became evident to administrative staff and those actually involved in the project activities that roles within the agency/organization had to be (and were) being re-defined in order to accommodate to the new tasks. This was not always acknowledged explicitly and/or dealt with.

One of the responsibilities of High/Scope staff was to provide training to trainers who would be involved in working with those providing care to young children in a variety of child care contexts. It was extremely important that the training process be consistent with the overall project process.

b. The training process. The training process utilized was based on the Training of Trainers system that had already been developed by High/Scope staff to disseminate the High/Scope Preschool Curriculum to trainers in communities around the U.S. The process is based on the assumption that for training to be most effective, it should provide an opportunity to apply immediately the information gained in training sessions. Therefore, rather than providing a block of training before a program is put into place, the process developed provides trainees with some theory and suggested activities which they then try to apply in a demonstration context before receiving more training. Further, each training session is developed in response to trainees experiences in trying to adapt the curriculum to meet the needs in the communities where they are working. The training process utilized in the project is highly consistent with training techniques found to be most effective in a variety of training settings, regardless of content.

The aim of most project-related training is intended to increase the practical skills of the trainees; hence, it should be directly related to the trainees's job. One way of doing this is to 'sandwich' the training with work, that is, intersperse a training period with a period on the job so that the trainee has an opportunity to try out newly acquired knowledge or skills. Lethem & Cooper, 1983, p. 49

Further, the overall process was built on a very important training technique—that of modeling. Role modeling affects not only the functional behavior to be emulated, but also the area of interrelationships, where a manager must be particularly skillful while operating in a complex cross-cultural setting. (Lethem & Cooper, 1983, p. 79). High/Scope training staff, in their work at all levels with the PVOs and the sub-contracted institutions, modeled a way for counterparts to work with their colleagues.

While the training and technical assistance parts of the project were extremely important in terms of being able to put successful demonstration projects into place, a larger goal of the project was to be sure that the programs developed were well institutionalized—both at the community level where they were implemented, and within the framework of the PVO hosting the project. There are a series of activities undertaken, from the beginning, to help assure institutionalization.

c. The institutionalization process. A new effort will not necessarily receive the institutional and financial support it needs to be maintained over the long run just because it is proving effective. Concrete, deliberate work should be begun early, during the first year of implementation, to build a supportive constituency in the community, and at higher levels in the nation or region where budgetary decisions are often made. How is this done? The following strategies were learned from a project designed for the purpose of disseminating High/Scope's Parent-to-Parent Program model (Evans, et.al., 1984).

First, it is important to begin building local support early on in the project. The early involvement of people who have some kind of stake in and commitment to a program's success makes it less likely that the program

will be resisted by those not directly involved. It is especially important, though time consuming, to bring those whose own programs might overlap with, or be disrupted by, the proposed effort into the planning process, because they are often in the best position to give the new effort trouble. Participating in the planning helps the opposition perceive ways in which the program can benefit them; this strategy can successfully diffuse their resistance. This strategy was well utilized in the current project. High/Scope project staff were very sensitive to issues about who might be affected by the outcomes and to involving a range of people throughout the process.

Second, it is necessary to develop concrete activities over the life of the project that will help maintain project activities once technical assistance from an external source is no longer available. This strategy is related to the previous one, but is focused more on activities that need to be undertaken during implementation. The activities must be seen as an integral part of the project. Once again, High/Scope project staff did an excellent job implementing this strategy. The project process was designed in such a way that participants created their own activities in support of the on-going effort; they learned how to assess what they were doing and to make the necessary changes.

Third, to facilitate acceptance of the project within the host organization, it is important to create formal lines of accountability within the sub-contracted institutions. One of the reasons that internal accountability is necessary is so that that project activities continue to be seen as an integral part of the host agency. If those being funded through external funding see themselves as accountable only to this third party, the project activities may be seen as extraneous to the agency. If this happens, the individuals may not receive institutional support for maintaining the activities. In addition there is the risk that the activities themselves will not be continued within the institution. If, on the other hand, staff involved in implementing project activities regularly discuss their project with administrators and peers within their own system, (in addition to doing the necessary accounting to the third party), then they can more readily call on the agency's support to solve problems and maintain their operations.

It is interesting to note that High/Scope project staff did not attend to this guideline. They continually isolated themselves from other activities within High/Scope and broke off the collaborative exchange among colleagues that is characteristic of other High/Scope projects. When issues arose they were discussed among project staff, and/or with USAID-Washington, but never shared with others in the Foundation with extensive experiences in related efforts. The project suffered because of this. Ultimately all project staff left the Foundation. In addition, what has been learned through the project will not easily become a part of High/Scope's institutional experience and wisdom. This represents a loss for all involved.

What was institutionalized within the various agencies/organizations involved in the project? To answer that question it is important to differentiate between different products of the project and how they were institutionalized. At this point in time it is difficult to assess the degree to which demonstration projects have been institutionalized. In the CCF project, the demonstration effort was the Child and Family Program in Oruro, Bolivia, that may or may not continue. In the Tarqui project it is the family day care home program—a sub-set of what is seen as part of an integrated

system of child care within the community of Tarqui. The family day care home program seems to be well in place and adequately supported. In the CRS sub-project the demonstration effort was essentially establishing the training of trainers system.

It is interesting that where the greatest impact has been made on the host PVO, the demonstration program is the least institutionalized. CCF, one of the original host PVOS, is attempting to pilot test and adopt the training system developed through the CRS project. The status of the demonstration program in Oruro, Bolivia, affiliated with CCF, is less clear. Conversely, in the PVO where there has been the least impact, the demonstration projects are the strongest. Within the CRS sub-project the training materials have been integrated into the on-going service provision of the national sub-contracted institution in Ecuador, and to some extent in Peru. It is less clear what will happen within Bolivia. Within the Tarqui project, the family day care homes project seems to be well institutionalized. What is not clear at this point is whether or not the operations manual describing the process of creating the system will be of use to other communities with similar needs.

Thus, as a result of the project, there are early childhood programs serving the multiple needs of young children in three Latin American countries. Materials have been developed, and are being disseminated, which will provide training to others interested in establishing similar programs. Integral to the training scheme is a process for understanding the nature of change and what that will mean for the trainers and trainees. This is a level of understanding not generally incorporated into training programs for child care providers. A question that cannot yet be answered is whether or not this reflective level of training will be transmitted as the project materials leave the hands of those who developed the materials and are used by trainers who have not been through the intensive material development process which was at the heart of this project. Can that same process be created with the new trainers?

d. The evaluation/documentation process. One of the basic beliefs of all those involved in the project was that in order for people to really take ownership for a project, they must have the capability internally of looking at both the process and outcomes over time and making an assessment of whether or not the project is meeting the desired goals. Therefore, means must be developed for those involved in project activities to know how they and the over-all effort is progressing, and for the technical assistance group to know where they can most effectively provide support. Most important, the use of these means must be built into the routine responsibilities of those implementing the activities at the earliest possible point in program development.

A very central evaluation/documentation process was built into this project from the beginning. Each of the sub-projects had a detailed plan for the documentation and evaluation of the project. A clear example of the relative weight given to evaluation is the fact that in the CRS sub-projects two participants were hired (each half-time initially) within the host institutions. One person was a trainer and the other was a researcher. The researcher was involved in the total project process from the beginning and submitted regular progress reports throughout the life of the project. In fact the project could be characterised as an "action research" effort. As noted by Lethem & Cooper, this is one valid form of technical assistance. In

some cases general knowledge may have to be adapted to local circumstances... and the technical assistance provided in the form of "action research" Lethem & Cooper, 1983 p. 4-5. To some extent an action research approach to the project was appropriate, given the nature of the development effort undertaken within the project. However, as the project went on, the action research process became more important than what was being produced in relation to the original objectives, which had to do with creating quality programs for young children and their families.

In addition to building in on-going processes for documentation and evaluation, it is necessary to allocate sufficient time and resources for periodic review from external sources. A mid-project evaluation was conducted by USAID and High/Scope project staff. The evaluation consisted of making site visits to demonstration centers that were being created through the training of trainers process, and assessing the status of the work in Oruro, Bolivia, and Tarqui, Ecuador. Issues identified for discussion at that point included: how is the current effort different from the original design, and why?; what is the nature of the curriculum being developed, and how does that relate to governmental interests/concerns?; will CRS ever become operational, and if it doesn't, what does that mean for their involvement?; what is happening in terms of overall institutionalization?; how can national USAID personnel become more involved?; and how will the impact of the program on children be assessed? Essentially, key issues within the project were identified. But, the evaluation did not have an impact on the direction of the project; activities were in place and the project continued on without really looking at ways to answer the questions.

Why did the mid-project evaluation questions never get addressed? One reason may be that only one USAID staff person and the High/Scope project staff were involved in the mid-project evaluation. This greatly limited the impact of the evaluation. Had a wider range of individuals been involved, there might have been an opportunity for more problem-solving strategies to be developed and implemented.

What was USAID-Washington's role in the project? As has been noted, the project was funded through a Cooperative Agreement. This form of contracting was undertaken because the project was seen as a model development effort; the exact outcomes could not be predicted. By entering in to a cooperative agreement there could be a continuing dialogue between project staff and USAID staff about developments within the project.

The aid agency and the TA recipient must act as partners and jointly design the TA assignment, periodically review the progress of implementation, and if possible, with the help of the TA staff, redesign some elements of the TA over time. Furthermore, aid agency staff must act as catalysts to ensure that close cooperation is developed and maintained among them, the recipient's staff, and the TA staff and that all parties maintain their commitment to the objectives of the assistance. Lethem & Cooper, 1983, p. ii

Clearly AID staff play a critical role in such projects. However, given the fact that they are not usually so intimately involved in projects, this more expanded monitoring role makes new demands on the already over-committed time. Early on in the project there was close communication between the

Project Manager and USAID. However, the aid staff did not have established relationships with other High/Scope administrative staff. When the Project Manager left High/Scope there was a change in the pattern of communications. While one of the other project staff members took on the function of communicating with Washington, there was not the same level of give-and-take that had been characteristic of earlier communications. In essence, what was discovered was the well-know fact that the human element in any of these projects is more powerful than any content or process.

e. The human element. A critical element throughout the effort was the range of human relationships that were developed, maintained, and broken. In assessing a project it is absolutely essential to be sensitive to the inter-personal bonds that hold programs together. As sumamrized by Letham,

The formal component of TA is always accompanied by an informal side that can drastically affect project results. For example, the informal interaction of a donor agency's staff and/or external consultants with the recipient country can either make or break the most sophisticated or large-scale project....When TA comes in a 'social package' of respect, friendship, and interpersonal sensitivity, its value is greatly enhanced. When the same technical quality of TA is offered in an aloof, uncaring and insensitive manner, a considerable adverse effect can be expected. Lethem & Cooper, 1983, p.82

Because of the complexity of the project there were multiple actors within the various PVOs, national institutions, and child care center, all of whome were a part of the process. Through their involvement they changed, and the changes in their lives had an impact on a much wider circle of individuals. For many people the project came at a time in their lives when they were ready to make significant changes—professionally and personally. Others were brought into the process reluctantly and struggled. All of these responses to involvement affected project process and outcomes.

In sum, within the planned change literature generally, and the implementation literature in particular, it has been demonstrated that implementing new program components within existing structures is a complex and difficult process, a process whose very difficulty is generally underestimated by those involved in the effort.

Experience suggests the importance of interpersonal, political, bureaucratic, socio-cultural, and resource-related aspects of implementation; and a recognition that implementation is not just, or even primarily a technical process. It is increasingly clear that even when there is a gap or need for a particular innovative program, that program is brought into a full social and organizational environment, with an established way of dealing with the problem, however inadequate that way might be. This implies that an innovative program will naturally attract resistance, since it is disrupting a social system in some kind of prior balance or equilibrium.

In anticipation of the disequilibrium that will result, the individuals involved have to be willing to engage in problem-solving activities that lead to clarification of intent, adaptation of expectations and plans, and establishment of consensus on roles and obligations. All involved also need to recognize that both the disseminator and user are active shapers of the process as well as the innovation itself. In addition, participants in the process interact with and are shaped by others in their own respective organizational environments. A relationship between disseminators and implementors is built as mutually established obligations are accepted and acted upon. Difficulties occur when the nature of the obligation on each side is not clear, or if clear, is not accepted.

High/Scope staff directly involved in the project got caught up in the process of the project, sometimes to the detriment of overall project objectives. At times it even appeared that the process itself became the content; for some it was. This is reflected in the training materials that have been created. Clearly the emphasis is on how to consciously plan for change; secondary attention is given to change for what.

Thus in considering the ways in which we can strengthen and expand existing early childhood care and education programs to provide better services, it is important to develop specific strategies for making the information available to individuals (through the development and/or adaptation of appropriate materials, the creation of on-going training systems which provide the information and activities that might be appropriately utilized in current delivery systems, and a technical assistance process that supports the creation of appropriate models and a way of assessing programs.) At the same time, we must be aware of what it means to introduce a new component into an existing system. We are introducing an activity that will have an impact on the host agency/organization. In order for our intervention to be effective we must try to anticipate the impact, and support those involved as they and the organization are changing--support them by providing them with the knowledge, skills and expertise they need to manage the changes that occur while they are continuing to strengthen the quality of services provided to young children.

* * * * *

While the introductory section presented the context within which the project was developed, in the second section there was a description of the three sub-projects as they have evolved. In this section it has been possible to look at some specific development guidelines derived from experiences from a variety of social science intervention efforts in less developed countries, and to examine the project in relation to those guidelines. In the final section we will take another step back and look at some of the lessons learned and what that means in terms of similar efforts.

IV LESSONS LEARNED

The true test of intelligence is not how much we know how to do, but how we behave when we don't know what to do.

John Holt

Our intelligence as program developers/planners is constantly being tested. Specifically, within this project we were challenged to work with others:

to enhance the effectiveness of existing service programs for preschool-aged children in Latin America and the Caribbean, most of which focus on physical provision, in meeting the mental, social and emotional human developmental needs in the first six years of life.

As the project started we had an idea of what we wanted to accomplish, but the strategy was not clear. This section contains a description of how we "behaved" and what we learned in the process.

To guide our work we had a preschool curriculum model as developed by the High/Scope Foundation, and a Training of Trainers system for introducing that curriculum into educational systems. This provided the content. Then, because we were working cross-culturally, with a variety of new systems, considerable effort was made to draw upon the "change" literature to provide an understanding of and guidelines for the process, specifically in terms of how to introduce new programs into existing systems.

We then attempted to put the curriculum model for children together with the process, with the objective being the creation of a variety of viable early childhood education programs that could be operated by Private Voluntary Organizations (PVOs) to expand and strengthen their current service provision. An additional objective was to strengthen these programs so that they could also provide support to parents in terms of both education about young children and direct service. The ultimate goal of the project was to have an impact at the policy level--within the host PVOs--that would move the organizations toward a more comprehensive view of the full range of children's needs and how to meet them. Building on the PVOs' existing commitment to meet the child's health and nutrition needs, the Children in Development Project provided programming that would also support children's cognitive, social, and emotional development.

The major product from the project is a set of training materials (including trainer's manuals, participant's manuals, and audio-visual aids), that can be used to train trainers working with paraprofessional staff in center-based child care programs. The product not only contains curriculum materials; it also provides guidelines for putting a process in motion that allows program planners to work with a community to determine what type of child care needs exist, and then help the group come to a decision about the child care strategy that might best be implemented to meet those needs.

An additional piece of the package is the documentation/evaluation system. The documentation system described in the package was used throughout the project and has provided the descriptive material upon which this report is based. By using the extensive documentation to reflect on the project it is possible to identify several "tensions" that existed throughout the effort that had a significant impact on the outcomes. What follows is a description of these tensions--most of which have been found in other dissemination efforts--and how they were played out in this project.

A. Policy vs. Program

While not obvious as the project began, one of the tensions that developed as the project evolved was, where should we be putting our resources--into the development of solid demonstration programs or into attempting to have an impact on policy? While not stated in the original Cooperative Agreement, one of the implicit goals of the project was to be sure that PVO organizational policy included a mandate for the provision of quality services for young children--services beyond health and nutrition. The way in which this was to be accomplished was by creating viable demonstration programs that would help the host PVOs see how it could be done. It was anticipated that once there was evidence that it was possible to create comprehensive programs for children within the current structure of services, then the PVO's would adopt this more comprehensive model and incorporate it into their total service provision system.

As the project got underway it was clear that considerable resources (human and fiscal) would have to be put into creating viable demonstration programs. Thus, a large percentage of the funds received through the Cooperative Agreement were channeled to the field to provide salaries to staff in the sub-contracted agencies, and to provide materials, equipment and supplies to support the local effort. It was important that these organization/institutions received the funding; they could not have been involved in the project without this external support.

There were primarily two issues that evolved. One had to do with the way the programs were funded; the other had to do with the fact that funding the demonstration efforts meant that there were few resources going directly to the primary target of the effort--the collaborating PVOs. The way programs were funded was an issue because there was no connection between the way they were funded for this project and possible funding sources for the project over time. For example, in the CRS project, funding was provided from AID Washington and not the local AID missions in Bolivia, Ecuador, and Peru. The funds provided by AID went directly to High/Scope, which then sub-contracted with the three in-country institutions. The program priority was a Washington, not a local mission priority. There were no linkages within the countries

between the demonstration programs and possible funding sources. For example, local AID missions could have provided support to continue the work, but they were by-passed in the initial flow of resources into the project; it was difficult to bring them on-board later.

The other consequence was that the technical assistance High/Scope provided went to the sub-contracting agencies, not to the PVOs who were expected to institutionalize the project. For example, with the exception of CARITAS-Boliviana, the training institutions whose capabilities were developed as a result of High/Scope's technical assistance were unrelated to the target CRS agencies--nationally and internationally. A related consequence, not surprisingly, was that the greatest commitment to the project came from the institutions, organizations and individuals who were actually given the resources to support their involvement. None of the international PVOs participating in the project received support. Yet they were expected to modify their programs to satisfy High/Scope and AID-Washington. Similarly, the regional and national offices of CRS and CCF, and their affiliated agencies/programs were not direct recipients of technical assistance. Yet, they too, were expected to modify their programs and policies regarding children and families. Ultimately their involvement in the project was based on their willingness to invest their own resources in the effort; only CCF was willing to do this.

Thus, there was an implicit goal to have an impact on organizational policy, with the explicit objectives defined in terms of creating specific program models. Resources, in the form of technical assistance and financial support, went into creating the demonstration programs; adequate resources were not allocated to work with the host PVOs--either through direct funding or through appropriate technical assistance. The desired policy outcomes were not achieved within CRS; they have been begun in CCF.

The experience raises several questions. Is it possible to create viable program models and attempt to change policy within the same project? How do you move effectively from viable program options to policy formation? How is the technical assistance required different in the two efforts? What does this experience mean for future projects--in terms of objectives, allocation of resources, and staffing?

There is additional experience from the Children in Development Project that will help answer the questions. For, example, it not only requires resources to have an impact on policy. A critical variable seems to be the extent to which the current organizational mandate is congruent with project goals?

B. Organizational mandates: grassroots service delivery vs. program development vs. commodity distribution

As originally conceived, one the primary goals of the project was to have an impact on organizational policy at the highest level--within large PVOs currently providing services to young children. This may occur in one PVO (CCF). The question is, why didn't it occur in all of them? One of the reasons it didn't is because the organizational mandate (and/or institutional experience base) didn't provide the context within which it could happen.

In CRS the mandate, and a long tradition of service, is to distribute goods to those most in need; this mandate was not influenced by this project. Within CCF, another PVO with a mandate to distribute commodities--this time through child sponsorship--there was a readiness to openly explore providing training and technical assistance to programs to help them provide quality services. Thus, within the project there was tension because High/Scope--a model development, dissemination and research group who knows how to create and operate solid programs for young children--was trying to influence other organizations to do the same, even though these organizations are designed to provide a different kind of service.

Within the sub-projects it is possible to examine the relationship between the organization's mandate and history of service provision on project outcomes. In the Third Progress Report there is a description of the vision that High/Scope project staff had for the three sub-projects. Implicitly, the vision was based on the assumption that the institutions involved in the sub-projects have capabilities similar to those of High/Scope. The vision was as follows:

Quality Program Design and Management System. The project with SEGESVOL and the Fundacion Mariana de Jesus will have its primary focus on developing a child care management and manager training system. Here we will emphasize heavily the process of planning high quality programs for children--and the process of managing high quality programs for children. The training and other materials developed under the project will be primarily for the use of child care policy planners, program managers and administrators. p. 9

Quality Program Implementation. The CRS project will focus on training and skill development of child care staff--the people directly working with the children. The training materials will be designed to support hands-on workshops for para-professional child care providers--giving them the basic skills especially in the area of cognitive, social and emotional development of children. p. 9

Community Participations. The project with CCF will emphasize the aspect of community participation in the design, implementation and evaluation of programs for children. The materials produced under this project will be for community level leaders interested in improving the lot of children and community professionals. p. 9

Out of these objectives, what was realised? Within the sub-contracts High/Scope was working with two kinds of groups: grassroots organizations, and peer organizations. In working with the grassroots groups--the community of Tarqui, and the Los Andes CCF affiliated project in Oruro, Bolivia--High/Scope was working with organizations which focus their efforts on direct service provision. They are not concerned about evaluation and documentation; they are not concerned about stepping back and describing their process of development so that others can use the experience to create their own programs; they want to provide good services. It was only within the CRS sub-projects that High/Scope was working with peers (or potential peers). Those working on the project from these sub-contracted institutions were interested in and/or had some experience with early child development, program development, training, and/or evaluation.

In essence where the projects were implemented in community-based organizations, the direct service demonstration projects were the outcomes. There was no program design and management system created, nor was a design created that community leaders could use to create community-based child care systems. The organizations worked with in the project did not have the skills, experience, or mandate to become involved in this level of project outcome. In contrast, the training materials to be developed within the CRS project were created and are being disseminated. The most likely reason is the fact that the organizations/institutions sub-contracted are the most like High/Scope. They had some experience in model development and training; the project expanded on their experiences, and project goals for them were most in line with what they currently provide.

The issue of being sure there is congruence between organizational mandate and project objectives is related to the issue of the degree to which program management is centralized or decentralized.

C. Centralized vs. Decentralized Control

One of the things that became apparent as the project got underway is that CRS and CCF, because of their non-operational policy, decentralized decision-making. Communities determine the type of programs that they want to establish. While in the case of CCF there are guidelines that programs must meet in order to receive CCF support, there are fewer requirements for those receiving commodities through CRS. There are some extremely important program elements that develop as a result of a policy of decentralization: programs are built on community defined needs, to some extent they draw upon local resources for implementation, the process of creating the program leads to local ownership, and there is an increased probability that the program will become institutionalized. For the Children in Development Project, the major draw back to this decentralized decision-making process was the fact that the host PVO's (the international base in the U.S.A.) did not have to take any responsibility for what developed within the project. They saw the need for such programs, and the objectives appeared feasible to them. Beyond that they could stand as far back as they wanted to from the process of program development and implementation.

What happened as the Children in Development Project developed was that CRS New York chose to stand back and observe the process. Their only linkage to the project was through their affiliate in Bolivia (CARITAS-Boliviana), and that did not require their direct involvement. While CCF took the same position as CRS in stating that the community needed to choose to become involved, CCF chose to be more than a passive observer in the process. They provided local support from their office in Oruro, and they provided technical assistance from Headquarters. Thus, the decentralization policy permitted CRS to stay at arms length from the effort and not take any responsibility for the process or outcomes. CCF, on the other hand, while not taking responsibility for what developed in the Oruro project, chose to provide support to the effort.

One of the implications of decentralized management is that the type of knowledge, skills, and expertise transferred through a project is necessarily different for each organization that is a part of the effort. The issue of the type of knowledge transfer that is necessary and/or possible is another tension in model dissemination.

D. Technical vs. Management Skills

What is being transferred when we talk about taking an effective model and implementing it elsewhere? Are we involved in giving people the technical knowledge that will allow them to provide better service in their community? Or are we providing them with management skills that will help them integrate this model into the on-going work of the agency housing the program? The issue of what is being transferred is well summarized by Lethem & Cooper:

The fundamental question is whether, in the light of a country's size, economy, and human and physical resources, the goal should be to develop local capabilities in all phases...or whether the assistance should aim only at developing the recipient's "managerial autonomy" (that is, an in-house capacity to recognize that a need exists, plan how to satisfy it, know how and where to find the expertise to get the job done...and be able to supervise the work). Should the assistance give the recipient a progressive mastery over a sequence of tasks and technologies of increasing complexity and a psychology of success and self-confidence? Will local demand for the skills to be learned continue? 1983, p. 25

In reality we need to concern ourselves with both. The technical knowledge (content) is needed because it lets people know what to provide. But the management knowledge (process) is absolutely critical if they are going to be able to create and maintain the structure within which the service can be provided effectively. Those involved all believed that both had to be transferred, but two tensions throughout the project were, how much weight should be given to each (Process vs. Content), and what does that mean in terms of the experience for young children (Model Purity vs. Adaptations)?

D. Process vs. Content

The process/content tension was influential and troublesome throughout the project. The issue was not unique in this project. It is a generic issue in the development of intervention programs. Process and content can be viewed as two ends of a continuum. A process approach to community development, in its pure form, occurs when community developers work with community groups using a consciousness-raising approach. Techniques are used to help community members identify their needs and then a strategy is developed to meet those needs. The content or focus of the resulting project is not pre-determined. The community could develop a range of projects--irrigation, running water, income-generating activities, a child care center--any one of which would improve the lives of people in the community.

At the other end of the continuum is the purely content approach, characterized by instances where a "packaged" program is given to or imposed on the community. The training and technical assistance which accompanies the package is designed to teach people how to use the package. Few adaptations are made.

In the Children in Development Project there was necessarily a mix of process and content. The core content of the project was pre-determined since the goal of the effort was to develop quality care for children under the age of six. Thus programs that developed had to include some programming for young children. Those who joined in the effort were there because they wanted to be able to improve the quality of their services for young children. They wanted the content. The project provided them with the content. It was also designed to include them in a process and to train them in using the process with others.

While there was agreement on the need for content to be provided through the training and technical assistance provided in the contract, there was a concern about the extent to which the content would represent High/Scope's experience in curriculum development. The tension here had to do with model purity vs. adaptations.

A. Model Purity vs. Adaptations.

This tension develops as a result of the fact that as the implementation process evolves changes are made in the program model. The underlying concern is, what is the program actually being implemented with children? and is it our model? Model developers are reluctant to "let go" of the model which has been developed so that it can be adapted appropriately to meet the needs of a given community. There are good reasons for the reluctance. The model developer (in this case High/Scope) is concerned about whether or not the model will remain intact enough to actually have the same characteristics as the original model--in terms of its philosophical integrity, activities that are derived from what appear to be a universal theoretical base, and its system for maintaining quality control. On the other hand, the community needs to take "ownership". They need to feel that they have been an integral part of developing the model. Both to allow the community to take ownership, and to assure that the model is appropriate culturally, there will necessarily be changes in the model as it becomes a part of the community.

The question is, at what point has the model lost its integrity, and perhaps its research based validity? If the model developer feels the integrity is lost, does this mean that there is not a quality program in place? Or, does it mean simply that the original model is not in place? A research study far beyond the scope of this project would have to be put into place to answer the question. But, regardless of the answer, it is not likely to lessen the struggle that occurs when a proven model is being disseminated. It is critical that those involved in disseminating the model have extensive knowledge of the model so that they can determine what to them are "bottom-line" requirements necessary for maintenance of the model as it is adapted and implemented.

Within the project there were some interesting dynamics in relation to these two tensions. Among the four project staff there were two with extensive knowledge of the model; they had been trained in the model and had participated in designing and implementing the training of trainers system that High/Scope had been developing and using in the U.S.A. to disseminate the High/Scope curriculum. One other staff person was a Sociologist and had a strong base in the literature on change. The fourth individual had program

management experience. The latter two individuals had no theoretical or practical experience either working with young children or training others to do so.

The staffing pattern had a strong influence on the direction of the project. The two staff without early childhood experience strongly emphasized the process component. They appeared ready to open the door and allow the communities to develop any kind of program they wanted to to meet their perceived child care needs. However, when the communities got to the point of making that choice, and training and technical assistance in early childhood education were required, the High/Scope trainers then became more actively involved.

The result was interesting. While the form of the child care program was different within each of the sub-projects as a result of the process work with communities (a combination home and center based program with parent groups was created in Bolivia; a family day care form of provision evolved in Tarqui, Ecuador; and center-based child care programs for 3-5 year olds were the form of provision in the CRS sub-project), the experience for children was consistent across the demonstration efforts--it was based on High/Scope's curriculum, with the addition of a health and nutrition component. By in large, when it comes to actual services for children, model "purity" was maintained.

Thus, by the end of the project participants had both the process and the content. The process, while cumbersome because of the language used, allows trainers to work with community groups to develop a form of early childhood care appropriate to their needs and resource. . The environment and activities created for young children within that form are based on the philosophy and approach taken within the High/Scope Preschool Curriculum. The content, in fact, is an appropriate adaptation of the High/Scope Preschool Curriculum

The question could be asked, was the process phony? Was there a pre-determined outcome that would eventually be introduced regardless of what the community specified it needed? Not exactly. The process was genuine. Communities became very involved in the development of the demonstration programs; they were able to look at their lives and see a need for quality child care. Clearly they could not have done this on their own. They needed support from others who had a wider range of experiences. As Lethem & Cooper note, In some cases, giving the recipient access to the technical experience of more advanced developing countries may help him to identify his own needs (1983, p. 3). That is what happened in this project.

In addition, the community, on its own, could not have come up with a range of alternative models of child care and chosen from among them. At the point that discussions about early childhood programming began, High/Scope's experience became a resource. In addition, when training systems were being designed, they, once again, were developed out of the past experiences of the technical assistance providers involved. Thus the Training of Trainers Model developed within High/Scope became the base.

In essence, the process/content struggle was a good one. Those who came to learn about a model of early childhood provision got what they came for, but they also received much more. They had to wrestle with understanding what it was they really needed, and they had to develop new knowledge and skills in

the process of putting together a strategy to meet those needs. As a result, they learned to design different service structures within which a specific model of early childhood provision could be delivered. They also learned how to adapt that model to be implemented in the various structures.

* * * * *

Returning to the questions asked earlier in this section, there is now more information to inform our response. The questions, with a very general response are:

- Is it possible to create viable program models and attempt to change policy within the same project? The experience in the Children in Development Project would suggest that it is not possible to try to achieve the two objectives within the same project, given a four year time-frame.

- How do you move effectively from viable program options to policy formation? The approach taken in the Children in Development Project was correct in the sense that it is necessary to have viable options in place in order to convince policy makers that the idea will work. What needs to happen, however, is that the two efforts need to occur sequentially rather than simultaneously. Now, it would be appropriate to take the work done within the sub-projects and to begin to work seriously with policy makers.

- How is the technical assistance required different in the two efforts? Because of the differences between grassroots organizations and agencies involved in policy making, quite different styles of technical assistance are required. Within the High/Scope Foundations experience we have found this to be true. The Foundation continues to disseminate the High/Scope Preschool Curriculum model, and it is engaged in policy work as well. Individuals within High/Scope do not do both. To work at these different levels requires different knowledge and skills; a different world view exists; different language is used. It would be unrealistic to expect those who are master trainers to work with policy makers, and likewise, those working at the policy level are not required to have the expertise necessary to disseminate the model program.

- What does this experience mean for future projects? It means that both efforts need to be continued. We need to continue to develop the "technology" of early childhood education by creating viable models that can be disseminated to other communities. We also need to expand the work focused on having an impact on policy. There is no doubt that it is important to work in a given community to enhance the life chances of an individual child, but at the same time, effort has to be made to change the context within which the child lives. That can only happen through the development and implementation of appropriate policy.

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ATTACHMENT A

Cooperative Agreement
LAC-0615-A-00-1057-00

UNITED STATES INTERNATIONAL DEVELOPMENT COOPERATION AGENCY
AGENCY FOR INTERNATIONAL DEVELOPMENT
WASHINGTON D C 20523

September 30, 1981

Mr. David Fisk
Director
High/Scope International Center
High/Scope Educational Research Foundation
600 North River Street
Ypsilanti, Michigan 48197

Subject: Cooperative Agreement No. LAC-0615-A-00-1057-00

Dear Mr. Fisk:

Pursuant to the authority contained in the Foreign Assistance Act of 1961, as amended, the Agency for International Development (hereinafter referred to as "A.I.D." or "Grantor") hereby provides to the High/Scope Educational Research Foundation (hereinafter referred to as "High/Scope" or "Recipient") the sum of One Hundred and Ninety Thousand (\$190,000) Dollars to provide partial support for a preschool education program in Latin America and the Caribbean, as briefly outlined in the attachment hereto entitled "Program Description", and as more fully described in your proposal dated August 19, 1981 and supplement thereto dated September 22, 1981, which are incorporated herein by reference.

This Cooperative Agreement is effective and obligation is made as of the date of this letter and shall apply to commitments made by the Recipient in furtherance of program objectives through September 30, 1985.

This Cooperative Agreement is made to the Recipient on condition that the funds will be administered in accordance with the terms and conditions as set forth in Attachment 1 entitled "Program Description" and Attachment 2 entitled "Standard Provisions" to which your organization has agreed.

The total estimated cost of the program is One Million Two Hundred Nine Thousand Dollars (\$1,209,000), of which One Hundred and Ninety Thousand (\$190,000) Dollars is hereby obligated. AID shall not be liable for reimbursing the Recipient for any costs in excess of the obligated amount. However, subject to the availability of funds, AID may provide additional funds during the Cooperative Agreement period up to a maximum of One Million Two Hundred Nine Thousand (\$1,209,000) Dollars.

Please sign the Statement of Assurance of Compliance and the "Representations, Certification and Acknowledgements", enclosed herein, and the original and seven (7) copies of this letter to acknowledge your acceptance of the conditions under which these funds have been provided.

Mr. David Fisk - Page 2

Please return the Statement of Assurance of Compliance, the "Representations, Certifications and Acknowledgements", and the original and six (6) copies of this Cooperative Agreement.

Sincerely yours,



Wesley L. Hawley
Grant Officer
Regional Operations Division-LAC
Office of Contract Management

ACCEPTED:

By:



Title:

Date:

- Attachments:
1. Program Description
 2. Standard Provisions
 3. Statement of Assurance of Compliance
 4. Representations, Certifications and Acknowledgements

FISCAL DATA

Appropriation: 72-1111021.5
Allotment: 145-65-598-00-69-11
PIO/T No.: 598-615-1-6511209
Project No.: 598-0615
Total Obligated Amount: \$190,000

E.I. No.: 23-7001501

Program Description

I Purpose of Agreement

The purpose of this Agreement is to enhance the effectiveness of existing service programs for preschool-aged children in Latin America and the Caribbean, most of which focus on physical provision, in meeting the mental, social and emotional human developmental needs in the first six years of life.

II Specific Objectives

The Specific Objectives of this Agreement are as follows:

- A. To expand and improve pre-school and day care opportunities in each of a minimum of four selected sites in the Latin American and Caribbean (LAC) region.
- B. To enhance poor children's creativity, socialization skills, initial aptitude development and readiness for formal education.
- C. To encourage and stimulate the involvement of concerned families in this program by imparting information on health, hygiene, nutrition and basic education.
- D. To increase the awareness and ability of U.S. and LAC Private Voluntary Organizations who operate child care and early childhood education programs (hereinafter referred to as "PVO's") to work in practical, effective ways with young children by augmenting the information base as well as increasing the number of such PVO representatives and volunteers who are trained with concrete work experience in such programs.

III Implementation

To achieve the above objectives, the Recipient shall carry out the following activities with funds provided by this Agreement:

A. Demonstration Projects

High/Scope will plan and support four demonstration projects through subagreements hereunder. The series of demonstration projects will be planned to both: (1) directly benefit as many preschool-age children as possible, and (2) demonstrate and document different models of low-cost delivery of early childhood education. Demonstration projects will be developed within ongoing service activities already being operated by established PVO's.

In each demonstration project, High/Scope will provide the following services to the cooperating PVO:

(1) Planning

High/Scope technical assistance staff will work closely with PVO staff in identification of needs, analysis of the socioeconomic context in which the project will take place, and design of appropriate services.

(2) Training

High/Scope will provide training, normally in the field, of PVO and other local staff.

(3) Materials design and production

Equipment and instructional materials, if not available locally, will be produced or furnished by High/Scope.

(4) Technical assistance in implementation

High/Scope field staff will work directly with local PVO staff in actual provision of instructional services during the start-up months of each demonstration project.

(5) Evaluation

A comprehensive evaluation including a mid-term evaluation (two years into the project) of progress made in meeting goals and objectives, and problems encountered. A project implementation review shall be completed prior to authorization of the third year of funding. This review is to be conducted jointly by A.I.D. and High/Scope.

(6) Documentation

Each demonstration project will be documented with: (a) a photographic record of the project, (b) a concise project narrative, (c) a package of illustrative equipment and instructional materials developed in the course of the demonstration project, and (d) an analysis, in non-technical language, of costs and benefits.

B. Dissemination

High/Scope will use the experience and products from the demonstration projects to inform other organizations about the importance of early childhood education and about alternative approaches for delivering early childhood services. The primary objective of the dissemination phase will be to reach PVOs that are involved with poor children and their parents in developing countries. Secondary target audiences for dissemination activities will be A.I.D. and other donor agency staff, and LDC education planners and policymakers.

Dissemination activities will include the following:

(1) Audio-visual presentations on early-childhood

Two or three slide-tape presentations will be developed to synthesize the experience of the demonstration projects.

(2) Summary information pamphlets

Based on the demonstration projects, illustrated information pamphlets will be produced in Spanish, and English, dealing with the following themes:

- (a) planning of early childhood services,
- (b) training requirements and approaches,
- (c) costs of early childhood education,
- (d) rationale for early childhood education,
- (e) low-cost evaluation methodologies for early childhood services,
- (f) organizations and resources available to help plan and implement early childhood services.

(3) Regional Seminars

High/Scope will run three regional seminars for PVO officials, one in South America, one in Central America, and one in the Caribbean. Costs for these seminars will be shared by the participating agencies.

C. Initial Year Activity

It is expected that during the first year of activity at least one subagreement between High/Scope and one selected PVO will be negotiated and implemented with A.I.D. concurrence. High/Scope will finalize the remaining three subagreements for implementation upon the availability of additional funds in the subsequent years.

IV Reporting

A. Program Requirements

The Recipient will prepare and submit 3 copies, in English, of semi-annual reports on progress and problems to AID/Washington, LAC/DP/SD. The precise format will be mutually agreed upon by A.I.D. and the Recipient.

A formal oral presentation will be provided by the Recipient to A.I.D. at the end of the second year of activities and at the end of all project activities.

B. Fiscal Requirements

Fiscal reporting requirements shall be in accordance with the Standard Provision entitled "Payment - Federal Reserve Letter of Credit (FRLC) Advance".

V Budget

A. The funds provided herein shall be used to finance the following:

(1) Obligated Amount Budget (9/30/81-9/30/82)

| | |
|--|----------------------|
| Salaries | \$ 64,753 |
| Fringe Benefits | 12,951 |
| Consultants | 1,650 |
| Travel, Transportation and Per Diem | 59,811 |
| Material and Supplies | 8,574 |
| Other Direct Costs | 8,897 |
| Overhead | 33,264 |
| | \$190,000 |

(2) Total Estimated Program Budget (9/30/81-9/30/85)

| | |
|--|------------------------|
| Salaries | \$460,842 |
| Fringe Benefits | 92,169 |
| Consultants | 15,000 |
| Travel, Transportation and Per Diem | 231,597 |
| Material and Supplies | 140,874 |
| Other Direct Costs | 32,283 |
| Overhead | 236,735 |
| | \$1,209,000 |

See Provision # 02

B. The Recipient may not exceed the total of the obligated amount budget. Adjustments among the line items are unrestricted.

VI Overhead

Pursuant to Standard Provision No. 5 of this Cooperative Agreement entitled "Negotiated Overhead Rates - Other than Educational Institutions," a rate or rates shall be established for each of the Recipient's accounting periods during the term of this Agreement. The rate for the initial period shall be set forth below:

| <u>Type</u> | <u>Rate</u> | <u>Base</u> | <u>Period</u> |
|-------------|-------------|-----------------|-------------------------------------|
| Provisional | 51.37% | Direct Salaries | September 30, 1981 until amended |

VII Special Provisions

- A. The AID Project Officer is Mr. Paul Maguire, LAC/DP/SD.
- B. It is understood and agreed that AID anticipates their involvement in:

- (1) The selection of sites in the LAC region for expansion and improvement of pre-school and day care opportunities.
 - (2) The selection of PVO's.
 - (3) Evaluation.
 - (4) Award of Subagreements.
 - (5) Reporting Format
- C. In the event of any inconsistencies between this Attachment 1 and the Recipient's proposal dated August 19, 1981 (and supplement thereto dated September 22, 1981), Attachment 1 shall apply, unless otherwise agreed to by AID and the Recipient.
- D. In Attachment 2 (Standard Provisions), delete "Grantee" wherever it appears and substitute "Recipient" in lieu thereof. Also, delete "Grant" wherever it appears and substitute "Cooperative Agreement" in lieu thereof.
- E. Delete the following Standard Provisions from Attachment 2:
- (1) "7B. Payment - Periodic Advance."
 - (2) "7C. Payment - Reimbursement."
 - (3) "12B. Title to and Care of Property (U.S. Government Title)".
 - (4) "12C. Title to and Care of Property (Cooperating Country Title)."
- F. Add the following Standard Provisions to Attachment 2, which are attached thereto and made a part thereof:
- (1) "28. Alterations in Standard Provisions."
 - (2) "29. Participant Training."
 - (3) "30. Health and Accident Coverage for AID Participant Trainees."
 - (4) "31. Use of Pouch Facilities."
 - (5) "32. Workmens' Compensation Insurance."

65.

ATTACHMENT B

Our Children, Our Future: CRS Final Report

CHILDREN IN DEVELOPMENT
CRS SUB-PROJECT: OUR CHILDREN / OUR FUTURE
PROJECT SUMMARY

High/Scope Educational Research Foundation
Ypsilanti, MI 48197

June 1986

Prepared for the Children in Development Project of the High/Scope Foundation, Ypsilanti, MI by José Rosario, Florida Institute of Education with contributions from Elisabeth Schaefer and Jacqueline Kann, High/Scope Foundation. Edited by Judith Evans and David P. Weikart, High/Scope Foundation.

INTRODUCTION

In October 1981, the United States Agency for International Development (AID) and the High/Scope Educational Research Foundation entered into a cooperative agreement to develop a regional project in Latin America and the Caribbean. Known as the CHILDREN IN DEVELOPMENT PROJECT, this regional project committed High/Scope, a registered Private Voluntary Organization (PVO) to work with other registered PVOs in the United States, Latin America, and the Caribbean over a four-year period — 1981 through 1985. A concern for the uniquely human needs of young children—intellectual, social and emotional needs— motivated the development of the Children in Development Project by AID and High/Scope. Observations of young children learning passivity as they sat for hours in child care centers, waiting for the next meal, stimulated the concern of professionals in early childhood education. Relief and development services have historically focused on hunger, disease and shelter—on physical well-being. The goal of the project was to change the traditions of relief and development staff to add educational and social development components to programs primarily focused on the physical well-being of young children.

The following four objectives guided the venture:

1. To expand and improve preschool and day care opportunities in each of a minimum of four selected sites in the Latin American and Caribbean (LAC) regions.
2. To enhance poor children's creativity, socialization skills, initial aptitude development, and readiness for formal education.
3. To encourage and stimulate involvement of concerned families participating in the project by imparting information on health, hygiene, nutrition, and basic education.
4. To increase awareness and ability of the U.S. and LAC PVOs that operate child care and early childhood education programs to work in practical, effective ways with young children by providing them with relevant information and training.

To achieve these objectives, three demonstration projects were developed:

- Our Children/Our Future: A training program for child care workers
- A Partnership for Children: A community development approach for sponsorship programs
- Community Child Care: Care and development of the preschool child

Each exemplified the overall development strategy built into the Children in Development Project. The strategy was built on the assumption that an effective way to attack the problem of early childhood development in developing countries is to transfer knowledge about early childhood development and quality child care provision through the creation of institutional collaboration among PVOs — arrangements presumed to allow a combination and exchange of strengths in forging a common front for children. High/Scope, for example, could provide, with AID support, what it knew best: early childhood development and quality child care. Other participating PVOs, such as Catholic Relief Services (CRS) and Christian Children's Fund (CCF), could provide, through their own resources and established overseas networks, well-developed delivery systems for transferring commodities and services to children rapidly and efficiently.

This assumption was based on the belief that PVOs, although doing an excellent job in attending to the basic needs of children, did not have the necessary capability to shift focus in order to attend to developmental needs through the transfer of knowledge. High/Scope, with a more developed technical and "theory" based tradition in early childhood development, was looking for partners with better delivery systems in areas other than early education. The goal was to forge a common front among agencies with similar objectives but with different capabilities.

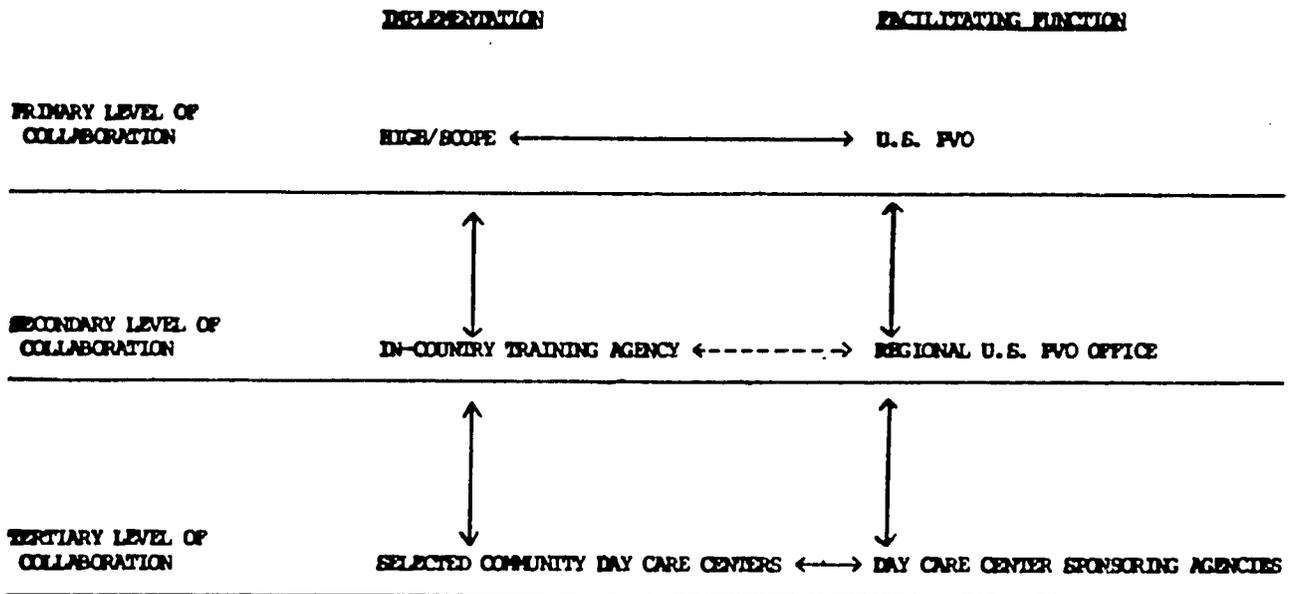
This volume examines the effectiveness of this strategy through a synthesis of the nature, processes, and outcomes of one of the three sub-projects mentioned: OUR CHILDREN/OUR FUTURE. Three major sections and a summary serve to organize the remaining text. Section I describes the project, while Section II describes its outcomes. Conclusions drawn from project experience compose Section III. The summary recaps the volume.

SECTION I

A TRAINING PROGRAM FOR CHILD CARE WORKERS

The project Our Children/Our Future covered three countries — Bolivia, Ecuador, and Perú — over a three-year period, November 1982 through September 1985. The project also shared the assumption mentioned earlier — FVO collaboration is an effective development strategy for attacking the problem of early childhood intervention in developing countries.

In its simplest form, the strategy for collaboration taken in this project is illustrated in the following figure.



←————→ Collaborative Links/Resource and Communication Flow
 ←-----→ Facilitating Links

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All agencies collaborating in the project came together for the one primary purpose of developing a training model for child care workers in center-based programs that could be used by PVOs operating relief programs to train their staff in the area of child care and development, and consequently eliminate programs focusing exclusively on the physical well-being of young children. During the development of the model there were two secondary purposes: (1) improve services to children, and (2) improve training capacity in the institutions in each country.

Before examining the extent to which the project realized its purposes, we need to look first at the development strategy in action. The purpose of this section is to describe the workings of the strategy using the three phases of model development as organizing themes. These are organization and planning, implementation, and institutionalization.

ORGANIZATION AND PLANNING

A key issue to emerge during this phase involved the selection of a U.S. PVO with which to collaborate. High/Scope's most difficult task during the PVO selection process was finding an agency with interest in early childhood intervention. Project organization and planning lasted about a year — October 1981 through September 1982. It began with the recommendation by AID that High/Scope approach the Latin American program officers of CARE and CRS-New York to persuade one or both of these agencies to participate in the CHILDREN IN DEVELOPMENT PROJECT. In AID's view, these two agencies were receiving the most support for relief projects from AID and could therefore be the most influential worldwide if their focus was expanded to attend to children's intellectual and social development. There was a feeling within AID that these two agencies were so well-entrenched in developing countries that they could prove to be formidable allies in early childhood programming overseas.

Unfortunately, although CARE and CRS were compatible with High/Scope in their interests, there were basic differences found in their approaches to development. CRS and CARE characterized their approaches to development as "non-operational," an organizational thrust focused more on commodity transfer than in implementation of field programs. Only in the case of CRS was High/Scope able to overcome this difference at the beginning and gain entry into the organization. After several conversations with program staff, High/Scope was invited by the Latin American Program Officer to make a presentation to CRS program staff in New York. At the end of this presentation CRS staff responsible for programs in the regions of South and Central America and the Caribbean expressed interest in the project and agreed to assist High/Scope in identifying potential field sites for a joint project.

After consulting with its field offices in Latin America, Central America, and the Caribbean, CRS-New York received notification of interest in collaborating from the field offices in Bolivia, Ecuador, and Perú. Following this lead, High/Scope staff made site visits to these three countries to discuss the project with representatives from CRS and the local PVOs who operated feeding programs with CRS food subsidies. These were CARITAS Boliviana in Bolivia, CARITAS in Perú, and Promoción Humana in Ecuador. After reviewing programs for young children in each country, visiting their respective CRS, CARITAS or Promoción Humana offices, as well as several feeding programs, an understanding was reached with CRS-New York to secure at least an

"until-further-notice" commitment from the agency to facilitate access to field sites with the operational orientation needed to develop the project.

Complicating the issue of PVO selection were three other related factors. One was deciding how best to organize and develop the overall project within High/Scope itself. The key problems here were identifying High/Scope personnel to staff the project and, once identified, deciding how best to mobilize them. The issue here was deciding which staff could be most effective with which PVO. High/Scope staff were most experienced in model development and dissemination, research and evaluation, and teacher training, and were in the process of developing a Training of Trainers for dissemination of the High/Scope Preschool Curriculum.

The second factor was deciding on clear and specific areas of collaboration with PVOs. The major difficulty here was knowing with some degree of certainty how High/Scope could best serve a given PVO. Although it was fairly easy to allude to some potential areas of collaboration in discussions with PVOs (e.g., research and evaluation, community development, training in child care, and program development), it became very difficult to isolate concrete areas of activity. Eventually, development of a training model that a PVO could use in programming center-based interventions overseas became the target of the project. The decision to develop a training model came in part from collaboration, and in part because High/Scope chose the option it could have the most success in improving, considering its history and staff. At no point in initial discussions did High/Scope realize that the centers were only tangentially related to CRS.

The third factor that presented problems was that of identifying national counterparts to collaborate with High/Scope in implementing the project in each country. High/Scope had hoped that CRS personnel would become directly involved in implementing the project, which would improve the chances of information on child development being included in the design of CRS programs. Immediately, it became clear that the national CRS offices in Bolivia, Perú and Ecuador would not take an active role in the development of the training model. CRS Offices in each country could not commit themselves to do field work because of CRS "non-operational" ideology, which prevents CRS from implementing programs. CRS New York and CRS Field Offices, according to this view of operation, provide technical assistance and fund programs. They do not implement or provide direct services themselves. Local groups provide such services.

CARITAS and Promoción Humana, the social services branch of the Catholic Church in each country, were closely linked to CRS. They distributed the food for CRS and were also considered by High/Scope to act as counterparts in implementing the project. Preliminary discussions with CARITAS and Promoción Humana highlighted the fact that these agencies didn't have a direct role in the operation of the child care centers to which they distributed food. For these agencies to agree to take on a technical assistance role in child care centers would mean changing their roles and reassigning or hiring staff. CARITAS in Perú, and Promoción Humana in Ecuador decided not to take an active role, emphasizing the fact that the project didn't fall within the general operational guidelines for their agencies. Agency administrators didn't have staff they could assign to implementing the project. Nor were program administrators convinced that adding staff with technical expertise in the area of child development would be an institutional asset. Indeed, they

were concerned with how they would support project staff after the project ended.

In addition to wanting to involve CRS and CRS-related agencies in project implementation, High/Scope utilized one other criterion to select counterparts. This was the counterpart institution's familiarity with existing programs for young children in their respective countries. High/Scope was concerned that the international training model they were about to develop represent national priorities for educating young children. Consequently, another key factor in selecting counterpart institutions was the familiarity and expertise of staff within each institution in the area of early childhood education.

After visiting national offices of CRS and CARITAS / Promoción Humana in each country, High/Scope chose as counterparts two institutions with expertise in the area of early childhood education and one CRS-related agency. High/Scope then entered into sub-contractual arrangements with each of the selected institutions. They were: CARITAS Boliviana in Bolivia, FASINARM (Foundation for the Psycho-Educational Assistance to Retarded Children and Adolescents) in Ecuador, and the Pontificia Universidad Católica del Perú. In the cases of FASINARM and Universidad Católica, these organizations were chosen because of their institutional and/or staff experience in training, program development, and early childhood education. CARITAS Boliviana was chosen because of its relationship with CRS and its administration's interest in developing institutional capabilities in the area of technical assistance. Each agency also expressed an interest in developing a capacity in training para-professional staff in research and in program development.

Under the technical supervision and guidance of High/Scope, the role of these agencies was to assist in the design, implementation, and evaluation of model development tasks in the field. The sub-contractual arrangements with High/Scope provided each training institution with sufficient resources to support a technical team of two -- a trainer and an evaluator -- on a half-time basis.

IMPLEMENTATION

Implementation began soon after sub-contractual arrangements were negotiated with the training institutions that were selected to participate in the project. Lasting about 20 months (November 1982 through June 1984), this phase focused on the central task of the project which was to develop a training model for upgrading the quality of center-based programs for pre-school children in developing countries. The effort was designed in four stages:

1. Selection of the day care centers that were to participate in model development
2. Model development
3. Production of training materials
4. Dissemination of training program and materials

Selection of Day Care Centers. This process took approximately three months to complete (December 1981 through February 1982). Recruitment and selection of the day care centers that would serve as model development sites were conducted by each training institution (e.g., Pontificia Universidad Católica del Perú, FASINARM, and CARITAS Boliviana) in close consultation with CRS and CARITAS in their respective countries.

Through this process six centers were selected in Ecuador, five in Perú, and four in Bolivia. Center selection was implemented by following the three-step process described below:

STEP 1: Construct selection criteria.

Using the cooperative agreement between High/Scope and AID as the basic guide, criteria for selecting centers were developed collaboratively by High-Scope, CRS, and the training institutions. An agreement was reached on the most salient features for screening centers after collecting and pooling a variety of information bearing on impediments and success factors in educational change efforts, measures of need, overall project goals, objectives, and constraints.

Seven criteria were applied in the selection of the centers:

1. Willingness to participate in the project.
2. Existence of some programmatic relationship to CRS.
3. Willingness of center administrators, staff, and parents to implement changes.
4. Willingness of center administration and staff to work as a team.
5. Enrollment of needy children between the ages of 3 and 5.
6. Lack of educational program.
7. Capability of center to serve as demonstration site.

STEP 2: Negotiate entry into centers to explain project and apply criteria if there is interest in project participation.

Once criteria were established, the project team from each training institution proceeded to identify a sample of centers from which to select five. In most instances, gaining entry into centers first required clearance from agencies to which the centers were accountable. Once clearance was received, a request was made of center staff for an opportunity to explain the purposes of the visit and the overall project. If this opportunity was granted, explanations would then be given and a measure of interest in project participation would be gauged. If general interest in the project was expressed, the project team then proceeded to rate the center along the selected criteria.

STEP 3: Select centers.

Once all centers interested in participating in the project were rated and rank ordered in terms of need and willingness to implement changes, the five highest ranking centers were selected.

Gaining entry into centers was perhaps the most problematic aspect of center selection. The difficulties were not encountered at the center level, where the project teams were generally well received by center staff once the purposes and potential benefits of the project were explained and understood.

It was at higher organizational levels that difficulties in gaining entry were mostly encountered. In one country in particular, attempts to inform key officials in one of the collaborating organizations related to CRS about the project and to secure from them the necessary clearance to contact centers took considerable time and effort. In most instances, either the key officials were not accessible or they failed to respond to requests for meetings and/or information. The problem encountered in gaining entry to the centers illustrates the problems caused by the loose collaborative agreement between High/Scope and CRS New York. High/Scope's agreement with CRS granted High/Scope access to the national offices of CRS, but never specified the role of national CRS offices or their counterparts, CARITAS and Promoción Humana, in the project. Since there were no formal agreements between CRS New York and High/Scope, the training institutions were left to fend for themselves in securing entry into centers. Another problem that complicated entry stemmed from the fact that the centers were quite independent from CRS regional offices and did not have an incentive to provide immediate entry.

Perhaps the most complicating factor in gaining entry into centers, regardless of site, was timing. In all countries, for example, center selection began during December. This was too close to the Christmas season and usually a busy period for sponsoring agencies and centers. Also, in Ecuador, selection coincided with one of the worst rainy seasons in the country's history, which meant that agency officials in the position to facilitate entry into centers were more preoccupied at the time with the widespread devastation caused by severe flooding in virtually all of the lowlands.

In Perú the process began just prior to summer recess, when centers were preparing to close and thus too preoccupied to host visitors. A period of social and economic instability was the coinciding factor in Bolivia where many centers were beginning to close and reaching those still in operation was severely constrained by labor strikes in the public and private sectors.

The difficulty of gaining entry into centers was most felt in the resulting sample from which to select the most needy and promising centers. In only one site did the sample prove sufficiently large and diverse to assure a fair selection. The search in another country only led to four centers, one short of the five originally targeted.

Model Development. Model development lasted twenty months, which equaled the duration of the entire implementation phase (November 1982 through June 1984). Driving the process throughout this period was a number of evaluation-training-evaluation cycles in the field. Each of these was triggered by an international two-week planning and evaluation conference in one of the countries involved in the project. Overall, seven two-week international planning and evaluation conferences were held over the three year project.

At the High/Scope level, the model for training was one of collaborative development, in which all participating groups were viewed as peers. This model was an initial source of frustration for High/Scope counterparts, since they were anticipating High/Scope's taking the role of expert. The following quote is from a staff member from one of the counterpart institutions and manages to capture some of the process inherent in the training model.

I will tell you that at the beginning I was a bit disconcerted... of the style that they (High/Scope) have. For example, they know a lot but they don't come to tell you. Instead, they start to extract and extract questions. So at the beginning it was a bit tiring. One would say, 'Is it that they don't know how to explain? What's the matter with them? Why don't they just tell us?' We used to say.

They are classical; they are classical. They ask and they ask and they ask.

The idea is to make us think about the process, not to give us everything. And if we argue with them and tell them that the scheme they provided doesn't work and that we want to change it. They say, "OK." We've felt that we've been able to be part of creating the model. That has been very, very enriching. The same thing has happened with the training that we provide at the centers... We are alone here trying to find material... And little by little we have discovered that that has been valuable, that we have to battle a little alone. And it isn't that they are keeping the materials... Rather they give them to us afterwards, at the opportune moment.

The process of jointly developing a training model took place during the series of international planning and evaluation seminars. Planned and convened by High/Scope at approximately four-month intervals and hosted by the training institutions in their own countries on a rotating basis, the purpose of these conferences was to review progress and set directions for the subsequent cycle of training and evaluation.

The other purpose of these international conferences was a public relations one. Other key actors representing target institutions were invited to attend to make them aware of project processes and outcomes. There was an attempt here to work on aspects of institutionalization while the project was being developed.

The model developed to replicate this interaction of trainers with other trainers, includes information in the areas of: formative research; negotiation; the relationship of need and training; documentation and interpretation of change; institutionalization of change; proposal writing; institutional collaboration; program evaluation; design of training activities and materials.

Immediately following these conferences, trainers from High/Scope and the training institution worked jointly with center staff to initiate the new round of cycles with child care center staff. The field training cycle that was used to train center staff involved a more direct method of presenting information. Child care center staff took part in a series of 13 workshops. At the end of each workshop, staff were asked to plan how they would use the information provided in their work with young children and their families.

After each workshop, training and evaluation visits to each center provided additional training and support. The four step training-implementation-

evaluation-training cycle implemented with the child care centers is described below.

1. A one-day workshop with center staff to review progress and provide substantive directions in programming.
2. A one-day follow-up training visit immediately after the workshop to assist center staff in the implementation of program changes.
3. An evaluation visit to determine progress.
4. Repeat cycle again with another one-day workshop with center staff to review progress and provide substantive directions in programming.

Production of Training Materials. Lasting about twenty months (June 1984 through December 1985), this stage focused on "packaging" for dissemination and implementation the training model developed between November 1982 through June 1984 and described above. The "packaging" strategy required reducing the model to a twelve-month trainer of trainers training program, "Framework for Quality."

Materials development was a four-step process: (1) problem definition and generation of solution; (2) implementation/documentation of solution; (3) synthesis/evaluation of implementation process; and (4) design/packaging of experiences.

The emphasis in the materials development phase was placed on the learning that occurred, and the skills developed by project staff as the materials were developed. Emphasis was not placed on the perfection of the final product. Consequently, project staff, not professional photographers, took slides that were later used to produce audiovisual productions. The entire team divided up the task of developing and writing the training modules. It was only after each team had the opportunity to develop their own materials that an editor was hired to unite the varied writing styles.

Development of the materials providing the overall framework of the training program and targetting the training of trainers, was done by High/Scope. The remaining materials, designed for trainers to use in the field with paraprofessional staff in center-based programs, were developed by the three counterpart institutions, CARITAS Boliviana, Universidad Católica del Perú and FASINARM.

Responsibility for final production and printing of all written training materials was assigned to FASINARM in Ecuador and parallel responsibility for all audiovisual materials was given to the Universidad Católica in Perú. This was done as part of an explicit strategy to institutionalize all training skills at the field level.

Dissemination of Training Program and Materials. Project staff initiated dissemination activities at the beginning of the project—October 1981 and continued to disseminate information about the project through the end of the project in June 1986. Initial dissemination activities were focused on CRS New York, CRS national offices, and CRS counterpart agencies, CARITAS and

Promoción Humana. As the project developed, representatives of other agencies (national offices of AID, Foster Parents, Christian Children's Fund, national agencies for young children) were invited to participate in the international seminars and visit the child care centers. Project staff also made project related presentations at national and international conferences.

INSTITUTIONALIZATION

Lasting as long as the total project, this process was stressed throughout the project. High/Scope viewed institutionalization as an ongoing effort, not a separate task or phase that would begin once the project ended. Institutionalization was seen as an evolutionary process marked by relatively stable and dynamic periods of activity. The planning and organization phase of the project, for example, was a dynamic period of institutionalization in that much effort went into locating institutional settings for "housing" the project. Once the project was institutionally housed, training served to stabilize the process. A second dynamic period began when training was over and the focus was shifted to securing long-term support for the work done under the cooperative agreement between High/Scope and AID. This period began with selection of four sepecific participating centers as demonstration sites in July 1984.

Centers were selected to serve as demonstration sites based on results of an evaluation conducted jointly by High/Scope and the training institutions. To perform the evaluation, High/Scope and the training institutions, in consultation with center staff, constructed a criterion-referenced instrument reflective of the training received. This instrument was then administered to all centers and a composite score for each center was derived based on the ratings received on each item of the instrument. To serve as a demonstration site, a given center could not score less than the quality index established by High/Scope, the training institutions, and participating centers.

The centers selected to serve as demonstration sites were given the opportunity to receive supplemental training (June through September 1984), host visitors interested in replicating their experiences, and provide local workshops to personnel from neighboring centers. In no case did this supplemental training extend beyond September, 1984. The centers not prepared to serve as demonstration sites received no further training under the original grant, but received assistance in finding other sources of technical support. One possible source of this of kind support came from the center staffs of the demonstration centers.

Another aspect of institutionalization included dissemination of experience. Taking the demonstration centers as exemplars, dissemination focused on getting other centers and agencies in Bolivia, Ecuador, and Perú to adopt the intervention strategies developed in the project. These activities began in July 1983 with initiation of discussions on future directions between each training institution and CRS and CARITAS. These discussions expanded to include other agencies interested in child care. The focus of these discussions was on the identification of potential audiences for the training program developed under the project and potential funding sources. Each training insitution then developed proposals for the expansion of the work begun in the 15 pilot centers between April and September 1984. Proposals varied slightly, but primarily focused on improving programs for children in child care centers.

DEVELOPMENT OUTCOMES

In this section, we consider the question of outcomes: that is, whether PVO collaboration, as a development strategy, can be said to have worked in the case of the Our Children/Our Future Project. We can explore this question by addressing in turn three specific issues: (1) the extent to which a training model was developed; (2) the extent to which there was improvement in the organizational capacity of participating institutions to address child care needs; and (3) the extent to which there was improvement in the quality of child care provided in participating centers.

Extent To Which Training Model Was Developed

To a large extent, the primary objective of PVO collaboration under the Our Children/Our Future Project was accomplished. The project resulted in MARCOS DE CALIDAD: a highly complex trainer of trainers model whose purpose is to transform center-based programs for children into multiple service, high quality operations. The model hinges on a view of trainer as change agent, which implies several notions.

Principles that Guide the Training

Trainer as Change Agent. There are several notions underlying this principle of the model. First and foremost, a trainer, according to the model, is often in a position very similar to that of anthropologists doing field work. Like anthropologists, trainers are quite often "strangers" to a culture, trying as best they can to understand and make sense of the setting in which they find themselves. But the trainer's task seems much more difficult in that they also have an interest in changing the cultural system in certain desired and presumably positive directions.

Moreover, much like an anthropologist, a trainer has to recognize that gaining entry into a service program is as much of a training problem as running a workshop and getting others to acquire technical knowledge. Normally, training is conceived as a process of conveying information through workshops. This is too narrow a conception. A training process, the model suggests, actually begins with what trainers normally take for granted. This is that prior steps need to be taken to gauge the interest and cooperation of those groups and individuals that will in some way be affected by the training. The entry that a change agent requires to work with others is something to be earned, not something to be taken for granted.

Second, the model also suggests that once entry into a service program is earned, a trainer needs to develop with system members a "working consensus" regarding the changes to be introduced into the social system of staff members. The change process presumes differences between the trainers and the members of the system. This means that if trainers are to succeed,

they have to work out these differences. They must develop mutual trust and an understanding of needs, issues, and problems with these individuals. To facilitate this task, it is imperative that roles and expectations be clearly defined and that interactions between trainer and staff members be grounded in common meanings, interests, and values. The greater the clarity in roles and expectations, the easier it will be to establish effective negotiation. In other words, effective communication occurs when source and receiver have something in common.

The third notion is that trainers need to strike a fair balance between what the clients need and are interested in doing and what they, the change agents, can reasonably commit themselves to in light of constraints and supports on both sides. The trainer always needs to keep in mind that he is a communicative link between the agency or system he represents and the client system. Thus, it is always possible that as the relationship between trainer and client system unfolds, demands will be placed on the trainer by both social systems: the one the trainer represents as well as the client's. Trainers, in other words, are most often caught in the middle, and they are usually pressured, as change agents usually are, to enter commitments that they may not be able to honor. In resolving this dilemma, it is crucial for the trainer to know the constraints under and resources with which he is working so as to determine what is reasonable, fair and logistically possible. This is important, for what is often at stake is loss of the trust and commitment of the client system, factors on which effective change often depends.

That the trainer needs to develop change strategies that are compatible with the needs of the client, not the needs of the trainer, is the fourth notion. The idea is based on cross-cultural knowledge of successful diffusion efforts which suggests that programs are most likely to succeed if they are tailored to the felt and perceived needs and normative structures of the client. These findings can be explained in part by the notions described earlier. Since members of a cultural system are the best sources of the needs and normative principles active in that cultural system, the best source of client needs is the client, not the change agent. Although the trainer has a key role to play in the identification and articulation of client needs, the trainer cannot lose sight of the fact that the most credible judge of client needs is the client.

Fifth, trainers need to empathize with client systems if they are to acquire a good sense for what the needs and wants of the clients really are. To do this, trainers have to adopt the "emic" perspective so common to the work of anthropologists. An emic approach to a social system implies trying to see and experience a social system as the members of the social system see it and experience it. Although not an easy task, the adoption of an emic perspective seems best facilitated by suspending one's own world view, as the phenomenologists like to say, so as to be able to discuss and respond to system members' concerns without preconceived notions or ideas.

Sixth, and perhaps most important, since everything else trainers do depends on it, trainers have to be viewed as credible. To persuade members of a system of the need to change, trainers need to establish credibility. As we mentioned earlier, members of a social system have a developed (i.e. socialized) inclination to safeguard and protect the social systems of which they are a part. Thus, in order to relax developed defenses, system members

need to perceive trainers, strangers to their system, as trustworthy and socially competent. Otherwise, effective communications are not likely to develop. To establish this credibility, trainers have to establish an unquestionable consistency in exemplary performance. A major part of this depends on the trainer's not renegeing on established commitments.

Seventh, since programs are social systems that must ultimately depend on the efforts of its individual members for continuity and survival, trainers have to recognize that their role is to make system members self-reliant and self-renewing. Trainers can hope to accomplish this only if they seek not to make system members dependent on them.

Finally, since much of the success of training will depend on "negotiation" and "reflection", the model suggests an added dimension to the trainer: that of researcher. The reasoning here is that successful "negotiation" (the development of a project based on mutually defined needs and agreed upon goals and objectives) depends on access to and use of information, the trainer needs to exercise research and inquiry skills that permit successful retrieval and manipulation of necessary information. This is possible through the "reflection" process.

Description of the Training Program

The principles we have just discussed are embodied in the training program that composes the heart of the training model. The training program is designed to last one year. The program is directed towards trainers from any public or private institution concerned with improving the quality of programs for children under the age of six. The twelve-month training scheme is composed of two training strands. One strand, which is driven by seminars, is for training trainers. The other, which is driven by workshops, is for training staff.

Training of Trainers

This is carried out through seminars. These are aimed at preparing the trainer to plan, execute and evaluate the process of training the child care workers. The seminars last from one to two weeks and are scheduled to be held every one to three months.

Process of Training of Trainers Seminars

Every seminar is composed of a number of sessions. The number and duration of the sessions is varied and depends on the objectives of the particular session and the complexity of the themes to be dealt with.

The Training of Trainers does not finish at the end of the last session of each seminar. The end of each seminar signals the beginning of the next two phases of the process. In these phases, called Evaluation and Follow-up, the Trainer of Trainers assists in and evaluates the work being executed by his or her Trainers.

Before each seminar as well, there is an initial Planning phase that is as important as anything that follows it. It determines the orientation of the subsequent seminar in a way that best responds to the necessities of the

participants. There are five seminars in all.

Content of Training of Trainers Seminars

The first, "Analysis and Negotiation in Training", was designed to introduce the principles of training. It includes activities which help the trainer select centers with which to work, negotiate entry into those centers and carry out an initial analysis of these centers' situations.

The second, "Relationship between Need and Curriculum", includes a discussion with the trainers on the information they found in their initial analysis. It continues with sessions in which future training is adjusted according to this data. Its main objective is to prepare the trainer to develop three training themes for use with their center staffs.

The third, "Interpretation of Change", is directed at helping the trainers understand the changes that have occurred at the centers from a "process" perspective. They will look at how these changes were manifested and what were the factors that helped or hindered them. The main point of this seminar is to help the trainers manage these changes.

The fourth, "Institutionalization of Change", is directed at helping the trainers understand the importance of institutionalizing changes at both the center and the institutional levels. The question that this seminar tries to answer is, "What will happen once the Training Program has ended?"

The fifth, "Experience, Future and Responsibility", is executed when the center-level training has been completed. The purpose of this seminar is to evaluate the experience and to help the trainer see the implications of the program and its future.

Training of Center Staffs

After every seminar, the trainers train the staffs of their centers in two or three curricular areas which are key to the improvement of the quality of service they provide. There is a total of eight of these areas but they are clearly not the only ones that should be considered. Because of this, this Training Program has been designed to train the Trainers in such a way that they will be prepared to work with centers in a variety of other areas as well. Before proceeding to a presentation of the themes that have been considered in this program, it is important to be aware of the fact that in some cases, priority has been given to certain themes because of various ethical criteria. The choice of health and nutrition as the first "required" theme is a case in point. The themes follow a logical sequence which will become clear during the training.

Content of Training for Center Staff

The first theme, "Health and Nutrition", will, in most cases, initiate this level of training. It is aimed at getting center personnel to focus their attention on the health and nutritional needs of the children served. Since these are such basic needs, it is logical that any program located in a marginal area will find them relevant.

The second theme, "Room Arrangement", is aimed at improving the utilization of a center's space so that it better addresses the developmental needs of children. This theme will be dealt with early in the program because experience has shown that physical changes often inspire changes in other areas. Arranging a center's space will result in obvious, visible changes. These will make the staff feel it is really accomplishing something and will lead them to question other related aspects of their programming for children.

The third theme, "Educational Materials", touches on the many issues related to the importance of concrete materials in educational activities. It complements and reinforces the contents of the preceding theme.

The fourth theme, "Distribution of Time", responds to issues that will arise as a result of the changes caused by the earlier training. Dividing the day into distinct periods in which certain activities are done responds to a child's need for order and security. In addition, it responds to certain needs on the parts of the adults.

The fifth theme, "Activities with Children", is aimed at increasing or improving the centers' repertoire of educational activities. This theme, like the one preceding it, responds to the needs that will arise as a result of earlier training.

The sixth theme, "Parent Participation in Center Activities", has as its aim the reinforcement of all the changes that have occurred up to this point. This will be done by involving parents in such a way that they actually "institutionalize" the changes at the center-level. They will be asked to participate in center activities and will come to understand the program and value its importance. They will probably turn into the program's chief defenders.

The seventh theme, "Working in a Team", has objectives which are related to the preceding unit. It consolidates previous information and reinforces the importance of communication as a means to continue center improvement. This theme is important because it will permit the lessening of the ties connecting the center with the training institution.

The eighth theme, "The Role of the Child Care worker in Society", is the last training theme. It is aimed at getting the participants to evaluate everything that has happened since the beginning of training and to help them make plans to maintain the changes that have already occurred as well as allow for further improvement.

Process of Training Center Staff

The training activities at this level are not limited to special meetings. Training is also carried out during daily work. This is done through a process that lasts about four weeks. (The process is somewhat longer in the cases of themes 7 and 8.) The time is divided into four phases:

1. A "Problematicization Meeting" in which the trainers are made aware of the issues and problems related to the specific theme being treated.
2. The "Documentation Phase" in which both the trainer and the center

personnel collect information to help them see what is really "happening" in their programs in a specific area. This phase generally lasts from four to five days and takes place in the centers during their regular workday.

3. The "Training Meeting" in which the trainer and the center staff meet to discuss what they have documented and to see what they can do to improve their programs in that area. The agreements they reach to actually work on these program aspects are an important part of this meeting.

4. The "Application Phase" in which all the parties involved carry out what they had earlier agreed to do. Trainers visit the centers to help the staff implement these changes. This phase lasts from ten to fifteen days and takes place in the centers during their regular workday.

The relationship between the two levels of the training process

Both levels of training evolve simultaneously. After each seminar, there is a period of about 12 weeks during which the trainers work with the child care workers on either two or three themes.

Training for center staff does not start until after the second seminar. This is because the first seminar and the period that follows it are dedicated to making the preparations necessary for getting the whole system of center-level training underway.

Of course, a certain kind of training takes place from the moment of the first contact with the centers. When the trainers select centers, negotiate agreements with them and collect initial data, they are already engaged in training. It is important to keep this in mind even though the "official" training does not start until the first theme is introduced after the second seminar.

The "Training Cycle" is made up of a seminar and the period of center-level training that follows it. The completion of four complete cycles plus one final seminar takes an entire year. Figure 2, which is found at the end of this section, presents a general picture of the training process, the objective of each cycle, the expected products, and an estimate of the time needed to complete each one.

TRAINING MATERIALS

The training materials include a set of instructions and suggestions for concrete training activities at both of these levels. The set is divided into four manuals, the complete set is called, "Marcos de Calidad", or "Framework for Quality". (The materials were developed and published in Spanish and are not available in English. The titles listed in the following description are in English only to facilitate explaining the content of the materials to the reader.)

The first, called "Training Design", was designed for the trainers of trainers to help them conduct each of the training seminars.

The second, third and fourth manuals, entitled "Improving our Centers",

"Learning Together" and "A Common Task" will be used by the trainers of center staffs after the second seminar.

Earlier, it was explained that each theme was to be presented through a four-phase process. It is these phases that are explained in instructive documents called "modules". There is one module for each required theme, making a total of eight.

The following chart presents the English titles of the training materials that have been developed.

FRAMEWORK FOR QUALITY
English Titles

TRAINING MANUAL I - TRAINING DESIGN

Seminar I: Analysis and Negotiation of Training

Opening Session - Orientation to Training program and Training Group
Session 1 - What is a Quality Program for Young Children
Session 2 - What is Training?
Session 3 - The Complexities of Training
Session 4 - The Role of Negotiation in Training
Session 5 - The Trainer as a Researcher
Session 6 - Documenting Change in Education
Session 7 - Field Work Strategies and Techniques
Session 8 - The Organization, Analysis and Reporting of Information
Planning Session - Develop Plan of Activities for the next seven weeks

Seminar II: The Relationship Between Need and Curriculum

Opening Session - Agenda Review
Session 1 - Presentation of Research Reports
Session 2 - Presentation of Training Proposal
The Training Process
Session 3 - Phase I - Defining the Problem
Session 4 - Phase II - Documenting the Problem
Session 5 - Phase III - Workshop Presentation
Session 6 - Phase IV - Follow-up Visits
Review of Training Manual II - (Mejorando Nuestro Centro)
Session 7 - Module 1 - Healthy for Learning (Sanos para Aprender)
Session 8 - Module 2 - A Stimulating Environment (Un Ambiente Estimulante)
Session 9 - Module 3 - Creating Materials (Creando Materiales)
Session 10 - Adaptation of Training Plans to Include Institutional/
National Guidelines
Planning Session - Develop Plan of Activities for intervening weeks

Seminar III: Interpretation of Change

Opening Session - Agenda Review
Session 1 - Presentation of Research Reports
Session 2 - Documentation of Process
Session 3 - Interpretation of Process Data

Review of Training Manual III - (Aprendiendo Juntos)
Session 4 - Module 4 - Scheduling a Day with Children (Un Día con los Niños)
Session 5 - Module 5 - Learning by Doing (Hacer y Aprender)
Planning Session - Develop Plan of Activities for intervening weeks

Seminar IV: Institutionalization of Change

Opening Session - Agenda Review
Session 1 - Presentation of Research Reports
Review of Training Manual IV - (Trabajamos Unidos)
Session 2 - Module 6 - Parents are a Help (Los Padres son Apoyo)
Session 3 - Module 7 - We Work Better Together (Juntos Trabajamos Mejor)
Session 4 - Module 8 - Evaluating How we Have Changed (Cuando Hemos Cambiado)
Session 5 - Strategies for Designing New Projects
Planning Session - Develop Plan of Activities for intervening weeks

Seminar V: Experience, Future and Responsibility

Opening Session - Agenda Review
Session 2 - The Results of the Training Experience
Session 3 - Competition and Collaboration
Session 4 - The Trainer - Future Responsibilities
Evaluation Session - Group Evaluation of Training Program
Closing Session - Closing Ceremony

TRAINING MANUAL II - IMPROVING OUR CENTERS (MEJORANDO NUESTROS CENTROS)

Tailoring Programs to People
Planning Preschol Programs
Module 1 - Sanos Para Aprender
Module 2 - Un Ambiente Estimulante
Module 3 - Creando Materiales

TRAINING MANUAL III - LEARNING TOGETHER (APRENDIENDO JUNTOS)

Module 4 - Un día con los Niños
Module 5 - Hacer y Aprender

TRAINING MANUAL IV - A COMMON TASK (TRABAJANDO UNIDOS)

Module 6 - Los Padres son un Apoyo
Module 7 - Juntos Trabajamos Mejor
Module 8 - Cuando Hemos Cambiado

An interesting feature of the training sequence as a whole, is the principle of negotiation on which it is based. That is, the training program allows for discussion and change of the process and content of the

training sequence as it unfolds. This negotiation is accomplished through a built-in system of planning and questioning that forces changes to be made in any aspect of the cycle, if needed.

Another interesting feature of the sequence is the initiation of training sessions—whether they are for trainers or for staff—through the use of problematic activities that force participants to question their working frames or practices in given circumstances. The breaking of these frames or practices then permits the introduction of novel practices and ideas with minimal resistance. Moreover, there is an attempt to get training participants themselves to realize and define training needs.

Extent to Which There was Improvement
in the Organizational Capacity of
Participating Institutions to Address Child Care Needs

In section I, we described the strategy for collaboration in the Our Children/Our Future Project as operating at three levels: primary, secondary, and tertiary. To examine the extent to which there was improvement in the organizational capacity of participating institutions to address child care needs, we need to look at each of these levels to see how the key organizations involved in the project may have changed. At the primary level, for example, there was High/Scope and another U.S. PVO; at the secondary level, an in-country training agency and the U.S. PVO Regional Office; and at the tertiary level, selected community day care centers and their respective sponsoring agencies.

Primary Level: High Scope and U.S. PVO

The designed expansion of organizational capacity to address child care needs in developing countries did not occur as planned. High/Scope's services continued to expand in the way initially envisioned for Latin America and other parts of the world. High/Scope is using some of the materials and strategies developed under the project in its domestic Training of Trainers Program. However, the nature of the organization's involvement in early childhood education in Latin America has changed, in part as a result of this project and in part as a result of other trends within the development field as a whole. Rather than being involved in direct training of trainers and/or teachers, High/Scope is working at a policy level with governmental and non-governmental agencies to assure the implementation of programs which will assure quality care for young children.

CRS New York, the U.S. PVO participating in the project, did not incorporate an early childhood strategy into its ongoing operations, as AID and High/Scope project staff expected it to do. While there is little reason for a massive project such as CRS to alter its basic operational philosophy, High/Scope had hoped for some willingness to experiment in early childhood. Throughout the project, the organization remained committed to its "non-operational" ideology and pointed out that adoption of early childhood intervention was a program decision for operational or field institutions to make.

Secondary Level: In-Country Training Agency and Regional PVO Office

In-country training agencies—Caritas Boliviana in Bolivia, FASINARM in Ecuador, and Pontificia Universidad Católica in Perú—strengthened their organizational capacity to address child care needs in a significant way. The organizations either acquired for the first time, as in the case of CARITAS Boliviana, or developed further, as in the cases of FASINARM and Universidad Católica, the capability to deliver training services to other local and national agencies with center-based programs for children. This new or strengthened capability resulted from the acquisition of trained personnel, training systems and materials.

In Ecuador, FASINARM staff increased their considerable skill in the

development of training programs. The FASINARM team also acquired new skills in applied research, especially formative evaluation. Reporting and data analysis skills acquired during the project have also been of considerable value to FASINARM in its work. As of the spring of 1986, these skills have been used in a collaborative project between FASINARM and the National Institute for Children and Families in Ecuador, INNFA. FASINARM staff are currently training 25 trainers that are in turn training 240 staff members in 25 INNFA-operated day care centers serving 1,200 children. Applying the training evaluation model developed under the PVO project, FASINARM is training a trainer-evaluator team to perform as they performed under the supervision of High/Scope staff.

Additionally, FASINARM is responsible for training 20 INNFA trainers who supervise special education programs, physical rehabilitation centers and children's shelters operated by INNFA. In this training effort, the 20 INNFA trainers are in turn responsible for training 270 staff members that work out of 25 different programs and serve 17,715 clients. (The 25 programs manage to serve such a large number of clients by doing the physical rehabilitation on an outpatient basis.) The training model used by FASINARM in this project is different from the original model. In this training program FASINARM staff lead the training seminars, but contract other professionals to do follow-up visits and evaluate the training activities and research reports produced by the trainers. The training needs of each program is distinctive and program staff together with the INNFA trainers are developing content appropriate for each client group.

Pontificia Universidad Católica del Perú increased its skills in training paraprofessional staff and in formative research. The team from the Universidad gained skills in using a reflective, non-directive style of teaching that could be used to motivate participants to solve their own problems instead of looking to 'experts' for answers. The team from the Universidad also gained skills in formative evaluation and data analysis during the project.

As of the spring of 1986, the team from the Universidad is collaborating on the development of a project with the University of Winnipeg. The University of Winnipeg is interested in training paraprofessional staff and is interested in the approach developed in the PVO project. CIDA, the Canadian Agency for International Development, has expressed an interest in funding this endeavor. The project would last for 5 years, provide training to approximately 100 Peruvian Ministry of Education Trainers, 20 each year. Over the course of the project the Ministry Trainers would train 1000 paraprofessional teachers in 500 PROMOE or nonformal preschool centers serving 15,000 children.

At the initiation of the project in 1981, CARITAS Boliviana did not have any experience or expertise in training or evaluation. Implementing the project meant that CARITAS had to hire staff and develop new institutional capabilities. Adding professional staff also implied changes in the CARITAS salary structure, which at first did not provide adequate funding to cover professional salaries. CARITAS hired professional staff with background in education and child development to implement the project, and developed skills in the areas of training, materials development, research and program development.

As of the winter of 1985, CARITAS Boliviana is implementing an extension

of the PVO project which has been funded by InterAmerica Foundation. The goal of the project is to improve the quality of programs for young children in Bolivia. The project is scheduled to last three years. During this first year of the project, training seminars are being presented in Oruro, Cochabamba and Santa Cruz. During the next two years, the program will be expanded to other cities in Bolivia. During this first year, 15 different institutions are sending trainers to the training seminars. At those seminars 53 trainers are being trained by CARITAS trainers. The trainers are then training 123 staff members in 21 centers, who work with 770 children. The project has received considerable recognition in Bolivia, and the CARITAS trainers have recently been asked to do additional training for UNICEF staff in Oruro.

Unfortunately, there have been problems within CARITAS that may motivate project staff to move out of that institution and into a new one. One major problem concerns the basic difference of program goals between CARITAS and the PVO project and its extension. Neither project addressed issues that were viewed by the CARITAS hierarchy as central to programs CARITAS traditionally operated. CARITAS Boliviana traditionally has concerned itself primarily with food distribution. While there is some history of community development projects, many of them, like the Mother's Clubs, are focused around food distribution. By focusing attention on improving child care centers, the PVO project and its extension have made major contributions to the future of young children in Bolivia. But neither project has furthered the goals of CARITAS which are to improve food distribution and Mother's Clubs.

InterAmerica has recently evaluated the project extension in Bolivia and recommended that the project be moved outside CARITAS. This recommendation is based on a study documenting the success of the training efforts of the CARITAS team, as well as data documenting the lack of interest and support for the project within CARITAS. InterAmerica only has funds to support the project for 2 more years, and is concerned that the project be located in an institution that will support further project extensions in the future.

A situation that has further complicated this problem is that the director of CARITAS that made the decision to develop a technical assistance ability within CARITAS in 1982, was replaced approximately nine months ago by a new director. The new director is not familiar with the work done by the project staff, and has found it difficult to defend a project to the Bishop's Conference that serves as a Board of Directors to CARITAS, since he himself is not convinced of the importance of the project's role within CARITAS. The Bolivian Bishop's Conference is scheduled to respond soon to the recommendations made by InterAmerica, as to the future of the project within CARITAS.

Tertiary Level:

Selected Community Day Care Centers and Their Respective Sponsoring Agencies

Gains were made at the level of the community day care centers in terms of their ability to attend to child care needs. There were few gains at the level of their respective sponsoring agencies, who remained relatively aloof from the model development programs. The apparent gains came from

the acquisition of trained personnel and material resources. Day care center administrators and staff who were providing few or no educational services to children because of lack of training and/or material resources were now better equipped and thus providing more service.

Extent to Which There Was Improvement in the Quality of Care Provided in Participating Centers

In virtually all centers, although certainly more in some than in others, the quality of care provided to children improved considerably. These improvements were prevalent in three basic areas: (1) utilization and organization of space, (2) utilization and organization of time, and (3) services provided.

1. Utilization and organization of space. Prior to the project, almost all centers suffered from poor utilization and organization of space. In many centers, for example, the indoor space available to children left no room for children to use as play areas. Quite often this condition was not due to the lack of square footage available in the centers. It was due, rather, to overcrowding and poor organization and distribution of tables, chairs, materials, and, in many cases, children's cribs. In other cases, the space was ample but fairly empty of furniture and materials. In still others, too many children were found crowded in small indoor areas while larger and usable outdoor spaces went ignored and unused.

By the end of the project, all the centers had gone through dramatic transformations in the organization and utilization of their indoor and outdoor spaces. The most prevalent and significant aspect of this change was in how available spaces came to be organized and used for child growth and development. Without exception, for example, the centers adopted the principle of structuring space in terms of functional areas, a notion initially quite foreign to the majority of centers participating in the project.

At first, the centers confined themselves to sub-dividing their spaces into five areas (e.g., house area, construction area, art area, quiet area and music area), with most centers opting for four of the five. Gradually, however, this novel idea managed to take root and generate such enthusiasm that centers began to sub-divide their spaces into as many areas as square footage would allow. One large center, for example, divided its available space into sixteen different areas.

Restructuring spaces according to more functional and usable areas meant reorganizing and changing the contents within the spaces. Thus, furniture such as cribs began to be seen in almost all cases as unnecessary and dysfunctional and was removed. Desks and chairs began to take on different configurations for aesthetic purposes and uses. Materials and clearly designated areas began to be labelled for easy identification and organization as more attention came to be given to the importance of form, function and order in the use and organization of environments for positive child growth and development. In at least two cases, structural additions or modifications were made to existing facilities and outside spaces to expand and make better uses of available spaces.

2. Utilization and organization of time. Virtually all centers also suffered from poor utilization and organization of time. Most centers ran full-day programs with operating hours ranging from 6:00 a.m. to 6:00 p.m., five days a week. The principal problem faced by center staff was figuring out what to do with the large amount of time at their disposal. Arranging for mealtimes seemed fairly easy, for these occurred routinely at more precise and predictable intervals. However, the duration of main meals and

snacks was often too long, each taking sometimes as long as an hour or more. It was also difficult for center staff to decide how to organize and utilize the fairly long gaps between meals and snacks, which resulted in children often finding themselves alone and unsupervised while staff talked among themselves or spent the time cooking and cleaning.

Early on, staff trainers began to introduce the notion of a daily routine and managed to get center staff interested in better and more effective organization and utilization of time. As a result, the total operating time available to center staff began to take on a systematic structure, with temporal sequences that were more realistic in duration in that they began to conform to the interests and development needs of children.

Staff recognition of the importance of time and how best to organize and utilize it to respond to the interests and developmental needs of children gradually gave way to the implementation of a specific, schematic approach to merging child activity and time available into a framework largely borrowed from High/Scope's Preschool Curriculum. The daily routine developed within centers provided children with such temporal sequences as planning time, work time, recall, small group time, outside time, and circle time. These sequences were distributed throughout the day and organized in terms of specified segments ranging from fifteen minutes to an hour in duration depending on the nature and purpose of the activities planned by staff.

By the end of the project, all participating centers had a highly structured daily routine with the flexibility to contract and expand to accommodate changes in planned child activity and total time available to staff. As the times for eating and cleaning were more effectively used and supplemented with many other activities, children began to spend less time by themselves and more time interacting with staff and in well-supervised, constructive play. The very long days with very little to do except eat, clean and play gradually gave way to time that was better spent and organized.

3. Services provided. When the project began, most centers spent their time attending only to the custodial needs of children: daily care, cleaning and feeding. In some cases, caring for these custodial needs also included health and medical attention. But less frequently attended to were the children's and parent's educational needs. Even in those cases where centers had the semblance of educational service provision, the attention given to children seemed divorced from child psychology and development principles. This was not surprising in that a criterion for the selection of centers was relative lack of educational programming and services provided to children.

When the project ended, the conditions in most centers had changed dramatically in terms of educational service provision. The centers seemed better equipped with play and instructional materials. There was now a preschool curriculum organized around learning areas and a temporal sequence of child activity based on "piagetian" psychology and developmental theory. Interest in custodial care came to be replaced by interest in positive child growth and development, with increased interaction among children and between children and staff, greater child manipulation of materials, and more child time spent in constructive activity and play.

Besides becoming more child-centered, by shifting its focus to children and education, the centers also became parent-focused and the educational needs of parents thus began to take on greater importance. The concern for parent involvement became an interest, and centers began to adopt intervention strategies for mobilizing parent participation in center programs. Parent workshops led to parent-made toys and materials for center children. In some cases, parents became involved in the actual construction of indoor and outdoor spaces for play and instructional uses. In still others, parental response to a survey of parent interests and needs led to increased staff awareness of the socioeconomic conditions and educational values and aspirations of parents. For the first time, center staff were able to visualize and come to understand fully the parenting and home conditions of center children.

In sum, Our Children/Our Future was quite effective in transforming qualitative conditions in participating centers. Services were broadened to include developmentally-based educational experiences for children, parents became more involved in the affairs of center life, and space and time became valuable resources to organize and use in ways that were more effective in meeting the needs of poor families and children.

III

SUMMARY AND CONCLUSIONS

Up to now we have described the Our Children/Our Future Project and summarized its outcomes. We talked about the project as an example of PVO collaboration as a development strategy with primary and secondary purposes. Regarding the project's primary purpose, we noted development of a training model for child care workers in center-based programs as the principal project concern. Secondly, the goals were to improve service provision to children and increase institutional capability to meet children's needs.

We then described project outcomes by examining whether or not PVO collaboration, as a development strategy, managed to work in meeting the objectives of the project. In this regard, we looked at the extent to which a training model was developed and whether there were improvements in the organizational capacity of participating institutions to address child care needs and improve the quality of care provided to children.

In this section, we go beyond these previous descriptions to look at the contributing factors that facilitated or impeded progress toward desired outcomes. We also want to include ideas that could guide future efforts on the basis of what was gleaned from our experience. Our first look is at facilitating factors and then at impeding factors.

Facilitating Factors

It is clear that the project managed to realize a number of important contributions to the field of early childhood education in developing countries. There are a number of mediating factors to account for this: (1) the "negotiated" approach taken toward the problem of change in education; (2) personnel willing to adopt and implement reform; (3) the creation of a working consensus or "culture for change"; and (4) the creation of a self-sustaining cycle of reform motivated by the desire to provide quality care to children and families. In combination these four factors managed to create a sort of social "chemistry" capable of triggering a cycle of change that fed on change. As we look closely at each of these factors, we will attempt to explain what we mean by this.

1. The negotiated approach taken toward the problem of change in Education. Triggering the cycle of reform was the negotiated approach that project staff took toward the problem of change in education. This was a strategy that allowed the key stakeholders in the project—trainers, agency and center administrators and paraprofessionals—to work out interventions based on mutually defined needs and agreed-upon goals and objectives. As is often the case in this approach to change, project stakeholders managed to generate the kind of shared ownership in the project that permits the level of clarity and understanding of roles, functions and program intentions often needed to identify problems and enact workable solutions.

The negotiated strategy was most difficult to realize at the primary and

secondary levels of collaboration because of various impeding factors which will be mentioned below. This was particularly the case in the relationships between High/Scope and CRS New York in the United States and between the training institutions and CRS regional offices and center sponsoring institutions in Bolivia, Ecuador, and Peru. The greatest amount of collaboration was realized between High/Scope and the training institutions, and between the training institutions and center-level staff.

Much of the success of the strategy was connected to the degree to which the strategy made people aware of the issues which exist within the prevalent methodology of delivering technical assistance or training service, which may be termed the "one channel model". That is, the expert "tells" the novice how and what to think and do and the novice adopts the expert's advice without subjecting it to serious analysis and questioning.

By making people aware of this model (making it "problematic"), a context was created for the restructuring or reconstituting of the trainer-trainee or expert-novice relationship. This reconstruction hinged on restoring or transferring to the trainee the responsibility for knowledge generation and creation. The trainee had to come to see themselves as creators and problemsolvers of social realities. They had to come to see the expert as more of a catalyst or facilitator than expert. What seems to have permitted this transfer or, perhaps more precisely, restoration of creative responsibility, was the level of ambiguity produced within the "negotiation" strategy. Rather than provide answers, as the one channel model tends to do, negotiation raised problems and posed questions, thereby producing disruptions in the expectation that training is a source of answers, solutions and certainties. For trainers to request entry into centers from center staff in order to provide training services, for example, meant forcing center staff to question their assumption that an expert's entry into the center is a right to be exercised at the expert's discretion.

2. Personnel willing to adopt and implement reform. Earlier in this volume, when we described the training model developed in this project, we made reference to the difficulties involved in getting others to adopt and implement change. We intimated that much of the difficulty stems from the formal and informal rules which govern our daily activity. The fact that reform implies changes in "working frames". These working frames, it was argued, tend to make us defend against changes that are perceived as threatening.

It was this tendency to defend existing operating frames that was overcome by negotiation and, in turn, produced personnel willing to adopt and implement reform. Much of this willingness seemed rooted in the shared sense of ownership in the intervention process that the negotiated approach generated. Reform came to be perceived not as a threat but as an opportunity to overcome dysfunctional practices. That is, project participants began to see that their "working frames" did not allow for quality care provision in their center-based programs. The willingness of project participants to suspend differences, cultural as well as ideological, seemed connected to a belief and trust in the abilities of all to partake of an open discussion. Power, value and utility of an old or new idea or practice was measured by the ability to respond to mutually defined problems and needs rather than merely to react to expert guidance or personal tradition.

3. Creation of a working consensus or culture for change. We have been suggesting that success depends in large measure on how the change agent and client systems resolve the differences that separate them. Somehow both systems have to create and come to agree on a common base of understanding if these differences are to be resolved to the satisfaction of each. We can talk about this common base of understanding as a working consensus or culture for change. And it is creation of such a working consensus or culture for change in the Our Children/Our Future Project that made a significant difference in producing the outcomes we described in Section II.

At the core of this created culture was the shared sense that existing conditions within centers needed changing and that collaboration was the approach to take. Roles and expectations had to be clearly defined, with interactions among participants grounded in common meanings, interests and values regarding project goals and objectives. There was an understanding that a balance needed to be struck between what High/Scope and the training institutions wanted as professionals and what center staff needed as service providers. Virtually all came to accept the notion that interventions had to conform to what was feasible and possible within the organizational constraints of available resources, time and personnel, and child, family and community expectations. With time, project participants became a cohesive group, a community bonded together by the belief that they could indeed work together to improve conditions for children.

The most interesting aspect of the culture for change that was created is that its primary drive came from the work of the training institutions in the field. Their staff were the needed catalyst that functioned to stimulate and enrich the efforts of High/Scope in the United States and of the centers in the field. The significantly high level of enthusiasm and motivation that the training and evaluation teams in the three countries brought to the project seems to have had a contagious effect which worked to provide added meaning, value and direction to the activity of other project actors. Without this kind of effect, the project may not have accomplished as much as it did.

4. Production of self-sustaining cycle of reform. This factor resulted from the combined interaction of the previous three. We mentioned, for example, how the negotiated approach taken toward training worked to generate a shared ownership in project goals, processes and outcomes. This shared ownership in turn led to a willingness on the part of project participants to plan, adopt and implement reforms. This receptivity to change then led to changes in the behavior of both trainers and center staff that had the net effect of stimulating still other changes. The cycle of reform resulting from this chain reaction gradually led to a kind of culture for change which worked in turn to reinforce the reform cycle.

One problem with this self-sustaining cycle of change was its inability to retain its drive outside the context of the project. To the extent that it depended on resources internal to the project and was not institutionalized, the cycle could not be maintained beyond the life of the project. On an institutionalization level, the notion that participating training institutions could search for further training projects was successful in sustaining the culture for change on a long-term basis in Bolivia and Ecuador. The energy created was sufficiently strong to develop a training

package and develop new projects. The Our Children/Our Future Project entered program contexts long enough to inject and stimulate changes. It could not, however, penetrate the policy-making realm of participating PVOs long and strong enough to change them.

Impeding Factors

When we consider the degree and level of outcomes resulting from the Our Children/Our Future Project, we can find at least four impeding factors to account for the relatively weak impact that the project may have had in some areas. These include the facts that: (1) the method of funding did not promote agency collaboration; (2) there were organizational and professional incompatibilities; (3) there were loose organizational linkages; and (4) there was a lack of material and human resources in early childhood education within the host countries.

1. Method of funding did not promote agency collaboration. The provision of all the funds for the project to one lead agency, High/Scope, did not facilitate collaboration. Instead of collaboration, it often promoted frustration. It was difficult for High/Scope to ask other PVOs to collaborate and invest staff time and resources in projects High/Scope was being funded to implement even though it was for their agencies.

This unilateral method of funding also created discomfort to High/Scope. It eventually became apparent to High/Scope project staff that to promote collaboration we would have to sub-contract and finance the work of collaborating institutions. Historically High/Scope staff had extensive experience sub-contracting with other institutions in the U.S. but limited occasions to do it cross-nationally. Supervising such contracts for adequate performance is a difficult task. Throughout the life of the project the sub-contracting relationships consumed considerable time and energy of High/Scope staff.

2. Organizational and professional incompatibilities. In section II, we discussed the extent to which there was improvement in the organizational capacity of participating institutions to address child care needs. We pointed to the three operating levels of collaboration—primary, secondary and tertiary—in highlighting findings. One of the observations made was that, of the institutions involved in the project, participating training institutions and day care centers seemed to have gained most in developing their institutional capacity to attend to child care needs. CRS New York was primarily concerned with the transfer of food. They did not see the project as relevant to their mandate, but expressed a willingness to link High/Scope with the appropriate in-country groups. The CRS regional offices had a different issue. Because the center-based programs that were developed as demonstration programs were not directly linked to CARITAS, staff were not able to see how the project goals and activities fit within their mandate either. Perhaps if High/Scope had targeted its efforts on improving programs already being operated by CARITAS, such as the Mother's Clubs, a better match between institutional goals and project activities could have been achieved.

Within High/Scope, during the life of the project, there was a tension between some project staff and other High/Scope personnel. While many felt the tensions arose due to personal style differences, others felt there were underlying philosophical differences. The former seems to have been more

important than the latter, given the way the project evolved and its outcomes.

Within High/Scope one of the organizational and professional priorities is the further development and dissemination of quality early childhood programs. These include the High/Scope Preschool Curriculum and a parent-support program, both developed over decades of research. At the same time that the Children in Development Project was being developed, other High/Scope staff were involved in looking at the results of an effort at dissemination of the parent support program. One of the findings was that the process of dissemination is equally as important as the product, and that if a community is going to institutionalize the program—make it their own and continue it—they need to be involved in the process of implementation from the beginning. The principles discovered in the earlier dissemination effort were applied in this project.

High/Scope Children in Development Project staff were concerned in getting trainers and center staff involved in the process. All participants began together by being a part of problem definition, and working together to develop the resulting training process and materials so that it would best meet the needs of children in the Andean region of Latin America. As necessary adaptations were made, the curriculum that evolved differed somewhat from the High/Scope Preschool Curriculum, although the theoretical base and principles of children's development and learning are consistent throughout the adaptations. The process of creating the adaptations, and the adaptations themselves, were absolutely critical for local training institutions and programs to fully integrate the curriculum into their programming. However, because of the adaptations, it is unclear to what extent the materials developed can be used to further meet High/Scope's goals, but the process continues to be used. (However, it is interesting that already four of the audio-visual slide/cassette programs are being used in a High/Scope Training of Trainers project in Puerto Rico.)

3. Loose organizational linkage. This second factor also accounts for the relative weak effect that the project had on CRS-New York, CRS regional offices and in-country, center-sponsoring institutions in changing their programs and policies to address child care needs and thereby institutionalize project processes and outcomes. As we pointed out in Section I, the project managed to mobilize a large number of organizations to collaborate in the project: A U.S. FVO (CRS), the regional offices of the U.S. FVO, the in-country institutions providing food commodities and other resources to day care centers, the agencies to whom many of the centers were administratively linked, the day care centers themselves, and the institutions providing the training to day care centers. Yet, virtually all these institutions were fairly autonomous agencies with relatively weak linkages to each other. In only one case (CARITAS Boliviana) was the institution whose program policies were the target of the project the same institution as the one receiving technical assistance from High/Scope and performing the training function in centers. But even in this case, there were no programmatic links between CARITAS Boliviana and the regional CRS office. And neither agency had administrative jurisdiction over participating centers. This function belonged to other independent private and public agencies. Further, the program policy connections between CRS New York and CRS in Bolivia were limited that policy change at either level was insulated from the influence of the other, with the regional office indicating that program decisions

were matters for CRS New York to consider and CRS New York pointing out that program options were decisions that could only be made at the field level.

The conditions in Ecuador and Peru were equally, if not more, difficult, and perhaps more so in Peru than in Ecuador, since the training role there was performed by the Pontificia Universidad Católica de Perú, a private institution fairly insulated from the public sector because of its traditional dedication to higher learning rather than to public service. Unlike the Universidad Católica in Peru, FASINARM in Ecuador generated serious discussions about project institutionalization with the CRS regional office and Promoción Humana, the local CARITAS agency providing food commodities and other services to participating centers. But even in Ecuador, the loose arrangements among institutions proved to be a persistent barrier to programmatic actions, and formal discussions about continuing the project and disseminating it to other sectors did not result in substantive action.

Complicating the linkage problem in each country was the lack of any formal agreement between institutions other than the one existing between High/Scope and the training institutions and between the training institutions and participating centers or their sponsoring agencies. Neither were there ever arrangements between High/Scope and other in-country CRS related institutions, or between these institutions and the agencies contracted by High/Scope to provide the training. Consequently, there were never any formal mechanisms that could serve to tighten the weak linkages between institutions or to enact change. In short, the project did not successfully alter the historical independence of these agencies.

Additionally, High/Scope's decision to channel training services and resources through institutions other than those being targeted for policy change (CRS/NY, CRS Field Office, CARITAS/Promoción Humana) proved highly problematic and ineffective in this organizational context of weak linkages between institutions. The involvement of CARITAS Boliviana, provides an illustration of the problems involved in building the institutional capacity of the service delivery agency. The intermediary agent used in Ecuador and Peru was eliminated in Bolivia and the training services and resources were provided to the agency that would be ultimately delivering them to its programs in the field.

But perhaps the most troublesome decision complicating the problem of weak linkages and lack of project institutionalization was selection of CRS New York as key collaborator in the project. As mentioned earlier, CRS New York made it quite clear from the beginning that the agency was not "operational" in orientation and that program implementation was a matter for field-based organizations to address. Although the agency provided entry to overseas organizations and early childhood programs and served as a catalytic agent in initiating the project, the agency always expressed reluctance to strengthen any linkages between itself and any other agencies in Ecuador, Bolivia, or Peru that would work to institutionalize programmatic changes. High/Scope's commitment for high quality programming for children lead us to not take these historic policy positions seriously enough. The strategy of using CRS New York as the diffusion channel for early childhood programs and technologies proved ineffective.

3. Lack of material and human resources in early childhood education in host countries. Although this factor was not as powerful as the previous two

in impeding project institutionalization, it did play a role in complicating project management and decreasing the rate of change. Not having the necessary material resources in the host countries to support training activities meant transporting these materials from the United States. Oftentimes, needed technical assistance could not be found to provide critical services. As a result, the delivery of training and technical assistance was often hampered or delayed because essential materials or human resources were not available. But even when materials and/or services were available, local costs made access prohibitive.

Perhaps more than any other country involved in the project, Bolivia suffered most from this relative lack of material and human resources in early childhood education. Many materials needed for equipping centers and delivering training had to be imported. Local personnel with experience and training in early childhood education were few. Consequently, the Bolivia centers participating in the project initially lagged behind those in Ecuador and Peru in implementing changes, and although the Bolivian team managed to 'catch up', their task proved to be extremely difficult.

Much of the difficulty faced by the Bolivian efforts in securing needed materials and resources stemmed from the country's socioeconomic problems. Monetary devaluations, high economic inflation, and labor strikes plagued much of the project period. These conditions made it much more difficult for project and center staff to plan and implement activities that often depended on the stability and availability of resources critically affected by factors outside their control. The relative socioeconomic stability enjoyed by Ecuador and Peru could not be counted on in Bolivia to facilitate the complex task of mobilizing the needed material and human resources often needed to tackle and manage the many complexities that a project like Our Children/Our Future usually bring.

It is clear that centers with comparatively better physical and administrative infra-structures managed to perform better than others in improving their qualitative conditions. The quality of leadership also played crucial roles in facilitating or impeding change.

On the whole, the project made a clear contribution to those agencies involved in direct service. National training agencies were strengthened while traditional and historic missions of major international PVOs were difficult to impact by small inter-linking projects such as Children in Development, at least these agencies permitted the project to act and many, in fact, utilized some of these skills and materials developed by their field agencies at some later date.

ATTACHMENT C

The Care and Development of the Preschool Child: Tarqui Final Report

THE CARE AND DEVELOPMENT OF THE PRESCHOOL CHILD

Final Report

Cooperativa de Tarqui
Tarqui, Ecuador

July, 1986

(5)

P R E S E N T A C I O N

Este Informe contiene los resultados obtenidos a través de los procesos de Documentación y Evaluación del Programa "Niño y Familia", que se llevó a cabo en la ciudadela "Tarquí", ubicada en la Provincia de Pichincha, Cantón Quito, Parroquia de Chillogallo.

El 2 de Febrero de 1983, se firma el Convenio entre la Cooperativa de Desarrollo Comunal "Tarquí", en representación de la población residente en la ciudadela; y, la Fundación High/Scope de Ypsilanti - Michigan, Estados Unidos.

Las etapas y procesos a los que nos referiremos a lo largo de este informe, cronológicamente son:

- a) Investigación y estudio de necesidades, como base de conocimiento necesario para la implementación de programas, (Febrero de 1983 - Diciembre de 1983)
- b) Diseño de Programas de intervención y capacitación del Personal que trabajará en el Proyecto (Enero 1984)
- c) Implementación y reglamentación. Ajustes para la inauguración del Programa (Febrero y Marzo de 1984)
- d) Ejecución y desarrollo continuo del Programa (a partir de Abril de 1984)
- e) Evaluación continua de todos los procesos efectuados durante las etapas anotadas (permanente)

Es importante anotar que en conclusión los datos de este informe en el tiempo, responde al período que va de Febrero de 1983 a Marzo de 1985.

Los resultados obtenidos evidencian la validéz del Programa, como modelo de atención integral a los niños menores de 6 años y sus familias; y, la posibilidad de incorporar a las Comunidades en la efectiva atención de la población preescolar mas necesitada.

Se espera que los datos aportados en este informe, puedan ser compartidos por otras instituciones y comunidades que

están en la búsqueda de nuevas alternativas de atención infantil, a fin de contribuir a la solución de los problemas que afectan a ésta y sus familias, tanto del Ecuador, como de otros países de América Latina.

1.- QUE PRINCIPIOS FUNDAMENTARON LAS ACCIONES ?

a) Respuesta real a las necesidades de la comunidad:

Los programas de atención a niños menores de 6 años y sus familias, deben estar sustentados en la efectiva investigación de las necesidades reales de la comunidad, a fin de que respondan de una manera eficaz a éstas y sobre todo a sus patrones culturales, que son en última instancia los que rigen o deterrinan la aceptación o nó de las necesidades y contenidos de los programas orientados a la solución de sus problemas.

b) Flexibilidad:

Un programa que pretende responder a las necesidades de una comunidad y sus familias, debe ser flexible. Las comunidades y las familias cambian a medida que pasa el tiempo y por tanto, un programa dirigido a las mismas debe estar desde un inicio abierto a los cambios que sean necesarios introducir, como producto de estas necesidades cambiantes.

c) Subsidiaridad:

Los programas de atención preescolar con participación comunitaria, deben aprovechar al máximo los recursos humanos participantes y por lo tanto, un rol que puede ser asumido por un nivel mas bajo, no debe ser asumido por un nivel mas alto. Es importante mantener la responsabilidad al máximo de cada persona u organismo comunitario.

d) Importancia de los primeros años de vida:

Sabido es que los primeros años de vida del ser humano, son los mas críticos, durante los cuales se fundamentan los procesos básicos que determinarán en cierto grado la capacidad de ese ser humano, para aprovechar al máximo las oportunidades que se le brindará en su vida futura. Ahí surge la obligación de la familia y la comunidad de preparar individuos maduros, seguros y equilibrados para el futuro, y lo lograrán a través de una ace-

cuada e integral atención y cuidado.

e) Participación Comunitaria:

Las comunidades tienen el derecho y el deber de participar en la planificación y ejecución de los programas orientados a la atención de sus niños menores de 6 años, puesto que son ellos los destinatarios de dichas acciones y quienes tienen la responsabilidad de solucionar sus propios problemas.

2.- QUE PASOS PREVIOS SE DIERON PARA IMPLEMENTAR Y DISEÑAR LA ACCION ?

Los pasos previos que se dieron fueron los siguientes:

2.1.- Contacto con la comunidad, a través de una serie de reuniones entre la Fundación High/Scope y la Cooperativa de Desarrollo Comunal "Tarqui", las cuales condujeron a la firma de un convenio de asistencia y asesoría entre las dos organizaciones, que se suscribe en Febrero de 1983, se parte de consideraciones preliminares que hacen relación con fines y metas de las instituciones y se justifica ampliamente su complementariedad y objetivos comunes.

Así mismo, se especifican roles y responsabilidades mutuas y específicas de cada una de ellas y que conducen a la consecución de metas propuestas, alcanzables a través de etapas definidas que responden a fases de: investigación de necesidades, planificación y diseño de alternativas de intervención, de implementación y ejecución.

2.2.- Estudio de necesidades de cuidado y desarrollo con el objeto de:

- Detectar la población menor de 6 años y sus familias.
- Conocer los sistemas de cuidado diario existentes en la comunidad
- Conocer las necesidades básicas de las familias con niños menores de 6 años, en la comunidad.

- Conocer las necesidades, los recursos y beneficios de los sistemas de cuidado diario implementados por las familias de la comunidad
- Conocer las necesidades básicas no satisfechas, de los niños menores de 6 años.
- Desarrollar una metodología de estudio de los sistemas de cuidado diario, aplicables a comunidades urbanas

El estudio de los sistemas de cuidado diario de los niños menores de 6 años de la Comunidad de "Tarqui", constituyó una de las tareas principales de la primera etapa del Proyecto denominado "Cuidado y desarrollo del niño preescolar", se lo inicia con un enfoque fundamental de trabajo que es el de respetar las características socio - culturales de la comunidad, permitiendo la activa participación de los moradores en todas las etapas a cumplirse, con la finalidad de aprovechar y racionalizar recursos y que ellos encuentren las soluciones apropiadas y eficaces para sus propios problemas.

En febrero de 1983, como paso previo a la investigación, se inicia el trabajo de elaboración de:

- Unidades de análisis con sus respectivas variables
- Lineamientos metodológicos a utilizarse en la investigación.

En esta fase intervienen y participan: Gerente y Directorio de la Cooperativa de Desarrollo Comunal "Tarqui", encuestadores seleccionados de la misma comunidad y asesores institucionales de: Instituto Nacional del Niño y la Familia (INNFA), Fundación Mariana de Jesús y Fundación High/Scope.

A través de la capacitación a los encuestadores surgieron modificaciones necesarias a los instrumentos, que luego fueron aplicados en el muestreo de pilotaje, que daba lugar a la comprobación de confiabilidad de éstos, por una parte; y, por otra ponía al equipo de trabajo en condiciones de iniciarlo a través de la promoción y difusión en la comunidad.

El estudio a mas de responder a objetivos específicos ya anotados, contestó cinco preguntas claves:

- a) Cuántas familias de la comunidad tienen niños en edad preescolar ?
- b) Cuántos niños menores de 6 años hay en la comunidad?
- c) Quién cuida a los niños menores de 6 años durante las horas del día ?
- d) Qué características y necesidades tienen los sistemas de cuidado diario que la comunidad ha implementado para los niños menores de 6 años ?
- e) Qué opinan las madres acerca de los diferentes cuidados de sus niños ?

Los instrumentos utilizados en la investigación fueron:

- Censo de familias
- Entrevista a la madre en el hogar
- Entrevista a cuidadoras
- Entrevista a madres trabajadoras.

Los resultados obtenidos en la investigación están en concordancia con los objetivos específicos planteados y responden a las preguntas del estudio; entre los mas relevantes tenemos:

- Fueron ubicadas, identificadas y caracterizadas 1343 familias, cuyo número de miembros tiende a ser alto:
 - 53% constituidas de 1 a 5 miembros
 - 44% de 6 a 10 miembros
 - 3% de 11 a 15 miembros
 - 1% mas de 16 miembros.

Por lo que se concluye que el

84% es una familia de tipo nuclear
16% familia de tipo extendido.

- El 56% de familias tienen niños menores de 6 años
En cuanto a número de estos niños y distribuidos por edades tenemos:

| | |
|-------------------------------|------------|
| Menores de 1 año | 183 niños |
| de 1 a 2 años | 238 niños |
| de 2 a 4 años | 356 niños |
| de 4 a 6 años | 249 niños |
| TOTAL NIÑOS MENORES DE 6 AÑOS | 1126 niños |

- En cuanto a los sistemas de cuidado existentes:
 - En 522 familias la madre está a cargo del cuidado de los niños
 - En 120 familias los niños están a cargo de cuidador
 - En 22 los niños están en institución
 - En 13 familias los niños quedan solos.
- De los cuidadores:
 - El 51% son abuelas
 - El 39% son hermanos
 - El 19% otro familiar
 - El 13% empleada doméstica
 - El 4% la vecina.
- Sólo 5 de 520 madres en el hogar, cuidan otros niños a más de los suyos.
- De los 123 cuidadores, 105 atienden a los niños en la misma casa donde habitan.
- Se ha determinado una tendencia en cuanto a la preferencia del tipo de cuidado, relacionado con la edad de la madre:
 - Las madres más jóvenes de 14 a 29 años, prefieren el cuidado familiar.
 - Las madres de 30 a 39 años, tienden a cambiar el sistema de cuidado diario
 - Las madres mayores de 40 años, nuevamente prefieren el cuidado familiar.
- En los aspectos de desarrollo físico, psíquico y social del niño, las madres no tienen conocimientos en cuanto a las necesidades del niño y se evidencia esta carencia por su necesidad de aprender.

El problema de mayor trascendencia que tienen las madres en cuanto a sus hijos es la travesura de éstos, así contestan el 44 % de madres.

• Las cualidades que esperan las madres tengan las cuidadoras son:

| | |
|--------|---------------|
| el 63% | paciencia |
| 23% | conocimientos |
| 10% | afectuosas |
| 3% | creatividad. |

• En cuanto a las formas de producción femenina encontramos que:

Existen 520 madres, de las cuales el 24% realizan alguna actividad remunerada dentro del hogar, entre éstas: modistería, comercio en bazar o abarrotes y lavandería.

Hay 173 madres que realizan actividades remuneradas fuera del hogar, de las que:

| | | |
|-----|-----|--------------------|
| 39% | son | obreras |
| 30% | | comerciantes |
| 23% | | servicio doméstico |
| 21% | | venden comidas |
| 8% | | profesionales |

Todos estos datos evidencian la necesidad de desarrollar un programa en la comunidad de Tarquí, que a la vez que permita dar atención a los hijos de madres trabajadoras durante sus horas laborables, permita también brindar experiencias educativas y recreativas a aquellos niños menores de 6 años, cuyas madres no trabajan, pero que sí necesitan de estos servicios, y quienes además son la mayoría en la comunidad de "Tarquí".

3.- COMO SE PLANIFICO EL PROGRAMA TOMANDO EN CUENTA LOS PRINCIPIOS QUE LO FUNDAMENTARON ?

3.1. En primer término se realizó un taller denominado de "Análisis y Planificación para el diseño de un programa experimental comunitario, sobre el cuidado y desarrollo del niño preescolar"; y manteniéndose fiel al principio de participación comunitaria, intervinieron en éste:

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- Miembros de la Cooperativa de Desarrollo Comunal "Tarqui"
- Miembros de instituciones que trabajan con comunidades y con niños pequeños.

En este taller, se definieron los siguientes aspectos:

- El Programa para "Tarqui" deberá responder a las necesidades reales de los niños y las familias de la comunidad; los recursos disponibles (comunales e institucionales) serán utilizados y racionalizados al máximo; no se perderán de vista los patrones socio-culturales de la comunidad, que se pondrán de manifiesto en su respuesta de aceptación y participación. Este programa deberá constituir la alternativa de solución al cuidado, atención y desarrollo del niño, que supere al que recibe de tipo familiar y se basará en la implementación de Hogares de Cuidado Diario, en coordinación con el Centro de Desarrollo de la Comunidad de "Tarqui".
- Definición de Objetivos Programáticos:
Para la definición, se toman en cuenta tres aspectos:
 - a) Que sean medibles
 - b) Que sean factibles
 - c) Prioritarios, que respondan a una necesidad.
 Los objetivos deben estar relacionados a:
 - La comunidad
 - Padres de familia
 - Los niños
 - Las madres cuidadoras
 - Equipos de apoyo
 - Otros organismos.

1.- Objetivos de la comunidad:

- 1.1. Crear un sistema integrado (hogar - centro) para el cuidado y desarrollo del niño preescolar, aprovechando los recursos internos y externos de la comunidad.
- 1.2. Ampliar la cobertura de cuidado, atención y educación al niño preescolar.
- 1.3. Fortalecer el rol de la Cooperativa ante la comunidad, apoyándola para que cumpla uno de sus objetivos.

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1.4. Ofrecer fuentes de trabajo para x número de personas de la comunidad.

2.- Objetivos de los Padres de familia:

• General: "Apoyar y orientar a los padres de familia en el proceso de desarrollo y formación de sus hijos".

2.1. Ofrecer a las madres trabajadoras, durante las horas que permanecen fuera de su casa, un servicio de cuidado diario para sus hijos menores de 6 años en un ambiente seguro y estimulante, que cubra las necesidades básicas del niño.

2.2. Ayudar a los padres a mejorar las condiciones del ambiente físico, económico y social de sus hijos.

2.3. Promover la activa participación de los padres en el desarrollo del programa de Hogares de Cuidado diario".

3.- Objetivos del niño:

• General: " Brindar a x número de niños en edad pre escolar, las condiciones necesarias para su desarrollo integral".

3.1. Facilitar al niño experiencias que favorezcan su desarrollo cognositivo, social y emocional.

3.2. Proveer al niño de un ambiente físico seguro y adecuado, utilizando materiales que faciliten su desarrollo integral.

3.3. Ofrecer al niño un cuidado físico apropiado, - que satisfaga sus necesidades específicas de salud y nutrición.

4.- Objetivos de la madre cuidadora:

4.1. Facilitar a las madres cuidadoras destrezas necesarias para promover el desarrollo integral de los niños.

4.2. Ayudar a x número de madres cuidadoras a crear su propia empresa de cuidado y atención a los niños preescolares.

4.3. Proveer de capacitación, seguimiento y evalua -

ción, necesarias para que cumplan con un servicio de alta calidad en beneficio del niño preescolar.

5.- Objetivos del Equipo de apoyo:

. General: " Proporcionar los recursos necesarios para el buen funcionamiento del Programa, específicamente de los recursos administrativos, económicos, financieros, técnicos, de supervisión, capacitación y evaluación; necesarios para el diseño y funcionamiento del programa";

5.1. Diseñar y ejecutar programas de capacitación para el personal involucrado en el proyecto.

5.2. Administrar todas las acciones del Programa, incluyendo en ellas tanto la provisión y liquidación de fondos.

5.3. Establecer coordinación con otros organismos existentes para gestionar nuevos recursos y dar a conocer el alcance del modelo.

6.- Objetivos de otros organismos nacionales:

6.1. Intercambiar y canalizar información, documentación y experiencias, con la atención y cuidado del niño preescolar.

6.2. Dar asesoría técnica relacionada con la capacitación de las madres cuidadoras.

. Definición de roles y actividades:

Para llegar a la definición de roles y actividades se analizan a personas e instituciones que participarán en el Proyecto, y son:

- Padres y niños beneficiarios
- Hogares de cuidado diario y madres cuidadoras
- Comunidad y comité de padres de familia
- Cooperativa de Desarrollo Comunal "Tarquí y oficina del Proyecto "Niño y Familia"
- Fundación Tierra Nueva y Centro de Desarrollo de Tarquí.
- Coordinadora y Secretaria del Proyecto "Niño y Familia"
- Asesora Técnica de la Fundación Tierra Nueva
- Directora del Centro de Desarrollo del Niño
- Instituto Nacional del Niño y la Familia

Para la definición final, se destacan los principios básicos del programa, tales como: subsidiaridad, respuesta a necesidades reales de la comunidad y participación comunitaria. El producto final es el siguiente:

1.- Roles del Instituto Nacional del Niño y la Familia:

- 1.1. Participar en el diseño, investigación y capacitación del programa.
- 1.2. Financiar el programa en un 50% del costo total.
- 1.3. Receptar, analizar y evaluar los informes económicos y programáticos
- 1.4. Promover la aplicación del modelo a nivel nacional.
- 1.5. Apoyar la coordinación con otras instituciones financieras, técnicas y administrativas.

2.- Roles de la Fundación High/Scope:

- 2.1. Prestar asesoría técnica en el diseño, implementación y valuación del Programa.
- 2.2. Brindar apoyo financiero suplementario a la Cooperativa "Tarqui", para el funcionamiento del Programa.
- 2.3. Documentar el proceso del desarrollo del Programa de cuidado y atención al niño preescolar.
- 2.4. Diseminar el modelo de planificación a nivel internacional.
- 2.5. Colaborar en el diseño de los materiales programáticos y de capacitación.
- 2.6. Ser el vínculo entre la Fundación High/Scope y la Agencia Internacional para el Desarrollo de los Estados Unidos (AID).
- 2.7. Apoyar la expansión de la experiencia.

3.- Roles de la Cooperativa de Desarrollo Comunal "Tarqui"

- 3.1. Dirigir y ejecutar el programa de red de hogares, mediante el Proyecto "Niño y Familia", en coordinación con el Centro existente.
- 3.2. Establecer un mecanismo de interacción entre la Cooperativa, el Comité de Padres de Familia y la

comunidad, para la ejecución del Programa.

- 3.3. Administrar los recursos financieros obtenidos por la Fundación Tierra Nueva (INNFA), Fundación High/Scope y aporte comunitario, para la prestación de servicios de los Hogares de cuidado diario.
- 3.4. Colaborar en la documentación, evaluación y diseminación de este modelo de atención al niño y a la familia.
- 3.5. Adquirir, almacenar y distribuir los enseres, materiales y alimentos requeridos por el programa.
- 3.6. Formar el Comité de Padres de Familia y delegar una representación de la Cooperativa a dicho Comité.
- 3.7. Presentar a la Fundación Tierra Nueva los informes periódicos, tanto financieros como programáticos requeridos.
- 3.8. Proporcionar los recursos humanos, el espacio físico, equipamiento y administración de una oficina en la comunidad, para el proyecto "Niño y Familia".
- 3.9. Ser responsable de la implementación del proyecto y del control de calidad a nivel comunitario.
- 3.10. Colaborar con la Fundación Tierra Nueva, en los programas de capacitación a las madres cuidadoras y a las madres trabajadoras.

4.- Roles de la Fundación Tierra Nueva:

- 4.1. Buscar e identificar nuevos recursos
- 4.2. Negociar y suscribir los convenios con organismos participantes.
- 4.3. Proponer, negociar y suscribir un convenio con la Cooperativa Tarqui y velar por el cumplimiento del mismo.
- 4.4. Receptar, distribuir y ser responsable de los fondos económicos antes designados por el INNFA a la Cooperativa Tarqui.
- 4.5. Dar capacitación y asistencia técnica al grupo comunitario
- 4.6. Responsable del cumplimiento del convenio
- 4.7. Organizador e investigador principal
- 4.8. Coordinador con otros organismos tanto nacionales como internacionales

- 4.9. Organismo técnico principal, responsable de la formulación, documentación y diseminación del modelo de capacitación comunitaria.
- 4.10 Proveer servicios profesionales de apoyo al programa, de acuerdo a las necesidades evidenciadas.
- 4.11 Asesorar el desarrollo del modelo con una metodología participativa.

5.- Roles del Equipo Técnico Coordinador entre la Fundación Tierra Nueva y la Cooperativa "Tarqui":

- 5.1. Definir roles y tareas específicas en cuanto al desarrollo, implementación, documentación y evaluación del programa.
- 5.2. Diseñar a través de una metodología participativa con la comunidad, los procedimientos y los instrumentos a utilizarse.
- 5.3. Gestionar nuevos recursos económicos ante otros niveles institucionales y organismos asesores, tanto nacionales como extranjeros.

6.- Roles de las familias beneficiarias:

- 6.1. Buscar, seleccionar y utilizar los servicios de cuidado y atención.
- 6.2. Participar permanentemente a través del conocimiento y cumplimiento de deberes y derechos
- 6.3. En la detección y solución de problemas, para el mejor funcionamiento del Programa.
- 6.4. Mantener el compromiso económico que tienen los padres en el cuidado de sus hijos.
- 6.5. Asegurar la continuidad de los diferentes aspectos del programa entre el Hogar de cuidado diario y el hogar.

7.- Roles de

- 7.1. Constituirse en una microempresa
- 7.2. Disponer de una vivienda con espacio físico adecuado
- 7.3. Hogares ubicados en la comunidad.
- 7.4. Dirigir su propio servicio de atención y cuidado al

niño y a las familias de la comunidad

- 7.5. Velar por el cumplimiento de las condiciones básicas para afiliarse a esta red de servicios.
- 7.6. Dar atención integral al niño y a su familia
- 7.7. Colaborar en la organización comunitaria, tanto en la promoción y coordinación de acciones encaminadas hacia el bienestar del niño y su familia.

8.- Roles de la Coordinadora del Proyecto "Niño y Familia"

- 8.1. Implementar una red de hogares de cuidado diario, que funcione en coordinación con el Centro de Desarrollo del niño.
- 8.2. Proveer y administrar los servicios de apoyo a los hogares de cuidado diario:
 - Reclutamiento de madres
 - Administración de fondos
 - Capacitación a Madres cuidadoras y madres trabajadoras
 - Remisión de los niños
 - Control de calidad
 - Elaboración y entrega de informes.
- 8.3. Colaborar con la documentación, evaluación y diseminación de un modelo de atención y cuidado al niño preescolar.
- 8.4. Adquirir, almacenar y distribuir los enseres, materiales y alimentos necesarios para los hogares de cuidado diario.
- 8.5. Promover la organización de una comisión para que se integre al Comité de Padres de Familia de la comunidad.

9.- Funciones del Comité de Padres de Familia:

- 9.1. Apoyar, promover y divulgar el programa a nivel comunitario.
- 9.2. Plantear, canalizar problemas y dar posibles soluciones.
- 9.3. Asumir decisiones de cancelación de servicio con madres trabajadoras y con madres cuidadoras.

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10.- Funciones de la Coordinadora del Proyecto:

- 10.1. Dirigir y coordinar la ejecución del Programa a nivel comunitario; promoción, reclutamiento, selección, administración.
- 10.2. Servir como canal de comunicación entre la comunidad, la cooperativa, el comité de padres de familia y la Fundación Tierra Nueva.
- 10.3. Realizar el control de calidad, facilitar la resolución de problemas operacionales.
- 10.4. Supervisar el manejo de los registros de información y de los archivos.
- 10.5. Supervisar la recepción y distribución de los fondos que proveen: la Fundación Tierra Nueva (INNFA), los padres de familia y High/Scope.
- 10.6. Preparar y emitir informes periódicos a los organismos pertinentes.
- 10.7. Formar parte del equipo de desarrollo técnico del programa.
- 10.8. Coordinar y apoyar el trabajo de la comisión de padres y participar en las reuniones.
- 10.9. Responsabilizarse de la ejecución de los programas de capacitación para las madres cuidadoras y trabajadoras.
- 10.10 Coordinar las actividades de implementación del Programa con el Centro
- 10.11 Apoyar el proceso de documentación del programa.
- 10.12 Supervisar la adquisición, almacenamiento y distribución de los enseres.

11.- Funciones de la Secretaria del Proyecto:

- 11.1. Mantener al día los archivos del Proyecto
- 11.2. Típear todos los informes programáticos, técnicos y evaluativos, emitidos dentro del Proyecto.
- 11.3. Cumplir con las funciones de recepción e información relacionadas con las oficinas del Proyecto.
- 11.4. Llevar caja chica y apoyar a la coordinadora en las otras tareas de registro financiero.
- 11.5. Colaborar con la coordinadora en las otras actividades de desarrollo del Programa.

12.- Funciones del Representante Técnico de la Fundación
Tierra Nueva:

- 12.1. Documentar el proceso de implementación y desarrollo del Programa.
- 12.2. Documentar sistemáticamente los cambios que ocurren a nivel de participantes, procesos y ambientes, durante el desarrollo del Programa.
- 12.3. Formar parte del equipo técnico del Programa, en el análisis de documentos y en la formulación de recomendaciones.
- 12.4. Participar con el resto del equipo técnico en el diseño del proyecto, incluyendo los instrumentos y procesos de capacitación, control de calidad y supervisión.
- 12.5. Responsable principal del diseño de la instrumentación y procesos de evaluación.
- 12.6. Preparar y presentar los informes acordados al equipo técnico de Tierra Nueva.

13.- Funciones del Director del Centro de Desarrollo del Niño:

- 13.1. Coordinar las actividades del Centro, relacionadas con el programa de cuidado diario, para su mejor desarrollo.
- 13.2. Formar parte del equipo técnico coordinador.
- 13.3. Remitir las personas que puedan ser vinculadas con el Programa.
- 13.4. Apoyar el desarrollo del programa en todas sus etapas.

• En este mismo Taller de Planificación se definen costos y financiamiento del Programa, partiendo de consideraciones generales como:

- a) Las familias no están en condiciones económicas de solventar los gastos del proyecto; por tanto, no hay flexibilidad.
- b) Al crearse una relación laboral entre las familias y el Proyecto, tampoco hay flexibilidad porque se crea una relación contractual.
- c) Es básico que exista flexibilidad en el financiamiento y

administración del proyecto, por las siguientes razones:

- Las familias del Proyecto tienen poder de decisión
- Las familias conocen el valor que tiene el Proyecto
- El proyecto es innovador, razón por la que puede ser reconocido por otros sistemas financieros
- A nivel de Proyecto existe un 100% de control del dinero.
- El beneficio social que recibirán los niños a ser cuidados y atendidos; las madres trabajadoras obtendrían tranquilidad y facilidades para desenvolverse mejor en sus trabajos; la madre cuidadora mejoraría el nivel de sus ingresos.

Mecanismos de pago a la Madre Cuidadora:

Se analizan tres modalidades:

- a) Que la familia pague directamente a la madre cuidadora, la cantidad que se establezca; en tanto que el Proyecto tiene relación de control y de capacitación.
- b) Que las familias paguen directamente al Proyecto y éste a su vez pagaría a las Madres cuidadoras.
- c) Las familias beneficiarias pagan al Proyecto y éste a su vez entrega unos bonos a las madres cuidadoras, la misma que mensualmente los canjeará por el valor de su trabajo realizado. En consecuencia la madre cuidadora recibe bonos y dinero, que a la vez sería sistema de control.

Posteriormente, High/Scope presenta una cuarta modalidad que es la vigente en el Programa:

- d) El uso del bono dará flexibilidad y conformidad necesarias para que tenga éxito el sistema. El bono a utilizarse sencillamente es un certificado con poder de compra. El uso de este sistema es una alternativa, por un lado para la provisión directa de los servicios de cuidado; y, por otro, un subsidio efectivo sin restricción de su uso. Este sistema fue graficado a través de nueve pasos que inicia con la introducción al Programa de la Madre Trabajadora y culmina con el dinero que recibe a cambio de los bonos la ma-

dre cuidadora por su trabajo.

- Costos del Programa:

Para llegar a la definición de los costos del Programa se analizan experiencias similares tanto del país como de la existente en Caracas y se consideran los siguientes rubros:

- Nutrición
- Bonificación a madre cuidadora
- Materiales de estimulación
- Adecuación de vivienda
- Dotación de muebles y enseres
- Material de higiene
- Rubros de capacitación, administración y evaluación.

Con este análisis previo y con el presupuesto real con que cuenta el Proyecto, se procede posteriormente a realizar un cuadro distributivo del presupuesto de los Hogares de Cuidado Diario; señalándose a la vez responsabilidades de instituciones y beneficiarios:

| Institución o persona | Responsable de: |
|----------------------------|-----------------------------|
| INNFA - Fundación T. Nueva | a) Bonificación a MC |
| | b) Alimentación niños |
| | Valores: |
| | a) s/ 3.500,00 c/u |
| | 3.500,00 c/h |
| Cooperativa "Tarquí" | |
| Oficina del Proyecto | |
| High/Scope | a) Implementación de |
| | c/Hogar, por una sola vez: |
| | s/ 20.000,00 |
| Aporte de Padres de Flia. | a) Implementos de aseo |
| | y fungibles, por cada hogar |
| | s/ 400,00 |

- Se establece además el modelo de desarrollo de la capacitación, cuyo objetivo fue: "Capacitar a los integrantes del equipo técnico, para que éstos a su vez lo hagan con las madres cuidadoras, es decir se convertirán en multiplicadores de capacitación.

Las metas de la capacitación constituyen:

- a) Que la madre cuidadora llegue a constituirse en pequeña empresaria de su hogar.
- b) Impartir conocimientos básicos sobre el cuidado, atención y desarrollo del niño menor de 6 años.

Es decir, a través de la capacitación y de la metodología dinámica y participativa, se espera aprovechar al máximo los conocimientos que la madre cuidadora ya los tiene como madre biológica que fue de sus propios hijos; destacando contenidos que lleven a la madre cuidadora a dar la atención, cuidado, etc., que el niño preescolar necesita y que estén acordes con los patrones socio-culturales de la propia comunidad.

- Diseño metodológico de la evaluación y documentación del Programa Comunitario:

Se parte del principio de que si vamos a construir un modelo de atención y cuidado comunitario para niños menores de 6 años, que posteriormente deberá ser difundido y diseminado, es necesario documentarlo en todas y cada una de sus etapas o fases, así como permanentemente ir evaluándolo. Se plantea entonces los objetivos de la documentación y la evaluación y son:

- a) Documentar todos los procesos del programa, a fin de recoger información válida, para la consecución de un modelo de atención comunitaria al niño menor de 6 años, aplicable a otros contextos institucionales y comunitarios.
- b) Documentar todos los procesos que ocurren dentro del Programa a fin de corregir y reforzarlos, hacia la mejor consecución de los objetivos.
- c) Investigar y analizar las percepciones, conocimientos y comportamientos iniciales de todos los participantes del Programa y los cambios que ocurren den-

tro del desarrollo del mismo.

- d) Evaluar el impacto que el programa va produciendo sobre todos sus participantes, el hogar de cuidado diario, sobre la comunidad y sobre las instituciones patrocinadoras.

Se establecen así mismo los sistemas que se utilizarán para el proceso de evaluación :

- a) De contexto:

Se pretende conocer las características iniciales del ambiente y de los participantes del programa, con el propósito de detectar necesidades significativas y formular acciones orientadas a su satisfacción.

- b) De proceso:

Se realizará un estudio documental y evaluativo de todos los procesos llevados a cabo durante el diseño, implementación y desarrollo del programa. Los datos recogidos permitirán por una parte ir registrando las acciones y los procesos necesarios para la ejecución del programa; por otra parte, permitirán ir analizando la efectividad de los mismos, los cambios ocurridos, detectar los puntos críticos y plantear posibles alternativas de solución.

- c) De producto:

Se pretende conocer el impacto del Programa sobre los participantes, el alcance de los objetivos y los logros alcanzados al término del mismo.

Para la ejecución de la documentación y evaluación del Programa, fue necesario definir o delimitar aquellos aspectos que se deben enfocar, los mismos que se denominan Unidades de Análisis y son:

- a) Participantes:

Refiriéndose por una parte a aquellos que tienen roles definidos en el Programa : Madre trabajadora, madre cuidadora, niños y coordinadora del Proyecto; por otra parte, aquellos que como miembros de los

organismos patrocinadores y ejecutores, tienen un rol mas indirecto: INNFA, Fundación Tierra Nueva y Cooperativa de Desarrollo Comunal "Tarqui".

b) Ambiente:

Se refiere al entorno físico del niño en el Hogar de cuidado diario.

c) Procesos:

Son todas aquellas actividades, interacciones, reuniones, encuentros y tareas contempladas en el diseño del Programa y que ocurren fuera del Hogar de cuidado diario. Específicamente se refieren a procesos administrativos, de supervisión, de planificación, de capacitación y de coordinación.

d) Variables:

Definidas para cada unidad de análisis y constituyen aquellos aspectos que se pretende documentar y específicamente evaluar los cambios que sufren durante el Programa.

• Metodología de la Documentación y Evaluación:

La documentación de los procesos se realizó a través de la modalidad participativa. Se pretende desarrollar una metodología que en forma práctica y dinámica logre recabar información significativa para la documentación del Programa, pero sin necesidad de registrar exhaustivamente al detalle todas las acciones y sucesos.

La documentación tuvo siempre una persona responsable que tenía definidas sus responsabilidades y funciones.

La evaluación de participantes y ambientes contará con variables específicas, así:

Participantes: conducta, conocimientos y percepción.

Ambiente: Estructura, dotación, condiciones sanitarias y de seguridad.

Cada una de estas variables tiene sus propias técnicas de evaluación y los enfoques definidos.

La elaboración y pilotaje de los instrumentos a utilizarse para la evaluación, y manteniendo el diseño metodológico de participación, contó con la participación

conjunta de los miembros del Equipo Técnico y de la Comunidad, para lo cual se contempló el diseño de un anteproyecto o esquema a partir del cual y en el ámbito de un trabajo en equipo se precisaron y perfilaron todos los instrumentos utilizados.

2.3.- Definición, elaboración y suscripción de Convenios:

El compromiso verbal de participación, manifestado por las instituciones durante el Taller de Planificación, se concretó a través de la definición conceptual del Programa, lo que llevó a la elaboración y suscripción de convenios, que en definitiva coordinan y permiten la adecuada utilización de recursos y ponen en vigencia el principio de subsidiaridad, éstos son:

- Convenio tripartito entre el Instituto Nacional del Niño y la Familia (INNFA - Fundación Tierra Nueva y Fundación High/Scope.
- Convenio entre la Fundación Tierra Nueva y la Cooperativa de desarrollo Comunal "Tarquí"
- Convenio entre la Cooperativa "Tarquí" y la Fundación High/ Scope.
- Convenio entre la Fundación Tierra Nueva y la Fundación Mariana de Jesús.

2.4.- Se procedió a la integración del Equipo Técnico, con representación de los organismos participantes, y cuyos roles fueron previamente definidos y basados en el principio de subsidiaridad, así como el de flexibilidad, por lo que el Programa requirió de la ayuda técnica y profesional para hacer frente a los ajustes y cambios que requirió durante sus etapas.

Las funciones del Equipo fueron definidas así:

- a) Definir roles y tareas específicas en cuanto al desarrollo y evaluación del Proyecto.
- b) Diseñar instrumentos y procedimientos programáticos.

- c) Tomar decisiones técnicas y administrativas del Proyecto
- d) Evaluar el funcionamiento del Equipo Técnico, respecto al modelo de hogares de cuidado diario.
- e) Evaluar el desenvolvimiento de la madre cuidadora al final de cada mes.

La metodología de trabajo que siguió el Equipo Técnico se resume en los siguientes aspectos fundamentales:

- a) Reuniones semanales
- b) Presentación de informes de tareas ejecutadas por los diferentes miembros y discusión en grupo.
- c) Planificación y desarrollo de actividades
- d) Distribución de tareas
- e) Documentación de procesos
- f) Reuniones específicas de documentación.
- g) Presentación de informes a organismos participantes y patrocinadores.

2.5.- Elaboración de instrumentos para sistemas de control:

Tuvo como objetivo: " Definir el tipo de instrumentos necesarios para establecer un adecuado y eficaz sistema de control, para organizar y sistematizar las acciones del Programa".

A través del sistema establecido se alcanzó racionalizar recursos y dar responsabilidades a los participantes en el Programa; entre los principales instrumentos utilizados están:

- a) Para la Madre Cuidadora y los Hogares de Cuidado diario:

La madre cuidadora debió tener un registro de sus actividades, para lo que necesitó de ciertos instrumentos como:

- Fichas de adquisición de alimentos, donde registra los víveres adquiridos y a través de ésta se establece un control económico y

de tipo nutricional.

- Ficha de seguimiento del menú diario: tiene estrecha relación con la adquisición y completa la visión en cuanto a valor nutricional de la dieta diaria de los niños beneficiarios del servicio
- Fichas de observación y asistencia de los niños: Contiene datos básicos en cuanto a avances del niño en su estadía en el hogar de cuidado diario, a la vez que controla la asistencia de los niños al hogar.
- Fichas de actividades diarias desarrolladas con los niños: da una clara visión sobre organización de las rutinas y cumplimiento de las mismas, que deben estar de acuerdo con la edad de los niños en cada hogar de cuidado.
- Ficha de administración de caja chica: es de control financiero del día o que recibe la madre cuidadora por este concepto.

b) Sistemas de control para los niños:

- Ficha médica de control del niño: es una ficha de tipo médico de tipo preventivo y registra los datos mas importantes sobre el desarrollo del niño en este aspecto.
- Ficha psico - social: En ésta consta la historia y desarrollo bio-psico-social del niño.

c) Sistemas de control en la Oficina Coordinadora:

Se estableció en la oficina coordinadora un sistema de archivo general de todos los procesos:

- Archivo de recepción, se contempla lo siguiente:
 - Solicitudes de trabajo de madres cuidadoras
 - Solicitudes de servicio de madres trabajadoras.
 - Certificados médicos de madres cuidadoras
 - Encuesta inicial a madres cuidadoras y trabajadoras
 - Inscripción de los niños para el servicio

- Archivo de Control: Consta de :
 - Registro de asistencia de los niños al Hogar de Cuidado Diario y al Centro de Desarrollo.
 - Registro de bonos
 - Registros de adquisición y entrega de materiales para los Hogares.
- Archivo de historia de los Hogares de Cuidado Diario:
 - Instrumentos de observación para evaluación y control de calidad
 - Registro de las jornadas de capacitación
 - Cartas compromiso de las madres cuidadoras
 - Registro de control de calidad de los hogares.

2.6.- Determinación de criterios de selección de Hogares, Madres cuidadoras, Madres Trabajadoras y Niños:

Se determinan a partir de la consideración y análisis de los siguientes aspectos:

- a) Principios que fundamentan las acciones del Programa
- b) Objetivos y metas del Programa
- c) Resultados de la Investigación preliminar
- d) Experiencias de programas similares.

Como producto final se obtienen criterios de selección acordes con un programa de amplia cobertura y alta calidad, con la característica de flexibilidad que permitió irlos reajustando en la ejecución y el de subsidiaridad que dió responsabilidades en la acción en los niveles precisos.

2.6.1.- Para los hogares de cuidado diario:

- La vivienda debe ser propia, funcional, segura y aseada
- La familia debe residir en la ciudadela por mas de 3 años
- Debe ser una familia nuclear, conformada por cinco

- Que habite una familia por casa
- Que el espacio destinado a los niños no sea ocupado por otras personas
- Que exista aceptación por parte de los miembros de la familia
- El ingreso familiar no debe ser menor al del salario mínimo vital establecido
- Los hogares de cuidado diario deben estar situados en los sectores establecidos por el Programa, con el fin de dar facilidades en el traslado de los niños, cobertura y atención a las necesidades reales.
- Estudio socio-económico del hogar preseleccionado.

2.6.2. Criterio de selección de las Madres Cuidadoras:

- Haber manifestado en el primer estudio, su deseo de cuidar niños
- Tener predisposición para trabajar con niños
- Estar comprendida entre los 25 y 40 años
- Saber leer y escribir
- Tener un hijo menor de 6 años
- Disponer de un ingreso familiar no menor al salario mínimo vital establecido
- Firmar la carta compromiso entre madre cuidadora y comunidad
- Participar en las jornadas de capacitación

2.6.3. Criterios de selección para los niños:

- Estar comprendido entre los 6 meses y 6 años de edad
- Que su madre se encuentre trabajando
- Que requiera del servicio de atención y cuidado.

ca una encuesta socio- económica que compelta la visión general del grupo, así como de las condiciones físicas de la vivienda, en cuanto a funcionalidad, seguridad y aseo.

Igualmente, con las madres trabajadoras que solicitaron el servicio se procedió a ampliarles la información sobre el Programa y a través de la entrevista y presentación de documentos se comprobó que reúnan los siguientes requisitos:

- Que el niño para quien se solicita el servicio esté comprendido entre los 6 meses y 6 años de edad, aparte de que exista la necesidad de cuidado y atención.
- Que la madre se encuentre trabajando
- Que el grupo familiar solicitante resida en la ciudadela y esté próximo a uno de los Hogares de Cuidado Diario.

Cabe mencionar que se realizaron dos etapas de selección tanto de madres cuidadoras, como de madres trabajadoras.

En conclusión podemos afirmar que:

- a) El estudio preliminar de necesidades fue el punto de partida, de apoyo y comprobación, para la selección de madres cuidadoras y trabajadoras.
- b) La comunidad beneficiaria es exclusivamente de la ciudadela
- c) Son familias y niños que realmente necesitan del servicio
- d) Los criterios de selección establecidos fueron aplicables
- e) Las madres cuidadoras son residentes en la comunidad, que cumplieron con los requisitos exigidos por el Programa.

4.4.- Capacitación en pre-servicio de madres cuidadoras: Para las jornadas de capacitación en pre-servicio, se aprovechó la infraestructura física de la Cooperativa y del Centro de Desarrollo del Niño, donde inclusive fueron utilizados recursos materiales y

de personal, con ^oquienes las madres cuidadoras seleccionadas compartieron aspectos de interés común.

Utilizándose una metodología dinámica y participativa con las madres cuidadoras de la propia comunidad, se logró que a partir de sus propias experiencias como madres y de sus propias concepciones, fueran adentrándose en el Programa, en su organización, metas y objetivos y específicamente en su rol específico de madres cuidadoras.

4.5.- Ubicación de los niños en los Hogares de Cuidado diario:

Para la localización geográfica de los hogares de cuidado diario, en el área de influencia del Programa, se utilizó la sectorización hecha en el Estudio preliminar, procurando que hubiese un Hogar de Cuidado Diario en cada sector, primando el criterio de servicio y cobertura, a pesar del número limitado de los mismos.

La ubicación de los niños, estuvo regida por dos criterios fundamentales:

- a) Preferencia de la madre trabajadora por determinado hogar de cuidado diario
- b) Facilidad de movilización y desplazamiento de la madre trabajadora con su (s) niño (s).

4.6.- Dotación de los Hogares de Cuidado Diario:

Para la dotación de los hogares de cuidado diario, los enseres y materia prima en su totalidad fueron ecuatorianos. Cierta tipo de muebles y enseres que debían ser confeccionados, fueron hechos por artesanos de la misma comunidad.

El listado final de estos materiales fue conocido previamente por el grupo de madres cuidadoras seleccionadas, quienes tuvieron la oportunidad de participar y sugerir en base a sus conocimientos y experiencias de madres de familia.

4.7.- Definición de rutina diaria:

Para la definición de rutina diaria inicialmente no se contó con la participación de las futuras madres cuidadoras, lo que dió como resultado el establecimiento de una rutina común para todos los hogares y fue:

- De 07h00 a 08h00 entrada de los niños
Actividades de ambientación en la casa y con los objetos y materiales.
- de 08h20 a 09h00
actividades recreativas dirigidas
- De 09h00 a 09h15:
Aseo de los niños y colación
- De 09h15 a 10h00
Actividades recreativas libres de los niños
- De 10h00 a 12h00
Preparación del almuerzo, pudiendo la madre cuidadora hacer participar a los niños en esta actividad, siempre que los niños tengan curiosidad y deseos de hacerlo
- 12h30 a 14h00
Almuerzo: aseo previo de los niños, se recomienda a la madre cuidadora comparta este momento con los niños, que sea una actividad amena y alegre.
- de 14h00 a 14h30
Aseo y si^{ca} de los niños, sin exigir al que no desea hacerlo. La madre cuidadora puede aprovechar este momento para planificar actividades posteriores.
- de 14h30 a 15h30
Actividades de integración grupal: se trata de lograr una activa participación de todos los niños a través de juegos, pasatiempos, canciones, etc.
- De 15h30 a 15h45:
Colación, apropiada a la edad de los niños
- de 16h00 a 16h30
Aseo y preparación para regreso de los niños a su hogar
- De 16h30 a 17h00
Entrega de los niños.

En definitiva, podemos aseverar, que el Programa en su fase de implementación aprovechó los recursos físicos, materiales, económicos y humanos, tanto a nivel de la comunidad, como de las instituciones participantes.

5.- COMO HA FUNCIONADO EL PROGRAMA COMUNITARIO DE HOGARES DE CUIDADO DIARIO EN LA CIUDADELA "TA QUI" ?

5.1 Siendo un Programa Comunitario integrado Hogares de Cuidado Diario - Centro de Desarrollo, tuvo la siguiente modalidad de atención y servicios:

Los Hogares de Cuidado Diario reciben niños de 6 meses a 6 años (5 niños en cada hogar); la jornada completa estimada entre 8 y 9 horas diarias, atiende a los niños de 0 a 3 años. Los niños mayores de 3 años, asisten durante la mañana al Centro de Desarrollo y se integran al hogar de cuidado diario a partir de medio día, al almuerzo.

Los servicios que da el programa a través de esta modalidad son:

- Cuidado
- Alimentación
- Estimulación
- Educación preescolar
- Atención médica.

Todos los servicios a excepción de la atención médica en los hogares de cuidado diario, han sido ofrecidos en forma permanente.

5.2 Los recursos con que cuenta el Programa para cumplir sus objetivos y alcanzar sus metas son:

- a) Humanos, constituidos por:
- Coordinadora del Programa
 - Equipo Técnico
 - Comité de Padres de Familia
 - Madres Cuidadoras
 - Madres Trabajadoras
 - Niños.

- Coordinadora del Proyecto:

Es Licenciada en Trabajo Social, residente en la ciudadela "Tarqui", recibió capacitación específica especialmente a través de la participación en todas y cada una de las etapas. Sus funciones y responsabilidades podemos sintetizarlas diciendo que es la responsable de la ejecución, control de calidad y ampliación de la red de hogares.

- Equipo Técnico:

Conformado por profesionales que representan a los organismos patrocinadores y participantes del Programa y cuyas funciones ya fueron anotadas.

- Madres Cuidadoras:

Es un grupo de madres de la propia comunidad, residentes en ella al momento de ser seleccionadas desde hace 5 y 6 años.

La instrucción de las madres cuidadoras va del ciclo básico (3er. curso de educación media) hasta primer grado de escuela. Las madres cuidadoras a excepción de una, fueron madres la experiencia natural en cuidar niños.

Ellas decidieron ser madres cuidadoras especialmente por: "cambiar de actividad", "mejorar los ingresos familiares", "porque les gusta los niños".

Conocieron del Programa a través de diversos medios: el Centro de Desarrollo, por las vecinas y por los folletos de la campaña de difusión y promoción que inicialmente ejecutó el Programa.

Este conocimiento fue ampliándose a través de la visita domiciliaria que recibieron para ser seleccionadas y sobre todo en la capacitación en pre-servicio.

El conocimiento de las madres cuidadoras sobre lo que es el Programa, su funcionamiento y sobre el rol y funciones de los organismos y personas participantes va incrementando y así lo demostró las entrevistas a ellas realizadas.

El criterio de las madres cuidadoras en cuanto al servicio que brindan a los niños se manifiesta, cuando al ser entrevistadas dicen: cuidado, alimentación, estimulación, seguridad y cariño.

Todas las madres manifiestan en relación a su nuevo rol sentirse "felices y contentas les gusta el trabajo".

- Madres Trabajadoras:

Son residentes en la comunidad al momento de ser seleccionadas como beneficiarias del Programa entre 2 y 6 años.

El nivel de instrucción de las madres trabajadoras va desde con primaria concluida hasta nivel superior y su ocupación está directamente relacionada con el grado de instrucción.

Estas madres antes de ser usuarias de este servicio, dejaban a sus niños solos, los llevaban consigo al lugar de trabajo o eran cuidados por algún familiar, generalmente los hermanitos mayores.

Su conocimiento del Programa fue a través de los diferentes medios y canales utilizados en la campaña de promoción y difusión.

Conocen cómo funciona el Programa y cómo son atendidos sus hijos, cuando al ser entrevistadas manifestaron que en el Hogar de Cuidado Diario los niños son cuidados, atendidos, alimentados y estimulados a más de "la gran ayuda que dan a los padres que trabajan".

- Niños:

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what?

b) Financieros::

Obtenidos a través de la firma de Convenios interinstitucionales y son:

- Instituto Nacional del Niño y la Familia (INNFA)
- Fundación Tierra Nueva
- Fundación High/Scope

Debe mencionarse que el Equipo Técnico buscó y canalizó otro tipo de recursos económicos, provenientes de la donación de alimentos de Cáritas y el Centro Agrícola del Cantón Quito.

c) Materiales o físicos:

- Oficina del Proyecto "Niño y Familia", localizada en la planta física de la Cooperativa, constituye el centro generador de las acciones.

- Centro de Desarrollo:

A la vez que es la base física del programa integrado, constituye el centro de reunión y capacitación de los usuarios del servicio, de las madres cuidadoras y de la comunidad en general.

- Hogares de Cuidado Diario:

Que constituye también vivienda de la madre cuidadora y su familia y el centro de ejecución del Programa.

Las viviendas por ser una ciudadela construida por el Banco Ecuatoriano de la Vivienda, tienen características físicas similares, con alguna variación por ampliaciones realizadas posteriormente por sus propietarios.

El número promedio de cuartos de cada vivienda es de 4.33, a mas de los servicios esenciales.

Su iluminación y ventilación son buenas, así lo demuestran el número promedio de ventanas en la casa que es de 5.33.

Uno de los cuartos de habitación fueron adaptados en todos los hogares para destinarlo a uso exclusivo de los niños, donde se adecuó especialmente

dos tipos de área: de juego o recreación de los niños y de descanso.

Exteriormente todas los Hogares de Cuidado Diario, tienen un patio que es utilizado como área de recreación al aire libre, la extensión de éstos va desde los 9m^2 hasta los 81m^2 .

La disposición interna del mobiliario se ha establecido de tal manera que no constituya riesgo o peligro para los niños.

En sus áreas específicas, como la de juegos, hay juguetes y materiales adecuados para la edad; en la de descanso el ambiente es tranquilo, la iluminación adecuada y está dotada de colchonetas.

Los procesos de mas trascendencia del Programa y que se refieren a actividades, interacciones, reuniones, tareas, etc., contemplados en la etapa de ejecución fueron:

a) Capacitación a dos niveles:

- Al Equipo Técnico:

Sin embargo que el Programa no revió eventos específicos de capacitación para el Equipo Técnico, la participación permanente de sus integrantes, en todas las etapas del Programa, constituyó capacitación en servicio, lo que no obsta para que se haya sentido la ausencia de este ingrediente básico, sobre todo si anotamos que el Equipo Técnico fue capacitador de los participantes.

- A las Madres Cuidadoras:

Los eventos realizados para las madres cuidadoras en servicio, respondieron a sus necesidades manifiestas, como consecuencia de su trabajo específico como cuidadoras y en relación directa a la atención y cuidado integral al niño preescolar.

En esta área de capacitación se llevaron a cabo talleres; cuya temática fundamental fue:

- Con la Comunidad beneficiaria:

b) Control de calidad:

Constituyó una actividad de evaluación permanente de los Hogares de Cuidado Diario y sus participantes, en este caso: Madre cuidadora, madre trabajadora y niños.

El objetivo del control de calidad es supervisar el desarrollo y cumplimiento de obligaciones encaminadas a brindar una correcta atención y cuidado a los menores de 6 años, beneficiarios del Programa; y, retroalimentar en base a lo observado, es decir, corregir y orientar oportunamente a la Madre Cuidadora en sus actividades y funciones, tomando como base lo analizado para la planificación de contenidos de capacitación.

Este proceso fue llevado a la realización por la Coordinadora del Programa y asistida en algunas oportunidades por los miembros del Equipo Técnico.

c) **Coordinación Interinstitucional:**

A partir de la etapa de planificación, así como en las subsiguientes, la coordinación inter-institucional se ha mantenido y fortificado, lo que se tradujo en la consecución de nuevos recursos para el Programa.

A nivel de instituciones participantes y cuyos representantes conforman el Equipo Técnico, ésta fue permanente.

d) **Procesos administrativos:**

Un Programa de la naturaleza que sea, necesita contar con cierto tipo de mecanismos administrativos que viabilicen las acciones y optimicen recursos; por lo mismo, el Programa "Niño y Familia" administrativamente se organizó a partir del nombramiento de Coordinadora, una profesional en Trabajo Social, miembro de la Cooperativa y residente en la comunidad, cuyas funciones, roles y responsabilidades estuvieron definidos a partir de la etapa de planificación.

Administrativamente cuenta con el apoyo secretarial, responsable del área específica y del mantenimiento al día de todos los archivos y cuentas básicas. La parte contable general está a cargo de la Cooperativa de Desarrollo Comunal "Tarquí".

Uno de los mecanismos administrativos que mereció un previo y detenido análisis, fue el referente al sistema de pago a las madres cuidadoras, por la naturaleza misma del programa y los principios que lo fundamentan. Adoptado el sistema de bonos, cuyo trámite es el siguiente:

La Madre Trabajadora acude a la Oficina del Proyecto, cancela el valor establecido y recibe un bono que consta de dos partes: una que debe retenerla y otra que entrega a la madre cuidadora; este paso se realiza durante los 10 primeros días de cada mes. Finalizado el mes, la madre cuidadora acude a la oficina y canjea el bono con el dinero de su banco

ficación mensual; a mas de constituir el mecanismo de pago a la madre cuidadora, es también un mecanismo de control del número de niños atendidos en el mes correspondiente.

Todo el bloque de instrumentos utilizados por la madre cuidadora en el hogar, pasan al archivo del Proyecto, donde son procesados y se extraen los datos de importancia tanto para control o supervisión como para evaluación de la marcha de los procesos respectivos.

6.- COMO SE APROVECHARON LOS DATOS DEL ESTUDIO EN LA EJECUCION DEL PROGRAMA ?

Los resultados de la investigación y estudio preliminares, realizado en la comunidad, marcaron la pauta en las etapas de planificación, implementación y ejecución del Programa. El conocimiento de los resultados por parte de la comunidad, fueron posteriormente elemento de apoyo, en cierto tipo de acciones concretas como:

- a) La comunidad en general, la Cooperativa y las Madres cuidadoras en servicio, en varias oportunidades se constituyeron en detectores de niños, que por circunstancias diversas se encontraban en situaciones de riesgo o abandono, comunicando a la Oficina del Programa para viabilizar u orientar a las soluciones pertinentes.
- b) El área de influencia del Programa, abarca un total de 960 viviendas, con una población aproximada de 5.000 habitantes de los cuales 1026 son niños menores de 6 años; lo que obligó a que los seis hogares en funcionamiento, estén localizados geográficamente de tal forma, que su atención irradie a las zonas de mayor concentración infantil dentro del barrio.
- c) Si bien el Equipo Técnico del Programa, determinó patrones y criterios de selección, tanto para la madre cuidadora como para la trabajadora que solicitaban trabajo y servicio, respectivamente, los datos pormenorizados del estudio permiten ubicar a todas y cada una de las familias de la comunidad; constituyendo así en fuente de comprobación y orienta -- ción, tanto para la selección de madres cuidadoras, como para la concesión del servicio a las madres trabajadoras.
- d) La riqueza de datos e información que arroja el estudio, en aspectos de relación directa con las nece

sidades de los niños menores de 6 años, con la atención y cuidado que reciben, así como de las limitaciones y aspiraciones de las madres cuidadoras, sirvieron para:

- El enfoque general de la campaña de promoción y difusión del Programa en la Comunidad;
- Elaboración de materiales de apoyo reales y de impacto, tanto para la campaña anterior, como para posteriores de mantenimiento.
- Elaboración de materiales y contenidos de capacitación para las madres cuidadoras
- Orientación a padres de familia en general y a los miembros del comité de padres de familia en particular.
- Motivación al apoyo y participación de los Directivos de la Cooperativa.

e) La diseminación de los resultados de los principales hallazgos, han servido para que la madre trabajadora vea en los hogares de cuidado diario, la alternativa de solución al problema de atención y cuidado de sus hijos menores de 6 años, por un lado. Por otro, para que la madre cuidadora visualice y haga conciencia de la importancia de su rol, ante la familia beneficiaria y la comunidad en general.

7.- HUBO ACEPTACION DE LOS HOGARES DE CUIDADO DIARIO POR PARTE DE LA COMUNIDAD ?

Existen indicadores cuantitativos y cualitativos, que están demostrando que este nuevo sistema de cuidado y atención, tienen aceptación por parte de la comunidad. Entre los de mayor relevancia tenemos:

- a) En los procesos de selección de madres cuidadoras, efectuados hasta la fecha, encontramos que:
- para la primera selección aplicaron la solicitud 36 madres de la comunidad
 - En la segunda selección se contó con 20 aspirantes

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Si consideramos que se encuentran funcionando 6 hogares de cuidado diario, el Programa tiene en lista de espera a 50 madres que aspiran a cuidar niños, por lo mismo existe demanda de trabajo y da la posibilidad al Programa de realizar en el futuro una selección entre las mejores aspirantes.

b) Solicitudes de servicio:

Aproximadamente en 10 meses de ejecución del Programa, la Oficina Coordinadora ha receptado 71 solicitudes de servicio de madres trabajadoras, que representan un total de 102 niños que requieren de cupo.

c) Criterios de madres cuidadoras en servicio:

Al ser preguntadas las madres cuidadoras, por qué decidieron ser tales, contestan:

- Por tener en qué trabajar y mejorar los ingresos
- Por cambiar de actividad
- Porque así logra un mejor desarrollo de sus propios hijos.

Y cómo se sienten frente a este nuevo rol ?

- Felices
- Contentas
- Les gusta su trabajo
- Aprendieron a organizarse con su tiempo

d) Criterios de las madres trabajadoras beneficiarias:

- Califican al servicio de "muy bueno" y "exelente"
- Los cambios que han notado en sus hijos a partir de su ingreso a los hogares de cuidado diario son:
 - Han aprendido a caminar, hablar, comunicarse, jugar, pintar y recortar
 - Están mejor cuidados y alimentados
 - Su estado de salud es bueno, ha crecido
 - Han aprendido a comer solos
 - Son muy aseados
 - "se han vuelto mas tranquilos"

Los cambios que se han dado a partir del ingreso del niño, en el hogar de las madres trabajadoras son:

- Hay felicidad y tranquilidad en el hogar
 - Han mejorado las relaciones familiares, especialmente con la suegra
 - Los hermanos mayores del niño tienen tiempo para estudiar.
- e) En la evaluación se aplicaron instrumentos que permiten determinar la actitud de los familiares de la madre cuidadora, frente a su nuevo rol, se encuentra que constituyen elementos de apoyo en su trabajo, - hay identificación positiva con los niños y en general con el trabajo de la madre cuidadora y madre del hogar.
- f) La conformación del Comité de Padres de Familia y su acción a la fecha orientada casi exclusivamente a la atención de los requerimientos económicos de la madre cuidadora.
- g) El conocimiento de los padres de familia beneficiarios del Programa, de la función de la madre cuidadora y su actitud tan respetuosa frente a ella, manifiesta a través del cumplimiento de horarios; hablan por sí solos de una valoración ascendente del servicio y de quién lo presta directamente.
- h) El organismo comunitario ha participado en las primeras etapas y respaldado las acciones y procesos de la etapa de ejecución.

8.- PUDO LA COOPERATIVA DE DESARROLLO COMUNAL "TARQUI" DESARROLLAR UN PROGRAMA DE CUIDADO DIARIO, RESPONDIENDO A LOS REQUERIMIENTOS TÉCNICO - ADMINISTRATIVOS DE LOS ORGANISMOS PATROCINADORES ?

Como se anotó, la Cooperativa de Desarrollo Comunal Tarqui, constituyó el organismo comunitario contraparte de las instituciones nacionales y extranjeras, que confluieron con sus diversos tipos de aportes en las diferen-

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tes fases del Programa Comunitario integrado, de atención al niño preescolar.

Como organismo jurídicamente organizado, la Cooperativa cuenta con su Estatuto y Reglamento Interno, que es tán normando y viabilizando las acciones, en cumplimien to de sus objetivos generales y específicos. Al consti tuirse en la institución representante de la comunidad, ampliando su campo de acción en beneficio de la pobla ción preescolar en particular, y de las familias de la comunidad en general; la cooperativa estaba incursio - nando en un campo nuevo, como innovador es el Programa en sí. Esta circunstancia exigió una actitud de apertu ra por parte de la Cooperativa y especialme nte de sus directivos, y se dió y lo prueban los convenios exis tentes, así como los requerimientos de los organismos patrocinadores y el cumplimiento de éstos; traducidos por los representantes institucionales en sus respues tas al ser entrevistados:

Señalan como características de un programa de aten - ción al niño preescolar, con alto nivel de calidad , los siguientes:

- Tener personal especializado a través de la capaci - tación para que atiendan a los niños
- Es necesario el componente de estimulación y ambien - te adecuado para la motricidad de los niños, comple - mentado por una buena nutrición, control de salud e inmunizaciones.
- Capacitación permanente al personal que atiende a los niños y a los padres de familia
- Un buen financiamiento
- Tener apoyo técnico de organismos especializados

Posteriormente, su criterio sobre el Programa desarro - llado en Tarquí, opinan:

- Es un programa excelente ya que hace partícipe a la comunidad; es un trabajo global y no parcial de aten - ción.
- Los Hogares de Cuidado Diario que funcionan en Tar - quí en forma integrada con la guardería, como cen - tro de capacitación de las madres cuidadoras y lu -

gar de reunión de los padres de familia, es el centro dinamizador de los hogares. Es beneficioso en dos sentidos: la guardería se abre a la comunidad con un cuidado de nuevo tipo y los hogares tienen un centro permanente de apoyo en el mismo barrio.

- Este programa es positivo en cuanto hay un encuentro mas personalizado, una relación mas directa.

Podríamos decir que el Organismo Comunitario:

- a) En las etapas de investigación, planificación e implementación, participó activamente.
- b) Desarrolló un adecuado control financiero, demostrado a través de elementos contables e informes periódicos emitidos a los organismos patrocinadores.
- c) Prestó su apoyo para que se impante y lleve a cabo un ágil control y procedimientos administrativos.
- d) Dió su apoyo personal en unos casos y moral en otros al Equipo Técnico, sin constituirse en obstáculo en ningún proceso o actividad.
- e) Estuvo al tanto de los avances y novedades del Programa, a través de los informes administrativos periódicos, que la Coordinadora presentó para conocimiento de la Directiva
- e) Los organismos e instituciones patrocinadoras y participantes tuvieron su representación a través de los integrantes del Equipo Técnico, y fueron estos profesionales, los que a través de todas y cada una de sus acciones, conjugaron los requerimientos técnico - administrativos e incluso políticas institucionales, siempre tendientes a alcanzar las metas del Programa; y en este aspecto la Cooperativa desarrolló y demostró una actitud respetuosa y receptiva.
- f) Los recursos humanos del Programa, tanto a nivel profesional y técnico, como de apoyo es calificado, con experiencia, conocimientos y capacidad, lo que se demuestra en la acción.
- g) Los servicios brindados a la población beneficiaria, son de calidad e integrales.

Los aspectos en los cuales el organismo comunitario li
mitó su acción o no cumplió son:

- a) La Cooperativa al ampliar su campo de acción, no pro
curó una divulgación de sus nuevas actividades hacia
la comunidad y se comprueba a través de las respues-
tas obtenidas de las madres cuidadoras y trabajado -
ras al ser entrevistadas, para quienes el rol de la
Cooperativa es confuso.
- b) En la etapa de ejecución, la Cooperativa limitó su
participación, conoció el desarrollo de ésta por in-
formes de la Coordinadora o por asistencia a reunio-
nes esporádicas.
- c) Constituyendo éste un proyecto piloto experimental,
la Cooperativa no estuvo por sí sola en la capacidad
de asumir el rol de responsable directo y ejecutor,
se hacía necesario un proceso de transferencia de co
nocimientos técnico - administrativos, logrado a tra
vés de la coordinación interinstitucional y de los
convenios, delegando para el efecto a la Coordinadora
del Programa.
- d) Dada la urgencia de tomar muchas decisiones, el E-
quipo Técnico asumió esta responsabilidad, y por -
tanto, la Cooperativa en estas ocasiones limitóse a
estar informada, pero no participando como hubiese
sido lo deseable.

9.- DIRIGIO LA MADRE CUIDADORA SU PROPIO HOGAR DE CUIDADO
DIARIO. QUE ELEMENTOS SE INCORPORAN AL PROGRAMA PARA
LOGRARLO ?

La madre cuidadora en Tarqui, dirigió su hogar de cui-
dado diario, en tanto y cuanto es la responsable direc-
ta de atender y cuidar a un grupo de niños; lo que sig-
nificó que debía asumir responsabilidades inherentes a
la función y debía ir dando solución a los problemas
que diariamente surgían.

Así lo prueban el cuadro de decisiones de la Madre Cui-
dadora, extractado de las entrevistas efectuadas:

- Adecuación de rincones
- Implementación y decoración de los rincones
- Llevar adelante el hogar y positivamente
- Cumplir y adecuar la rutina diaria, de acuerdo con la edad de los niños que atienden
- Implementación de cartelera con los datos sobresalientes de cada niño atendido
- Exhibición mural de actividades de pintura de los niños
- Llevar su propio cuaderno de control e historia del Hogar y de los niños.
- Buscar reemplazo ante la emergencia de ausentarse del hogar, por situaciones personales, especialmente de salud.
- Organizar el menú diario, de acuerdo a presupuesto y a alimentos conseguidos en el mercado.

En lo administrativo, los patrones estaban determinados por la Oficina Coordinadora, la madre cuidadora los asume y cumple

En lo económico, los rubros destinados a alimentación, servicios y caja chica, los recibe semanalmente y es la responsable de su adecuado manejo, ante la Oficina Coordinadora

Los aspectos anotados, están evidenciando que la madre cuidadora tiene capacidad para asumir responsabilidades y manejar su propio hogar de cuidado diario y si no las puso en juego definitivamente, se debe a los siguientes aspectos:

- a) El sistema utilizado para el pago de bonificación, si bien determina una relación directa con los padres de familia usuarios del servicio, el dinero finalmente lo reciben de manos de la Coordinadora del Programa, lo que creó en la madre cuidadora el sentido de relación de dependencia.
- b) La ejecución del control de calidad, por parte de la Coordinadora, reforzó en cierta forma este sentido de dependencia

c) El Programa capacitó en forma permanente a las madres cuidadoras en aspectos relacionados a esta función, sin incluir temas contables, administrativos y financieros, que les permita dirigir y manejar su hogar de cuidado diario.

En el caso de Tarqui, se mentalizó la idea de los Hogares de Cuidado Diario funcionando como micro - empresa, a niveles directivos del Programa, sin que se cristalicen acciones concretas para lograrlo.

Por eso, en las madres cuidadoras el concepto de micro-empresa es bastante vago, impreciso y sin proyecciones. Se han desarrollado mas bien actitudes de tipo obrero - patronal con el Programa, evidenciadas a través de sus requerimientos de tipo económico y de afiliación al régimen del Seguro Social.

Por otro lado, si bien las madres cuidadoras, están aportando con su vivienda y trabajo al Programa; estos aportes no han sido considerados en términos monetarios o de capitales aportados, que deben generar ingresos y al final del año de ejercicio económico: ganancias.

Los hogares de cuidado diario han venido funcionando a través de reglamentaciones y lineamientos fijados por el programa, en el orden de alcanzar las metas de cobertura y calidad, pero no se han tomado en cuenta aspectos de organización empresarial, que a la vez que den un servicio en las condiciones anotadas, vayan generando los ingresos que autofinancien al Programa, a través de la administración microempresarial, por parte de las madres cuidadoras.

Queremos concluir anotando, que para que la madre cuidadora sea la administradora de su propio hogar de cuidado diario, un Programa de esta naturaleza debe incorporar ciertos elementos que caracterizan a una micro - empresa.

10.- QUE RECOMENDACIONES SE PLANTEAN PARA QUE UN PROGRAMA COMUNITARIO EN COORDINACION CON UN CENTRO PREESCOLAR, RESPONDA CON EFECTIVIDAD A LAS NECESIDADES BASICAS DE LOS NIÑOS MENORES DE 6 AÑOS EN EL ECUADOR ?

La experiencia desarrollada en "Tarquí", de un Programa comunitario integrado: Hogar de Cuidado Diario - Centro de Desarrollo, por constituir un modelo innovador en la atención y cuidado del niño preescolar; tuvo un permanente proceso de documentación y evaluación, que por un lado permitió ir revisando, profundizando y reajustando el modelo en esta comunidad; y, por otro, - permite acotar un cuerpo de recomendaciones, tendientes a optimizar la acción de programas similares en el Ecuador.

Establecemos dos tipos de recomendaciones: las primeras hacen referencia al programa en general, y las siguientes a áreas o acciones específicas, que juzgamos de mayor trascendencia.

I.- GENERALES:

- a) Se deben establecer principios o lineamientos generales que fundamenten la acción, referidos a características y necesidades de la comunidad en general, y de la beneficiaria en particular.
- b) Conocimiento general de la comunidad y de las necesidades de los niños, a través de la investigación preliminar, que debe realizarse en la comunidad.
- c) Existencia de un organismo comunitario reconocido legalmente, que agrupe y represente a la comunidad, y que se interese por la situación del niño preescolar, y en las alternativas de solución para que reciba cuidado y atención integrales.
- d) Conocimiento de los recursos comunales y/o ins-

titucionales, que puedan confluír a financiar y ejecutar el programa.

- e) Estudio y alternativas de solución que respondan a las necesidades investigadas, que sean aceptadas por la comunidad y que tengan financiamiento.
- f) El programa deberá responder a fases definidas y cronometradas de: investigación, planificación, implementación y ejecución.
- g) Detección y canalización de recursos económicos y técnicos de otras instituciones, que a través de la firma de convenios, viabilicen las acciones.
- h) Existencia en la comunidad del Centro de Desarrollo Preescolar, comprometido a participar en el Programa, y dispuesto a aceptar cambios estructurales y administrativos.
- i) Implementación de un adecuado y eficaz sistema de control y de evaluación.

II.- ESPECIFICAS:

- 1.- Los datos del estudio preliminar deben constituir el eje central de todas las acciones. Es recomendable ir actualizándolo.
- 2.- Campañas de promoción y difusión:
 - a) Efectuarse con la mayor participación comunitaria posible, utilizando medios y formas de comunicación usuales y propios de la comunidad, cuyos contenidos respondan a las necesidades específicas investigadas.
 - b) Ejecutar campañas de mantenimiento periódicas, a través de las cuales la población continúa motivada.
- 3.- Madre cuidadora y hogar de cuidado diario:
 - a) Selección de madres cuidadoras y hogar de cuidado diario, evitando desfases en el tiempo, es decir, basadas en las fechas de aper

tura y como una respuesta real e inmediata a las necesidades investigadas.

- b) La información preliminar sobre el Programa y requerida por las aspirantes a madres cuidadoras, debe ser precisa, concreta y directa, evitando ambigüedades.
- c) Los criterios de selección deben ser objetivos y medibles, en relación directa con las características socio-culturales de la comunidad.
- d) Introducir y mantener un sistema de capacitación en servicio, cuya orientación y contenidos refuercen los conocimientos que las madres cuidadoras tienen, por su propia experiencia maternal, se logre el desarrollo máximo de sus potencialidades, como elemento positivo en el desarrollo integral de los niños que atiende.
- e) Si el programa mentaliza el funcionamiento de los hogares de cuidado diario, a través de la administración microempresarial, las madres cuidadoras seleccionadas, deben recibir capacitación e introducir ciertos elementos como:
 - Integración del grupo de madres cuidadoras, como microempresarias
 - Aporte de capitales iniciales por parte de las madres cuidadoras
 - Establecimiento del reglamento de funcionamiento de la microempresa de servicio de Hogares de Cuidado Diario
 - Capacitación en aspectos gerenciales, administrativos y contables
 - Nombramiento de gerente - administradora de la microempresa.

4.- Comunidad beneficiaria, niños y comité de padres de familia:

- a) En los criterios de selección a beneficiarios del servicio, a mas de las consideraciones que hacen relación con las necesidades de éste, podría ser beneficioso considerar escalas de ingresos familiares, que lleven a determinar la concesión del servicio, con diferentes costos para los beneficiarios.
- b) Introducir un sistema de orientación para la comunidad beneficiaria, en concordancia con la capacitación que se ejecuta para las madres - cuidadoras, manteniéndose así cierta uniformidad en las principales acciones de atención y cuidado que recibe el niño en el hogar de cuidado diario y en su hogar.
- c) El campo de acción del Comité de Padres de Familia, debe ser definido, su acción permanente y estar normado por un reglamento interno.

5.- Dotación y apertura de los Hogares de Cuidado Diario:

- a) En la determinación de materiales y equipos necesarios para el funcionamiento de los hogares de cuidado diario, deben participar las madres cuidadoras seleccionadas. La dotación final estará así mismo de acuerdo con las necesidades investigadas, antes que con conclusiones de tipo teórico.
- b) La apertura deberá constituir un acto solemne, con la presencia de los participantes, lo que motiva a la madre cuidadora a visualizar y a interiorizar objetivamente su rol y responsabilidad ante la comunidad.
- c) El arranque en la ejecución del Programa, constituye la apertura, por lo mismo, debe ser la respuesta inmediata a las acciones de preparación e implementación por un lado; y, por otro, el número de hogares que se abren, preferentemente responderá a la demanda efectiva de cupo.

- d) El cierre de un hogar de cuidado diario, deberá responder a las definiciones de un reglamento, el mismo que señalará causales cualitativas de interrelación y servicio a los niños, antes que circunstancias de tipo administrativo.

6.- Rutina diaria:

Deben ser definidas por las propias madres cuidadoras y orientadas por personal técnico especializado. Estar finalmente caracterizadas por su flexibilidad, ajustables a la realidad de cada uno de los hogares, especialmente a las edades de los niños atendidos.

7.- Sistemas de registro e información:

- a) Los instrumentos que se utilicen deberán responder a un objetivo específico, estar estructurados de tal forma que sean comprensibles y de fácil manejo, sin descuidar la esencia misma de la información requerida.
- b) El número de instrumentos a utilizarse, debe ser el preciso; que por una parte no limite o perjudique la riqueza de la información al ser reducido su número; y, por otra, que no reste subsidiaridad al programa, por su abundancia.
- c) Hay que evitar que la información acumulada a través de los registros, no constituya material inoperante de archivo; es menester analizar y procesar, para obtener conclusiones que sirvan de apoyo para corregir, cambiar, estimular o mantener acciones del programa.

8.- Control de Calidad:

- a) Deberá ser responsabilidad de la Coordinadora del programa, pero con apoyo y participación del organismo comunitario, previamente adiestrado.
- b) El método apropiado para esta actividad constituye la observación participante, guiada por un instrumento de observación sistemática, con

enfoques y lista de chequeo.

- c) La información obtenida, debe conducir a detectar áreas críticas en el funcionamiento del hogar y derivar las acciones correctivas, así como la determinación y atención de las necesidades de capacitación de las madres cuidadoras.
- d) La frecuencia con que debe hacerse el control de calidad, estará determinada por la eficiencia de funcionamiento de los hogares de cuidado diario.

9.- Coordinadora y Equipo Técnico:

- a) Permanencia y estabilidad de la Coordinadora e integrantes del Equipo Técnico en sus funciones.
- b) Reforzar la formación profesional básica, a través de una permanente capacitación en servicio, con dos enfoques fundamentales:
 - Técnico - administrativo, con contenidos de:
 - Administración de servicios de bienestar
 - Técnicas de supervisión
 - Manejo de instrumentos
 - Técnicas de capacitación a adultos
 - De servicio y apoyo:
 - Desarrollo evolutivo infantil
 - Estimulación
 - Salud y nutrición.

ATTACHMENT D

A Partnership for Children: CCF Final Report

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**CHILDREN IN DEVELOPMENT
A LATIN AMERICAN REGIONAL PROJECT
(AID Grant No. LAC-6015-A-00-1057-00)**

**A PARTNERSHIP FOR CHILDREN:
A COMMUNITY DEVELOPMENT APPROACH FOR CHILD SPONSORSHIP PROGRAMS
Sub-Project in collaboration with Christian Children's Fund**

FINAL REPORT

**Prepared for
Paul Maguire, Project Monitor
FVO Liason Officer
Agency for International Development**

**Prepared by
Jacqueline Kann, Project Manager
High/Scope Educational Research Foundation**

January, 1986

**A PARTNERSHIP FOR CHILDREN:
A COMMUNITY DEVELOPMENT APPROACH FOR CHILD SPONSORSHIP PROGRAMS**

The High/Scope Educational Research Foundation's Regional Project, "Children in Development" was divided into three Sub-Projects. "A Partnership for Children" was the name given to the Sub-Project which involved collaboration with Christian Children's Fund (CCF), the United States' largest child sponsorship organization.

The overall goal of the Regional Project was to "improve the ability of young children to make long term contributions to the economic and social development of the societies in which they live". In the CCF Sub-project, this goal was to be accomplished through the following four activities:*

1. Development of a quality child care program in the CCF-affiliated project community of "Los Andes" in Oruro, Bolivia.
2. Documentation of current CCF efforts in Early Childhood Development.
3. Strengthening of the Early Childhood Development strategy of CCF's Child and Family Services Unit at all levels of operations.
4. Evaluation of the process/impact of the project.

CCF agreed to collaborate with High/Scope during a meeting attended by various members of the U.S. Private Voluntary Organization community in September of 1979. This meeting was organized under a planning grant awarded to High/Scope by the Agency for International Development to launch the Children in Development Regional Project. The specifics of this project were, of course, unknown at this time, depending as they did on the specific interests of the groups opting to participate. Its overall goal, however, was clear. The initial meeting was convened to inform the PVO's of this general purpose and to give them an opportunity to express their interest in participating. CCF was one of the organizations which agreed to join forces in this, as yet open-ended, endeavor.

There followed a series of meetings between High/Scope and CCF during which the specifics of their collaboration were worked out. Eventually, the sub-project with its four specific activities was agreed upon.

This report begins by describing the relationship between CCF and High-Scope and the rationale behind their collaboration. It then briefly presents each of the four Sub-project activities and their respective outcomes. (It will be obvious that the activities are quite closely connected. For the sake of clarity, however, they will be discussed separately whenever possible.) It concludes with an evaluation of the overall endeavor.

* The sequence in which these activities are presented here is somewhat different from the one that appears in other project documents. This represents no change in the actual activities. It is only a "cosmetic" change designed to make the sequence of explanations that follows clearer.

Aspects of the Sub-project, in particular the activities related to the establishment of the child care program in Bolivia, have been carefully documented throughout the life of the project. The present report does not, therefore, present a chronology of such activities. Instead, it focusses on the issues related to the collaboration between High/Scope and OCF and the lessons learned from this particular endeavor.

Christian Children's Fund's System of Operations

In order to put later discussions into an organizational context, it is necessary to understand CCF's mode of operations. This can be done in only the most general of terms in this report but it is, nevertheless, important to do so.

CCF supports projects in many countries around the world through a system of child sponsorship. This is a system whereby individuals or organizations donate a fixed amount of money every month to help a particular child whose socio-economic situation is such as to merit this assistance. A personal relationship is established between the child and his or her sponsors which is maintained through the writing of letters, the sending of gifts etc. In some special cases, the child and sponsor actually meet.

In most cases, the money that is sent in support of a particular child does not go directly to that child. Instead, it is channelled into projects the child can participate in. These projects are on-going assistance efforts such as schools, nutrition programs or community skills training which are enhanced through the CCF funds. In most cases, the projects do not actually "belong" to CCF but are said to be "affiliated" with it.

The projects, by virtue of being affiliated with, rather than owned by CCF, have a complex relationship with that institution. They maintain substantial autonomy while still conforming to many guidelines established by CCF. Foremost among these guidelines are those insisting on parent participation at all levels of projects and those defining the sponsor-child relationship. CCF's flexibility is attested to by the wide variety of projects it is associated with as well as by its tolerance of local variations in their administration. One such variation is obvious in Bolivia, the country most closely involved in this Sub-project. There, because of tradition as well as need, only a part of the subsidies sent by the sponsors is used by the projects. The rest of it goes directly to the sponsored children.

The projects are directly accountable to CCF Field Offices in their countries. These, in turn, are responsible to CCF headquarters in Richmond, Virginia. All funds intended for the projects and the children pass from Richmond directly to the bank accounts of the projects without being handled by the Field Office.

CCF's Interest in Expanding Their Projects to Better Serve Preschool-Aged Children

CCF's interest in working in this project signalled a change from its practice of working more with school-aged children. Traditionally, CCF had not concentrated on younger children. There were a number of reasons for this.

First, very young children cannot write. Therefore it is difficult for them to maintain the traditional child-sponsor relationship CCF has established through correspondence. Second, there was general agreement within CCF that the organization should concentrate its efforts on improving the quality of existing services before moving to another kind of service. Third, there was also general agreement that early childhood intervention was expensive and not as well understood. Fourth, CCF found it difficult to initiate early childhood programs in developing countries because of the lack of existing

service structures. (see José Rosario, "A Partnership for Children" - Proposal, October, 1982, p.3).

With time, however, these guiding sentiments about support for early childhood underwent a change. The change was influenced by the new international emphasis on programs for younger children as "preventive" endeavors as well as by CCF's own experience. More attention started to be given to preschool children in CCF-affiliated projects. This change in emphasis manifested itself in the changing enrollment populations in CCF offices. Younger children started being seen as central to CCF's efforts. More often than not however, this happened through their participation in programs which had not been specifically designed with their particular needs in mind.

The timing of High/Scope's offer to the PVO community coincided with a period of concern on the part of CCF about these issues. The collaboration with High/Scope offered CCF an opportunity to examine more closely the entire area of services to younger children.

Collaboration to Develop Programs for Young Children: Institutional Linkages between High/Scope and CCF

As the general parameters of the sub-project were being established, the nature of the institutional relationship between High/Scope and CCF was also defined. The establishment of a High/Scope field office in Bolivia added an extra dimension to this relationship. (See Activity 1 below.)

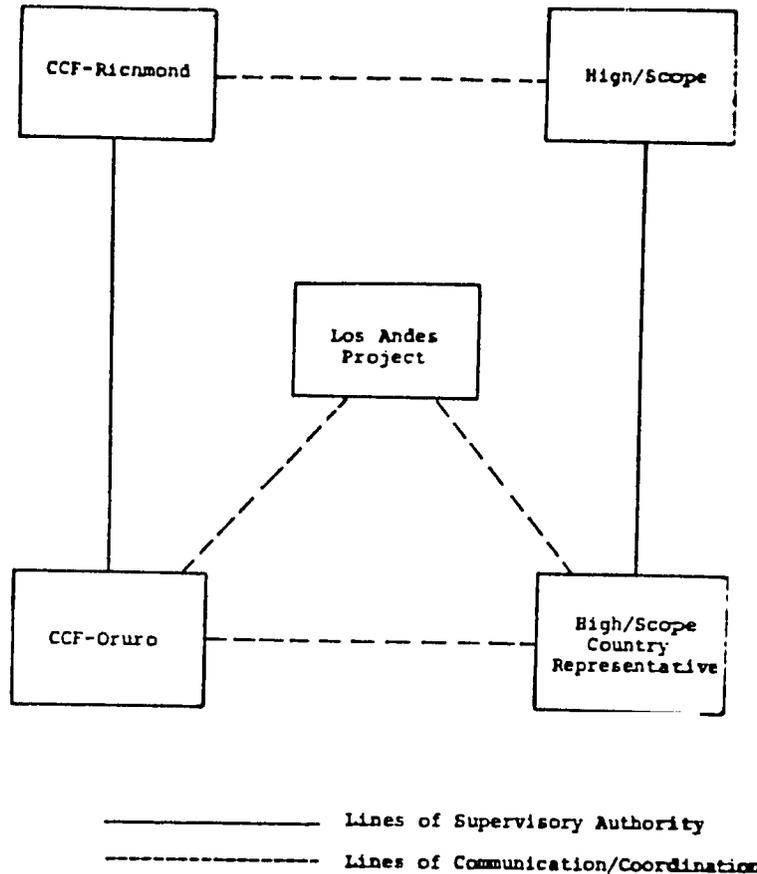
From the beginning of the Sub-project, it was decided to use a "closely linked but loosely coupled" mode of operations. This meant that High/Scope retained its autonomy in the work it and its field office carried out, while still maintaining close contact with CCF. High/Scope-Ypsilanti's contact with CCF-Richmond was maintained through frequent memoranda proposing courses of action, followed by responses and suggestions from CCF and regular reports and conversations summarizing actions taken.

High/Scope's linkages with its overseas field office were varied. The office was set up to help a specific local project affiliated with CCF establish programs for young children. It was run by a "field representative" who was a direct employee of High/Scope-Ypsilanti. All his work was done in conjunction with the targetted project. Any activities undertaken by the combined forces of the field representative and the project were done with the informed consent of CCF-Bolivia, the body to whom the project was ultimately responsible. CCF-Bolivia's Child Care Coordinator participated in many of the meetings between High/Scope-Oruro and the local project as did the specific CCF Bolivian Field Representative who assumed responsibility for the national office during the last months of the sub-project's existence. His predecessor had only been peripherally involved.

High/Scope-Bolivia reported to High/Scope-Ypsilanti on a regular basis. The reports prepared for this purpose were group endeavors which involved the field representative as principle author, and the targetted project and CCF Child Care Coordinator as contributors and general reviewers. These reports were submitted to High/Scope-Ypsilanti and then forwarded on to CCF-Richmond.

By maintaining these varied lines of communication, the parties involved in Richmond, Ypsilanti and Bolivia participated in all the relevant aspects of the operation. These lines of communication are graphically presented in the following chart.

ORGANIZATIONAL MODE
FOR JOINT CCF-HIGH/SCOPE PROJECT



Initially, the sub-project was coordinated by Dr. José Rosario of High/Scope's International Center. He was assisted by Jacqueline Kann, also of High/Scope, who took charge of all the field training associated with the sub-project. This arrangement lasted from ___ to ___ at which point Dr. Rosario left High/Scope. The administration of the project then became the responsibility of Ms. Kann. Since most of the training activities had come to an end by then, she could devote her full attention to administrative aspects of the Sub-project and, towards its conclusion, the development of training materials for CCF. (See Activity 3 below.) The change in Sub-project Managers did not affect the continuity of the effort. It did, however, signal some changes in emphasis as will be explained below.

The Christian Children's Fund staff most closely involved with the Sub-project were all members of its Child and Family Services Division. Marta Quinones, Coordinator of the Latin American Region was the key contact. She, as well as her colleague Sarah Manning and her director David Herrell, were consulted on and informed of every Sub-project decision.

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ACTIVITY 1: DEVELOPMENT OF A QUALITY CHILD CARE PROGRAM IN THE CCF-AFFILIATED PROJECT COMMUNITY OF "LOS ANDES" IN ORURO, BOLIVIA.

Preliminary Decisions

During the first phase of the project, the development of a Child Care Program was the aspect that received the most attention. The establishment of the program was important in itself, for it demonstrated the possibility of implementing a complex program for young children using primarily community resources. It was also important as an example of both the positive and negative aspects of a certain kind of intervention.

Bolivia was chosen as the country in which High/Scope would establish the child care program because the quality of the projects affiliated with the Bolivian CCF office had long been the object of some concern. The hope was that the information and attention directed at one Bolivian project would be generalized and would help to re-vitalize other projects in the country. Because of the lack of Early Childhood programs in Bolivia as a whole, the work with CCF was seen as a vehicle for making a general national impact.

Oruro was chosen as the city in which this intervention would occur because of a number of factors:

- o At the time, Oruro was the site of the CCF field office. This meant that certain kinds of administrative support could be forthcoming and that maintaining constant communication with the central office would not be problematic.

- o Oruro was the home of nine projects, all of which had become members of an association founded to provide cross-project coordination.

- o The Oruro projects were all relatively new and could therefore be counted on to exhibit a certain amount of flexibility.

- o The Oruro projects had many qualities in common. They all provided some sort of direct service in the areas of education, health, nutrition, family life and recreation. Most important, they all provided a direct cash subsidy to families.

- o Most of the projects around Oruro were community-based, providing the perfect setting for the kind of intervention H/S was interested in attempting.

The "Los Andes" project was chosen as the specific site of this intervention because it, of all the projects contacted, was the one most interested in participating. It expressed this interest after a series of meetings among H/S, CCF and all the Oruro projects in which the general purpose of the undertaking was explained and the projects were asked to decide for themselves whether they were interested in participating.

The fact that the "Los Andes" project chose to participate did not mean that these other projects no longer had anything to do with the H/S collaboration. To the contrary, they were included whenever possible. In particular, all the projects attended a workshop in which baseline information was gathered regarding their activities and the changes they would like to make in

the services they were currently providing. This same workshop also served as the forum for a discussion of the modifications that would have to be made in the CCF system to accommodate more children below the age of six. Most of this discussion centered on the changes that would have to be made in the way correspondence would be conducted between these children and their sponsors. The conclusion reached by the group was that since these children were too young to be expected to write, they would have to be allowed to dictate letters to others or send pictures. Sponsors would have to be educated to accept this difference. (see José Rosario, "A Partnership for Children" - Proposal, October, 1982, pp. 18-27).

At the conclusion of the workshop, all the projects participated in a discussion concerning the setting up of operational structures for the collaboration between High/Scope and "Los Andes".

Establishment of the High/Scope Office

In order to assure an ongoing field presence in the "Los Andes" project, High/Scope decided to establish an office in Oruro. This office was to be staffed by an individual, designated the "High/Scope Representative", whose job would be to help the "Los Andes" Project community find ways to adjust its services so as to include a model child care component. The High/Scope Representative held his post from November, 1982 to October, 1984.

The individual chosen to be the High/Scope Representative, Dr. Gonzalo Fernández, was a Bolivian physician with a background in public health and administration. His office was established in a building which was later to become the temporary headquarters of the "Los Andes" Child Care Program. This facility was separate from the project's administrative office so as to maintain the distinction between the High/Scope representative's role and that of the project functionaries.

Mechanisms were established to allow the High/Scope Representative to participate in the daily affairs of the "Los Andes" project without actually being a member of that project. His role was carefully explained to the community as was the fact that all his activities would be carried out through the project and with the approval and frequent participation of CCF-Bolivia. The procedure for collaborating on periodic reports was set up, as mentioned above.

Dr Fernández maintained close contact with CCF-Bolivia in all facets of his work. As already mentioned, his regular reports were all written in close collaboration with both the national CCF office and the "Los Andes" Project. Since his job had been construed as helping the "Los Andes" project establish programming for pre-school aged children, he maintained constant contact with the project as a matter of course. Perhaps more important in the long run, however, were his special efforts to maintain continual communication with the CCF Field Office. Specifically, he included its Child Care Coordinator in many of his meetings with the project and kept her informed of daily events. He frequently consulted her on the best ways to conduct his work so that the changes in the "Los Andes" Project's programming which resulted from his efforts would fit into CCF's framework for operations. In turn, the Child Care coordinator's participation in many of the program's decisions gave them a kind of legitimacy they would not have had otherwise.

The representative was charged with a variety of concrete tasks. His initial responsibility was to work within the community to raise its consciousness about the need for programs for young children. This was done through a number of meetings and workshops. The community was surveyed by a group of parents who found out what its particular needs were. The results of this survey were then used as the basis for a decision regarding the kind of child care system that would be set up.

In order to establish the system, the High/Scope Representative turned to the task of organizing a training scheme to enable the community to implement their chosen child care activities. He did this through the establishment of a series of workshops and the recruiting of both a "national" and an "international" consultant. The national consultant was contracted through UNICEF. Her participation proved to be only the first of a number of cooperative endeavors between UNICEF and the High/Scope program. The international consultant was on the staff of High/Scope-Ypsilanti. These outside consultants assisted the project in their areas of expertise. Their particular contributions will be explained as the different components of the program are elaborated on below.

Establishment of the Child Care Program

Over the course of the Sub-project, a program for the care of children aged 0 to 6 emerged. The parameters of the program were established during a number of meetings among members of OCF-Bolivia the High/Scope staffs in Bolivia and Ypsilanti and the "Los Andes" Project. The program that was established as a result of these meetings had the following general characteristics:

- o It was community based. All the participants, except for the consultants who occasionally visited the project from other institutions, were parents from the community. This was because the program's goal, beyond the direct provision of services to children, was the improvement of all parents' daily interactions with their children. The Sub-project hoped to do this through involving parents in all aspects of the program.
- o It was designed to fit into the general operations of an on-going OCF project. It took advantage of the structure and services that had already been established by OCF and added on to them.
- o It was especially designed to serve the many intersecting needs of preschool-aged children. It took into account the different ways those many needs could best be fulfilled at different stages during a young child's development.
- o It was designed to reach as many children as possible without endangering the quality of the actual services provided. This was done because it seemed important that the program be considered part of the life of the whole community rather than of a small group which might eventually have been seen as an "elite". To this end, it was financed by discounting the monthly cash subsidies of the entire community and not just of the families directly benefitting from it.

The specific program that eventually emerged consisted of three distinct components. They were:

- o Child care
- o Parent Education
- o Health Care

The child care program emerged as a three-part endeavor during a series of meetings among the project community, OCF-Bolivia and High/Scope. During these meetings it became clear that the establishment of a child care center, though a worthwhile and visible endeavor, was not sufficient to address the many needs of the "Los Andes" Project's approximately 600 young children. They had to be addressed in a larger context as well and this context had to include their parents. The program that was developed was designed to address all these needs.

It should be noted that despite the fact that the overall program was designed to be a child care program, one specific component has been given the specific name of "child care". That is because it stood out as the most classically child care-oriented of all the components and no other name seemed appropriate.

Aspects of each of these components will be discussed below. For a more detailed account, see the document entitled Operations Manual of the "Los Andes" Child Care Program prepared as part of the High/Scope Sub-project.

It should be noted that the program that is described below was conceived as one that would constantly change as factors in the community made adaptation necessary. It was designed to be constantly "in development". The description that follows should therefore only be seen to represent the program as it existed at one particular moment in time. This moment can be pinpointed as January, 1985. At that time, the Operations Manual was written as well. (Although Dr Fernández's original association with the program had ended by this point, special arrangements were made for his participation in the writing of the Manual.) The fact that this report and the Manual describe the same version of the program does not mean that they describe its definitive or permanent form.

All aspects of the program were coordinated by the High/Scope representative who gradually ceded the responsibility to the "Los Andes" Project's social worker, a paraprofessional elected by the project. The High/Scope representative's term of employment ended in October of 1984. As part of the "special arrangement" mentioned above, Dr. Fernández continued his association with the program until January of 1985. On January 12, 1985, the program became the official responsibility of the "Los Andes" Project with the Social Worker and Project Director leading the effort.

Child Care

The Child Care component was the project's most "standard" in that it was similar to the kind of center-based program people generally think of when they think of services to children. In terms of the on-going life of the project, it was, in other ways, the most novel. That is, it was the part with the fewest connections to the services the project was already providing.

It differed from many child care programs in a number of important ways. For one, it was staffed by parents from the community rather than by profess-

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ionals. The parents received a monthly honorarium for their services but were not expected to be regular functionaries of the center. Rather, they purposefully rotated their responsibility with other members of the community.

Another way in which this child care program differed from more typical programs was in the attendance pattern it established for the children. The center was not set up to "take care" of a few children during the entirety of their parents' working day. Instead, it gave a large number of the community's children a few hours of stimulating, educational activity.

The Child Care program had a number of general goals. First and foremost, it strove to awaken the children's intellectual abilities and natural curiosity. (This was a goal of the Parent Education component as well as will be made clear shortly.) This was seen as necessary to the child's eventual adaptation to primary school. Related to this was the desire on the part of the community that the children become familiar with some of the social expectations they would be facing when they began formal schooling.

The specific staffing arrangement of the Center, which involved a large number of parents from the community, fulfilled another goal. This was to diffuse information about Early Childhood Development throughout the community rather than to a few select individuals.

The Program

The initial inspiration for the establishment of a Child Care component came from the fact that during the adult literacy classes which the "Los Andes" Project conducted at night, many parents were distracted from their studies by the need to take care of their children. Early in the Sub-project, a decision was made to provide child care for parents in this situation. It wasn't until late in the Sub-project that this evening program, which served about 15 children during each night of classes, was actually established. This delay was caused by the fact that once general discussions started about Child Care, energies were quickly directed to the establishment of a daytime program. This was probably due to the perception that a daytime program would serve a more widely felt need than the evening program would. It should be remembered, however, that the evening child care program, which was the slower of the two to be developed, was really the first to be conceived. The evening program, once it was established, followed the same general model as the daytime program except, of course, in the area of attendance. The evening program attended to a sporadic group of children who only appeared at the center when their parents came for their classes which were often held irregularly.

During its day-time program, the center attended about 240 children between the ages of 3 and 6 over the course of one calendar year. 120 children were served during each of two six-month semesters. These 120 were divided into four different groups of 30 who attended the Center at different times during the week. The first group of children attended on Monday, Tuesday and Thursday mornings. The second group met on the corresponding afternoons. The third group met on Thursday, Friday and Saturday mornings and the fourth group on the corresponding afternoons.

The Center concentrated its efforts on the older preschool-aged children. An underlying assumption of the Sub-project was that the Center could not be

the ideal environment for younger children who, it was felt, would be better off staying with their parents if possible. It was the Parent Education component of the program which focussed on the younger children, as will be explained below.

The fulfillment of the goal of providing coverage to as many children as possible resulted in a complicated enrollment procedure. Since all the community's 3 to 6 year old children could not attend the program at any given time, a system was set up to ensure that each child got at least one chance to participate before reaching primary-school age. This meant that during the first year of the program's life, many of the children attending it were five year-olds who had been "caught" before entry into the regular educational system.

The daily program of the Center reflected the belief that children learn best through their own activities. A great percentage of the day was dedicated to the child's planning, carrying out and then re-counting his or her own activities. In addition, the staff introduced certain activities but even these required decision-making on the parts of the children. Strong emphasis was placed on the children's communication skills since that was an area in which they were perceived to be lagging. Many traditional songs and stories were introduced in order to help children practice using their language.

The initial group of Center staff learned about this way of working with children through training conducted by High/Scope-Ypsilanti and its Bolivian representative. They learned about issues in arranging their classroom space, organizing the daily routine, providing materials and experiences to children and stimulating language. As this group's "turn" in the classroom drew to a close, they were expected to teach their successors about what they had learned. The High/Scope Representative and the Project Social Worker helped them in this effort.

Outcomes

According to the director of the "Los Andes" Project, word of the success of the Center's program travelled "like dust through the community". Parents noticed that the children were learning skills that would help them as they started primary school. Parents were especially impressed with the facts that children were speaking more, were learning to share, and were learning to adapt to a new environment which required adherence to certain explicit rules. No formal testing or observation was done to prove or disprove these claims.

The rotation plan for both the enrollment and the staffing of the Center presented a continuing problem. In both cases, individuals participating in the program were not eager to leave it. There were always children eager to join the program but, because of the numbers of children involved and the many variables that had to be taken into account in order to select from among them, it was hard for the personnel to organize rotating them through in an orderly fashion. In addition, it was hard to find adults who were able to commit themselves to working at the Center due to their other work obligations.

Parent Education

The parent education component of the program was very closely related to the child care component. Its major goal was to help the parents become more involved in all aspects of their children's lives and to do so in as appropriate a fashion as possible. The parent education component was carried out through a system of meetings and home visits. Since the child care program discussed above only attended to children between the ages of 3 and 6, the parent education program focussed primarily on children below that age. This component was initially coordinated by the High/Scope Representative, as were all the others. It was the component that was most quickly turned over to the project's Social Worker.

The Parent Education component used two aspects of the program structure the "Los Andes" project had already established. These were the the project's regular weekly meetings and the occasional home visits required of its Social Worker. These latter had been established as one of the ways the project could carry out the administrative work required by OCF-Richmond.

Program

The "Los Andes" Project, because of its large size, had divided its population into 22 groups of about 20 families each. These families came together each week for a meeting. In order for a family to receive its cash subsidy from OCF, one of the parents had to attend these meetings. During these hour-long encounters, the group leaders took attendance and occasionally made announcements.

As the Child Care Program evolved, these meetings became the focus of some attention. It became obvious that they were an underutilized but potentially powerful mechanism for organizing and communicating to the community. Gradually, the idea took hold of using these meetings as the forum for the transmission of child care information to the parents.

This change could not occur without first training the group leaders in their new role. This was done through a series of meetings conducted by the "international" and "national" consultants mentioned above. The former, a member of the High/Scope International Center, worked with the group leaders on techniques for running group meetings and for helping parents work appropriately with 3 to 6 year old children in the home. The latter, an employee of UNICEF, worked with the group leaders on appropriate ways to help parents interact with their 0 to 3 year old children at home. She also discussed health issues of importance to the parents of children of all ages.

The group leaders then worked with the members of their groups in the areas in which they had been instructed. Their group meetings, which had been occasions for the taking of attendance, now became occasions for the discussion of new information in the areas of Early Childhood education, home health care techniques, and nutrition. The format of the meetings continued to be informal with, more often than not, the parents seated around the group leader on the floor of the project office's patio. The group leaders were taught to involve the parents in discussion rather than to dispense information by lecturing. As often as possible, they also tried to include parents in actual activities.

Complementing these meetings were four different kinds of Home Visits. One of these visits was particularly related to the group meetings. These

were designated "regular" group meetings and were organized so that each member of the community had personal contact with a group leader. After trying a number of different scheduling schemes, the group leaders decided they'd be able to make two of these home visits a week and would therefore be able to visit each family once every three months.

The training the group leaders received from the international and national consultants in preparation for the change in the content of the group meetings was also useful for Home Visits. It was supplemented by training in specific techniques for entering homes and actually conducting Home Visits.

During "regular" Home Visits, the group leaders reviewed in a personalized way the information that had been most recently presented at group meetings. They observed how the parents interacted with their children and found out if there were any specific problems in the families that merited the project's special attention. Although they they observed and addressed the well-being of all the children, the group leaders paid special attention to those under the age of three since they were the ones not being attended at the Center. In these "regular" Home Visits, as in all the others, the Group Leader acted as an "Arm of the Social Worker".

The second kind of Home Visit was also closely related to the other services of the Project. These were "reference" Home Visits which were defined as those specifically requested by the Social Worker. The reasons for these visits were varied. Parents' failure to attend Group Meetings or appointments with the Project's doctor (see Health Component below) were the two main causes.

The third and fourth kinds of Home Visits were closely related to the administrative requirements of OCF. The first of these were visits to newly enrolled families during which they were introduced to both the privileges and the obligations involved in the "Los Andes" Project. The second of these were "follow-up" visits during which the personal data on each family, which had been filed in the Project office, was periodically updated.

All aspects of the Parent Education component were recorded in special Field Notebooks provided for the group leaders. These notebooks contained both the plans and the evaluations of the Group Leaders' different kinds of interactions with their group members. The use of these notebooks was monitored by the Project's Social Worker who gave the Group Leaders comments and suggestions at regular intervals.

Outcomes

The group meetings proved to be a good format for the parent education component. They served to transmit a wealth of knowledge to the community members during meetings that had heretofore been useful in only a limited way.

There was a problem, however, with the actual information the Group Leaders passed on to their groups. This was information that they received from either the training consultants or the High/Scope representative. An adequate system to periodically supplement this information was not established, however, and similar information was transmitted over and over. Although it was clear that community members learned something with each repetition and

thereby felt increasingly secure in their knowledge, the component would probably have benefitted from a more structured program.

The fact that the High/Scope Representative was a medical professional rather than an educator meant that the information he transmitted to the Group Leaders tended to emphasize health issues rather than educational ones. While the health information was certainly important, its predominance changed the emphasis of the High/Scope effort to a certain extent. (The representative's comfort in his area of expertise is also reflected by the emphasis he placed on the Health Component to be discussed below.)

The Home Visits proved successful as a way of getting the families of the community in touch with each other and with the program as a whole, but their momentum was hard to maintain because of the Group Leaders' other obligations. Their initial enthusiasm inspired them to volunteer to do an unreasonable number of visits. This number was quickly revised as reality intervened.

It proved difficult to "schedule" Home Visits in a community in which people were not accustomed to being places at an appointed time. The situation was complicated by the lack of telephones in the community. Last minute changes in a family's whereabouts could not be communicated and Home Visits were often made to empty homes.

Health Care

The purpose of this component was the improvement of the already existent health services provided by the "Los Andes" Project. This improvement was broken down into two general areas:

- o improvement of the actual services provided by the project.
- o improvement of the community's utilization of those services.

The Program

In an effort to improve the services provided by the project's medical program and to make it more relevant to the specific needs of the project's younger population, a number of changes were made. One of the most important was the transferral of the doctor's examining room from the site of the project's administrative offices to the site of the child care program. This move resulted in the medical program's being more closely identified with the general issues of child care than had heretofore been the case.

The Health Care program was divided into four sub-programs. Each of them will be discussed below. They were as follows:

- o Pre-natal Care Sub-program
- o Growth and Development Sub-program.
- o Immunization Sub-program.
- o Diarrhea Control and Re-hydration Sub-program.

The Pre-natal Care Sub-program was designed to be one of the efforts through which the community's high infant mortality could be reduced. It involved the registration of all pregnancies and their continual monitoring. This was done with the collaboration of the Group Leaders who checked on the

expectant mothers in their groups during weekly Group Meetings as well as during Home Visits.

The pregnancies detected in this way were then monitored during a series of office visits which followed the development of the child as well as of its mother. This kind of pre-natal care was not typical in the community so it was accompanied by frequent Group Meetings in which its importance was discussed and stressed. Expectant mothers who missed their doctor's appointments were followed up through the "reference visits" as explained above in the section on Parent Education.

The Growth and Development Sub-program was designed to assist the parents of the community in monitoring their children's growth. The Group Leaders were instructed by the project doctor in the use of growth charts. They, in turn, instructed the parents. The major goal was for the parents, through the use of the charts, to detect health problems while they were still easily treatable. A secondary goal was for the parents to generally get to know their children better through a device that forced them to look closely at their progress.

The Immunization Sub-program involved linking the project's medical center with the Ministry of Health's national immunization campaigns and thereby providing the community with needed vaccinations. The goal was to have 100% of the community's 0 to 6 year old children immunized. An extra stimulus to the accomplishment of this goal was the requirement that all children be immunized before being accepted into the child care center's program.

The last sub-program was designed to deal with diarrhea through a program of re-hydration. Through a series of negotiations with UNICEF, the "Los Andes" Project became an area distribution center for re-hydration salts. The Group Meetings as well as the Home Visits became the forum for instruction in the use of these salts as well as in the prevention of diarrhea in the first place.

Outcomes

The Health Care component of the program should have benefitted from Dr. Fernández's connection with the medical field. In some ways there were indeed positive results, most notably in the arrangement with UNICEF whereby the project became a re-hydration distribution center. In some ways, however, the health related aspects of the program were its least outstanding. Granted, they were designed to "improve" already existent services and were therefore not expected to be totally novel. More attention seems to have been given to the establishment of the community's newer services.

There was no clear evidence, however, that the changes made in the health services, which were essentially organizational changes, resulted in any substantial improvement in the health of the children of the community. Informal conversations and other anecdotal evidence suggests that at the very least the level of understanding regarding basic health care did increase. The assumption would be that that increase in knowledge would have resulted in better general health but there no specific data to that effect.

Lessons Learned from the Establishment of the "Los Andes" Child Care Program

In general, the establishment of the Child Care program, accomplished through High/Scope's intervention in the "Los Andes" project, was effective. This assessment is substantiated by the fact that the community readily participated in all its components and fulfilled all the obligations that accompanied this participation. Another important testimonial to this success is the fact that the program continued to operate even after the definitive departure of the High/Scope Representative in January of 1985. By the end of his term, the community had also organized and embarked on the construction of a new building which would be the Child Care Program's permanent home. An undertaking of that dimension would only have been initiated for a program which had taken root in the community.

There were, however, ways in which the Sub-project was problematic. The role played by the High/Scope Representative was one of the continuing issues of this undertaking and the lessons to be learned from his participation are among the major ones of the entire collaborative effort. The issue reduces most simply to the fact that an independent institution was introduced into the administrative system already established by the "Los Andes" Project and CCF-Bolivia.

This new institution was identified as the "High/Scope Office", and was associated with a foreign organization that was not known to the people in the community. It was charged with the rather abstract task of "facilitating" the establishment of a child care program but it maintained that the ownership of that program rested with the community itself. In general, the High/Scope Representative could therefore speak only with the authority of High/Scope, an institution whose place in the local order of things was, at best, unclear. He soon found out that if he appealed to the CCF-Bolivia Office to support him in his requests for certain kinds of collaboration on the part of the "Los Andes" Project, the desired cooperation would be more forthcoming than if he maintained his independence.

A problem created by this set-up had to do with the HighScope representative's professional accountability. Since Dr Fernández was an employee of High/Scope, a foreign organization located thousands of miles away, rather than of a local organization, it was very hard to make him accountable for his actions. The system of periodic report writing which was set up by High/Scope was an attempt to rectify the situation but it was clearly insufficient. As the project drew to a close, a number of Dr. Fernández's final tasks were left unfinished.

These realizations logically lead one to question the usefulness of having an independent office involved in the first place. In retrospect, it seems that it would have been more effective to set up an operation which would have trained the CCF-Bolivia Child Care Coordinator in the issues and mechanisms associated with the establishment of Early Childhood Programs and then given her the continuing support needed to do that. This is essentially what CCF will do in the future as the training that was developed in fulfillment of the third activity goal in this sub-project is carried out. (See description of Activity 3 below.) Without the lesson provided by the High Scope Field Office's experience, the direction to be taken in this future training would not have been as clear.

Initially, all the components of the "Los Andes" Child Care Program were

coordinated by the High/Scope Representative in Oruro. As his contract drew to a close, efforts were made to prepare the project's Social Worker to assume those responsibilities. The Project Director was supportive of this change but was reluctant to relieve the Social Worker of her other obligations to the overall "Los Andes" Project. An agreement was eventually reached whereby certain parts of the Social Worker's time were assigned to the fulfillment of her obligations to the Child Care Program. This agreement was not systematically enforced.

The Project's Social Worker did not insist on the enforcement of the agreement, probably because of her perception of the task as overwhelming. Her reaction brought into sharp relief the issue of projects' hiring and training of qualified community members to fill positions of responsibility. In the case of the "Los Andes" Project, the Social Worker the community had hired proved herself loyal to the project and eager to do her best, but unable to act as a leader due to her precarious health and generally unassertive personality. These natural qualities were not compensated for by the fact that the training she received was not sufficiently organized to make her task achievable. Again, this lesson proved invaluable for the development of a future training system for CCF. This system includes very clear activities for Project Leaders, including Social Workers. These activities which were designed to help them understand and take charge of Early Childhood programs in their communities. (See description of Goal 3 below.)

ACTIVITY 2: DOCUMENTATION OF CURRENT CCF EFFORTS IN EARLY CHILDHOOD EDUCATION

There were two purposes for undertaking this activity. The first was to get a clear picture of what CCF's Early Childhood programs were like as a point of information for the Richmond office. The second was to use this information as a basis for the development of the training materials envisioned in Activity 3.

The scope of this activity narrowed during the course of the Sub-Project. This was caused by a change in its management. The initial Manager was a sociologist with special interest in the first of the two purposes mentioned above. He was interested in drawing a picture of CCF's efforts that would help the organization understand its own structure more clearly. To that end, he suggested a complex effort whereby all the CCF offices would respond to a Survey investigating their current efforts in the area of Early Childhood Education. The Manager's successor was a Trainer of Teachers whose interest tended more towards the second direction mentioned above. She felt that by getting a modest sampling of the current projects' efforts, she would have sufficient information for the development of the training materials which had become, to her, the main goal of the overall Sub-Project.

This shift of emphasis was discussed with and approved of by CCF-Richmond. It resulted in the discarding of the Early Childhood Survey. Visits to projects in Mexico and Brazil were scheduled as originally planned.

Visit to Mexican Field Office

The visit to the Mexican Field Office occurred in July of 1984. Because of problems in communications within CCF, the visit was mistakenly set up for the week when most Mexican schools were on vacation. Since a vast majority of CCF's Mexican projects are associated with schools, this posed quite a prob-

lem. Nevertheless, the visit proved a worthwhile one in that it gave the High/Scope Project Manager time to talk with many of the OCF staff members and to thereby get a general idea of the workings of the Field Office. It also provided an opportunity to learn about OCF's role in projects housed in "official" institutions such as schools. In such situations, its influence is different from what it is in the kinds of community organizations which had become familiar in Bolivia.

Because of the scheduling problem, only three projects were visited. One was a rural health project associated with the National Nutrition Institute, one was a school for children with cerebral palsy and one was a residential school for girls who were either orphaned or from families that could not care for them. Of the three, only the school for handicapped children had a special program for the educational needs of children below the age of six. In the residential school, these younger children were attended to, primarily in conjunction with the school's older residents. In the health project they were cared for in ways appropriate to their age but exclusively in terms of their physical needs. In all three projects, personnel seemed interested in learning how to deal with the unaddressed needs of their youngest children.

Discussions with members of the Field Office staff provided useful information. When asked about the possibility of intervening into the programming of Early Childhood components in the various projects, the Child Welfare Department members felt it could be done and that they should be the ones to do it. They cited the recent nutrition training the projects had participated in as an example of OCF-sponsored training that had not been perceived as a threat to the independence of the projects. They pointed out, however, that the department's many regular obligations to both the projects and the Field Office would make the addition of any new activities problematic.

This last point made it clear that if the Child Welfare Department of the Mexican Field Office were to be enlisted to work with the projects in the area of Early Childhood programming, some shift in the entire conceptualization of its job responsibilities would be necessary. This realization became one of the guiding principles for the development of the training materials.

Visit to Brazilian Field Offices

Brazil is somewhat unique within the OCF system since it has two Field Offices and a large number of projects that are owned by OCF rather than affiliated with it. Both offices were visited on this visit as were eleven projects.

The projects that were visited could be divided into two categories. There were those that didn't have programs especially designed for 0 to 6 year old children and those which had such programs. These latter were of the most interest since they contrasted somewhat with the programs visited in Mexico.

The programs especially designed for young children were, for the most part, designed around either the children's nutritional or academic needs. Very few of them saw general "stimulation" as the overriding purpose of their participation. Instead, they focussed on certain specific areas of the children's development and didn't integrate services across these areas. For example, mealtimes were seen as times for delivering getting food to the children. They were not used as times for informal conversation, discussions

about what the children ate at home etc.

The rather strict foci of the programs were important to observe, for they led to the formulation of another principle of the training materials to be developed. It became clear that these materials, in order to be truly useful to projects like the Brazilian ones, would have to address the issues of integrating services and emphasizing the educational content of all program components rather than of just the specifically "academic" ones.

ACTIVITY 3: STRENGTHENING THE EARLY CHILDHOOD DEVELOPMENT STRATEGY OF CCF'S CHILD AND FAMILY SERVICES UNIT AT ALL LEVELS OF OPERATION

This activity became the sub-project's most important one during its final six months. Once the High/Scope office in Bolivia closed and responsibility for the Child Care Project became the direct obligation of the "Los Andes" Project, this shift in attention became possible. Early in the Sub-project, it was decided that the strengthening of CCF's Early Childhood strategy could best be accomplished through the development of a set of training materials to be used by both the Field Offices and the local projects. The training would be sponsored by CCF-Richmond and, thus, all three levels of operations would be involved and enhanced.

Evolution of the Training Materials

The nature of these materials evolved over time. Initially, they were conceived of as an extension or other adaptation of the Operations Manual written by the "Los Andes" Child Care program. This idea was discarded once it became apparent that the Manual would present a program that was very specific to its particular project and which had been established under very unique conditions which would not be replicated elsewhere. As a result of these considerations, it was decided that the Manual would stand alone as a reference rather than as a training document.

Subsequently, the training materials were conceived as a series of self-contained exercises which would help projects set up programs for 0 to 6 year old children. These exercises were going to be designed in such a way that the projects and Field Office personnel would execute them together as a kind of study group experience. The projects would then put what they had learned into practice by setting up actual programs.

It eventually became apparent that this proposed format had a number of drawbacks. Foremost among these was the fact that it didn't provide a structure for the Field Office's becoming involved in the lives of the projects over time. It also didn't address the complexity of maintaining quality programs for young children. Many lessons regarding the need to maintain quality had been learned in a parallel sub-project involving HighScope and Catholic Relief Services (CRS). It seemed unethical to ignore those issues in the CCF project.

The issues that had arisen in the CRS Sub-project were translated into future action through the format and content of the training materials developed as part of that Sub-project's activities. It eventually became clear that the materials being developed for CCF, since they could not ignore these issues, would use the same format and most of the same content. This latter area would be supplemented where necessary in order to make the mater-

ials appropriate to the needs of OCF.

Initially, the OCF training materials were going to exclusively address the issues in establishing projects. The on-going training of those projects' staffs would not be the concern of the present effort. This stance was taken mostly because of the apparent impossibility of developing materials that addressed the many issues that would arise once the programs were established. (Just such materials had taken more than a dozen people more than a year to develop in the CRS Sub-project!) Eventually it became clear that the CRS experience could serve as more than just a warning of the pitfalls of undertaking such an effort. Rather, it could serve as the means whereby these issues could be addressed. It was decided to use the CRS materials as part of the package of materials to be used by OCF. How this combination was accomplished will be explained below.

Once these decisions were made, it became possible to draw on the material as well as personal resources of the CRS Sub-project in developing the OCF materials. The resultant collaboration added immeasurably to the quality of the work done under this Sub-project.

Format of the Training Materials

The training materials reflect the complexity of the process they guide. This process involves two levels of effort. The first level is the training of Child Care Coordinators and their staffs to be trainers or "change agents". The second level is the training of project staffs by these newly trained trainers. In this level, the projects are helped to assess their communities' needs in the area of Early Childhood programming, devise appropriate programs to respond to those needs and "fine tune" their quality.

The first level of training takes place through a series of "Seminars" in which a number of Child Care Coordinators and their staffs get together to participate in a program of exercises and guided discussions all aimed at increasing their understanding of the issues related to training. Five of these Seminars occur over the course of fourteen months. They are led by a Trainer of Trainers designated by the Richmond OCF office. Between meetings, the trainers work with their projects on certain practical topics and record the progress of their work with the projects in periodic reports.

The second level of training involves the utilization of the "Modules" as training tools for the projects. The format of these modules requires the projects to assess their own situations and to use the new information they construct in ways that are appropriate to these situations. The new information is presented by the trainer's first making the issue at hand problematic and, therefore, worthy of addressing. It is then addressed through training activities which require the full involvement of all project participants. This kind of involvement guarantees that the information taken back and applied at the project level will be relevant to its context.

For a full description of the levels of training and their content, see Attachment 1.

OCF's Planned Utilization of these Materials

Since the goal of this activity was to "strengthen the early childhood development strategy of OCF's Child and Family Unit at all levels of operation", the training materials could not be considered a useful product of the Sub-project unless they had been accepted by OCF as part of its future operations. In a meeting on October 7 and 8, 1985, the High/Scope Sub-project Manager met with key personnel of OCF-Richmond to discuss if and how this might be done. Since OCF had been consulted throughout the development of the materials, there was no expectation of rejection but there were many specific issues to be worked through.

The overall consensus of the meeting was that the materials would indeed be useful in setting up the kinds of innovative Early Childhood programs OCF was interested in seeing in its projects. There was some concern that the vast majority of the materials had been written in Spanish and a feeling that that would limit their usefulness. This objection was acknowledged. It was pointed out, however, that the Spanish-language parts of the materials had actually enhanced their usefulness in some ways since they were the parts that had expanded the materials from self-contained exercises to a full training system which could take into account the various levels involved.

There were other comments and suggestions on the part of OCF which all had to do with the actual implementation of the training. Eventually, it was decided that the best way to initiate it would be through the organization of a pilot project whereby the materials would be tested in a Spanish-speaking region. After their initial testing, they would be revised and then translated for the other OCF regions. The details of this plan are included as Attachment 2 which is a summary of these discussions written as a description of the possible pilot project. This project would begin around June of the coming year.

Outcomes

The fact that OCF was interested in holding discussions about the training materials and willing to commit itself, however informally, to their implementation, speaks to the success of this, the third activity in the Sub-project. As next fiscal year approaches, it will be important to observe whether a pilot program is indeed established and what kind of institutional support it receives. If the program is established and appropriately supported, it will be an obvious indication of the extent of OCF's new commitment.

Another manifestation of OCF's obvious new interest in this area is the fact that the topic of Early Childhood programs figured prominently on the agenda of its Field Representative Meeting in April, 1985. A panel discussion on this topic was held with the participation of the High/Scope Project Manager. All Field Representatives were then charged with the responsibility of devising "Guidelines for Early Childhood Development Programs" with the other members of their regions. These guidelines were to be submitted by June of the following year which is, conveniently, when the pilot project could possibly start.

Throughout the project there were other, less obvious, signs of the new direction being taken by the Child and Family Services Unit. On a number of occasions, High/Scope was consulted on resources that would be useful to OCF's Field offices as they explored programming for younger children. The fact that the Field Offices requested this information in the first place as well

as the fact that the Richmond office responded to these requests by consulting High/Scope showed a serious interest in the area at various levels of OCF's operations.

ACTIVITY 4: EVALUATION OF THE PROCESS/IMPACT OF THE PROJECT

This last activity was not conceived of as an independent undertaking. That is, no specific evaluation efforts were initiated at any given time. Because of on-going reflection and discussion, however, the evaluation questions posed at the beginning of the project can be answered at this time. These questions were first articulated in the planning document prepared by José Rosario in October of 1982 and were as follows:

1. Did the project accomplish its goals?
2. What was the field response to the project?
3. What was the collaborative process like?
4. Was the project conducted in a cost-efficient manner?
5. Did the project respond to priority needs with respect to children?
6. Was institutional capacity developed to sustain programs beyond the life of the project?
7. Did the project experience get transmitted to other programs? If so, what were the results?
8. How should High/Scope extend this work?

Each of these questions will be answered individually. Many of the responses will make reference to earlier text in this report. Others will address issues not previously touched upon.

1. Did the project accomplish its goals?

The particular goals of this sub-project were embedded in its four lines of activity. As could be discerned above, these activities were all accomplished. In all cases, there were unexpected lessons learned and changes of emphases, but the overall goals were indeed achieved.

Because of the complications inherent in establishing an overseas operation, Activity 1 took the most effort during a great part of the project. The success of this effort is attested to by the continuing presence of an Early Childhood program in Oruro, Bolivia.

The intensity of this effort can be justified by the existence of this continuing program as well as by the fact that, originally, the field project was to serve as the model for similar work in other OCF countries. Eventually, however, it became apparent that High/Scope's Bolivian experience was quite unique and was, in some senses, an example of what not to do in other projects. Despite this realization, High/Scope had to maintain its level of effort in the field project because of precedents, procedures and interests that had been established.

The writing of the Operations Manual, in which High/Scope-Ypsilanti assisted, was a major task. Since the original conception of the Manual was as a training material for other projects, this level of effort was initially justifiable. As it became clear that the Manual would not be particularly relevant to other projects, the work continued but certain decisions were made to simplify it. These decisions included not hiring a professional editor to review its text and not printing the final product.

As work on the Operations Manual became less important, the work on a separate set of training materials gained importance. These materials were designed as part of Activity 3 which was aimed at improving the Early Childhood Development strategy of CCF. Whether this goal has been fully accomplished is a question whose answer will only become apparent after some time has elapsed. At the moment, though, the seeds of this change have been sown and the indications are that they will grow.

Activity 2, the documentation of CCF's current efforts, was the one that experienced the most change due to the transfer in the sub-project's leadership. Despite this change, the basic goal of becoming familiar with CCF's operations in this area was indeed carried out, albeit with less depth than originally planned.

Activity 4, the evaluation of the project, is the "raison d'etre" of this current document. It was, as well, a process that occurred throughout the project which enabled it to assess its progress, and either continue established patterns or change directions. The success of the overall sub-project is a testimonial to the success of this operating style. The constant evaluation that took place did so through the writing and discussing of periodic reports, regular visits both to the field program and to CCF, and frequent conversations with the Child and Family Services Unit.

2. What was the field response to the project?

In Bolivia, the site of the most field activity, the response was definitely positive. The "Los Andes" community members seemed excited by the project. This was evidenced by their consistent participation in its activities and their eagerness to have their children take part in its various components.

Other Bolivian projects showed their interest in the program through their participation in workshops sponsored by "Los Andes" and their questions about the progress of the High/Scope collaboration. It was disappointing that none of the local projects expressed specific interest in replicating what "Los Andes" had done, for such interest would have shown that the idea of Early Childhood program had really taken hold. There may have been features of the field program, such as the complicated relationship with High/Scope, that kept the other projects from imagining it as a possibility in their own contexts. There may also have been "historical" and personal reasons that prevented too keen a show of interest in the workings of the "Los Andes" Project on the parts of its neighbors.

During the Mexican field visit, the Child Welfare staff expressed interest in Early Childhood programming and in the specific work being done in Oruro. When approached on the possibility of doing such work themselves,

however, the Child Welfare staff demurred, citing the issues of limited time and unlimited work obligations. The three projects that were visited had very distinctive ways of carrying out their work and expressed concern as to how an Early Childhood Development component would fit into that style.

In Brazil, the situation was somewhat different in both the Belo Horizonte and Fortaleza offices. There, since the projects had been founded by OCF and were, therefore, not tied into pre-existing institutions such as schools, their staffs seemed willing to entertain changes in their programming. All the projects were already serving younger children and many of them expressed interest in improving those services. In Fortaleza, representatives of all the visited projects met together to talk about what areas they'd like more help in in their Early Childhood programs. The Child Welfare staff in the OCF office in Fortaleza went so far as to discuss ways it might reorganize or consolidate its other work so that it could help the projects improve their Early Childhood components.

All the countries with which OCF works, even if they were not visited during the course of this sub-project, were informed of its purpose and general parameters. As mentioned above, at the Field Representatives' Conference in April, the topic of Early Childhood programming was addressed through a panel discussion. All the Representatives participated in the subsequent dialogue. Later, the representatives of the Gambia and Colombia expressed special interest in High/Scope's visiting their countries and helping them work on the planning of such programs.

3. What was the collaborative process like?

The collaborative process has been discussed in detail throughout this report. Therefore, a summary of the process is all that is needed at this point.

The collaboration succeeded because it was just that, —a constant cooperative exchange. High/Scope took seriously OCF's expressions of commitment to change and therefore consulted with OCF frequently to make sure that activities that were being planned and carried out would help OCF achieve that goal. These consultations also guaranteed the feasibility and appropriateness of the activities undertaken by High/Scope.

High/Scope's Representative did all his work in close collaboration with the "Los Andes" Project and the OCF Field Office. Because of the nature of his assignment, he had no other option. This arrangement worked to his advantage because of the somewhat ambiguous nature of High/Scope's institutional presence in Bolivia. By working with OCF, his activities took on new legitimacy.

During the entire project, written communication between High/Scope and OCF was frequent. As mentioned above, the periodic reports written by the High/Scope Representative were always done in collaboration with the "Los Andes" project and the OCF office. They were then sent to High/Scope-Ypsilanti and forwarded to OCF-Richmond for review. In addition, a number of drafts of the training materials prepared by High/Scope were reviewed and commented on by OCF.

4. Was the project conducted in a cost-efficient manner?

An official cost-benefit analysis was not done for this project. The benefits of the project cannot be assessed at this point since the full training of OCF's international field staff and the concomitant transformation of its Early Childhood Development strategy won't have totally taken place until the training materials developed under the project have been tried out.

Even without the results of such future activities, however, it is safe to say that since the project did achieve its goals and since this was done with a minimal number of staff and expenses, it was, at the very least, a carefully budgetted and monitored effort.

If this project's training materials are used, and changes occur in all OCF's countries, the initial investment on the part of A.I.D. will certainly have been well spent. Of course, OCF will incur its own costs by undertaking the training endeavor, but those are in addition to the ones being considered here.

5. Did the project respond to priority needs with respect to children?

The Child Care Center established in Oruro, Bolivia responded to the children's most pressing needs. It established a program designed to give as many children as possible the opportunity to participate in a stimulating educational experience. It eventually took care of the first need perceived in the community which was the care of the children of parents in the adult literacy classes.

By only serving children between the ages of 3 and 6, the Center-based program emphasized the fact that parents are the best caretakers for children between the ages of 0 and 3. Following this logic, the Parent Education component was established to help parents care for children in this age group more effectively. It responded to the needs of the younger children by improving what was the best natural pattern of care.

On a larger scale, through its dissemination of Early Childhood programming to all the countries in OCF's organization, the project responded to needs that were not being adequately met in many of OCF's projects. The child's need for stimulation and interaction must be addressed along with nutritional and health needs. These are intersecting needs which cannot be separated. Insofar as they had been separated in many instances, the children involved were not being adequately cared for. This project sought to rectify this shortcoming. Whether this situation is actually addressed will be a function of the utilization of the training materials designed as part of one of its activities.

6. Was institutional capacity developed to sustain programs beyond the life of the project?

Because of OCF's participation throughout the process, its Child and Family Services Unit is well informed on the issues involved in setting up Early Childhood Development programs. Its staff members seem able to help the Field Offices help their respective projects. In reality, however, they would rarely be able to do this, because of the demanding nature of their other work

obligations.

For the effects of the project to survive beyond its official "life", then, the Field Offices will have to be involved. If OCF does indeed implement the training materials, as it has indicated it will, this involvement will be guaranteed. As a matter of fact, this involvement is basic to the very structure of the training program. One of its main goals is the training of the Child Care Coordinators and their assistants as trainers. If this process is carried through as planned, this training will result in the enhancement of the capabilities of the Field Offices. This, in turn, will assure the "sustainability" of efforts in the field.

7. Did the project experiences get transmitted to other programs?

If the word "program" in this question is interpreted in the OCF context as meaning other projects, the answer to this question is "yes". Projects in Bolivia were consistently informed of the progress of the "Los Andes" endeavor. Projects in other countries could only be informed via their Field Offices and we have no assessment of whether that occurred or not.

If "program" is interpreted as meaning "other service providers", the answer in the Bolivian context is, once again, "yes". Many national and international agencies participated in meetings at which the project was explained and many of them visited its actual operations.

Outside the Bolivian context, the answer is a more tentative "yes". Other programs were made aware of what was happening through participation in one multi-agency workshop sponsored by High/Scope and through informal contacts. Although interest was expressed and the goals of the project applauded, what, if any concrete action has resulted from these contacts is unknown.

8. How should High/Scope extend this work?

High/Scope has no current plans to extend this work.

LESSONS LEARNED FROM THE COLLABORATION BETWEEN HIGH/SCOPE AND CHRISTIAN CHILDREN'S FUND

An interinstitutional collaboration such as the one described in these pages is, by its very nature, a complex undertaking. In the present case, the collaboration was successful, principally because of the maintenance of a close connection between CCF and High/Scope. This was done through the numerous channels of communication outlined above. The two institutions worked as partners throughout the process, depending on each other's expertise at various junctures.

In its work with both the CCF and High/Scope Field Offices in Bolivia, High/Scope made a special effort to "frame" any changes it suggested within the context of the CCF pattern of operation. This was done, on a philosophical level, out of High/Scope's respect for the CCF system as it was currently operating. It was done on a practical level out of the knowledge that changes that were seen as threatening were automatically destined for failure. The Sub-project's apparent success attests to the appropriateness of this approach.

Not all the lessons learned through this Sub-project were totally positive ones. The problems which arose in the establishment of the "Los Andes" Child Care Program were related to the establishment of an independent High Scope office overseas. The Sub-project as a whole did not suffer as much as it might have from these shortcomings because they affected only one of four lines of activity. In addition, the strong interinstitutional trust which characterized the overall effort helped to minimize the "trauma".

This somewhat negative experience did, however, yield some positive points. Both institutions learned what kind of arrangement to avoid in the future. Through one of its other Sub-projects, namely the one in association with CRS, High/Scope learned of the value of Sub-contracting local institutions, acknowledged in the appropriate field. Without the CCF experience, this lesson might not have emerged in such sharp relief.

The limitations of High/Scope-Bolivia along with the site visits to CCF-Brazil and CCF-Mexico helped determine the necessity of a comprehensive training system. The programming questions that arose as a result of these experiences were important ones which resulted in the custom-designing of the materials.

In conclusion, it should be pointed out that what started out as a simple technical assistance endeavor, seems to have ended as a mutual learning experience. CCF came away with new knowledge about and a new system for the establishment of programs focussed on young children, while at the same time learning about the institutional implications of any changes within its "modus operandi". High/Scope learned about the complexity of "long-distance training" as well as about the intricacies of working within the structure of a complex organization whose traditions and goals had to be constantly considered. Both organizations will never be exactly what they were before this process started.

ATTACHMENT 1

INTRODUCTION TO THE TRAINING PROGRAM

The main purpose of the training program is to provide the trainers the information they need to develop a training process for the personnel that care for children under 6 years of age (especially paraprofessionals), with the goal of improving the service programs they offer.

Quality programs* provide multiple services that tend to focus on as many of the developmental needs of children as possible. These programs have the following characteristics:

- o They satisfy the nutritional, health, and educational needs of the child.
- o They are needed in the communities they serve, are continuous with the cultural patterns of those communities, and try to adapt to those patterns rather than disrupt or displace them.
- o They are well organized, coordinated, managed, and staffed.
- o They involve parents and community members in the servicing process.
- o They have adequate resources.
- o They provide services that are intellectually stimulating and safe.
- o They allow children to interact freely with service providers and among themselves.
- o They evaluate periodically to make needed adjustments and demonstrate results.

During the last decades, many developing countries have implemented programs to attend to the necessities of their children. Generally, these programs fulfill certain objectives but ignore others. For example, there are programs that only attend to issues related to health and nutrition. Is this enough to assure the integrated development of the child?

A program is considered to be of high quality if, besides offering an adequate service, it is related to the cultural, social and economic structure of the population it serves. It is through training interventions that efforts are made to improve these sorts of programs. Training, then, is a form of social intervention. As such, it presupposes an interest in producing some kind of change.

The training being considered here is based on four principles. These constitute the theoretical framework that orients all the specific training strategies.

* When we use the term "program", we are referring to any modality that offers services to young children and their families.

PRINCIPLES THAT GUIDE THE TRAINING

TRAINING
IMPLIES
CHANGE

The first principle defines training as a way to produce change. Improving a situation means changing it. Change is a concept that cannot be separated from mankind and its history. Everything changes, including people, jobs and schools. But what kind of process is it and how can a Trainer be helped to understand this process?

This is the fundamental question that this first principle tries to explain. In order to do this, it distinguishes between planned and unplanned change. Training is considered a kind of planned change which also includes some elements of unplanned change. This is the first aspect a Trainer should bear in mind.

We know that change is produced through the stages of Awareness, Adoption, Implementation and Internalization and that it affects both the vertical structure (relationships of power) as well as the horizontal structure (relationships of function) of a program. It therefore seems probable that by training others to be aware of these aspects, we can help them effectively guide this change process.

SERVICE
PROGRAMS ARE
SOCIAL AND
CULTURAL SYSTEMS

If our goal is to improve the quality of service programs, we must be clear about what we understand by the term "service program".

The answer to this question is part of the second principle. This training is based on the idea that service programs are more than a certain number of people providing services to a certain number of children in a specific place and under certain conditions. Rather, service programs are seen as complex systems of interrelationships. They are fundamentally dynamic, are constantly changing, have their own histories, are part of a larger social system and include a hierarchical structure in which different levels of authority and function can be identified.

All programs function because of the actions of the members who compose them. Their behavior is controlled by rules or norms which can be both explicit and implicit. These rules define the universe of acceptable behaviors.

Furthermore, the members of the system tend to interpret these norms in their own way. These interpretations translate into behaviors which are acceptable within certain "zones of tolerance" as long as they don't threaten the stability of the system. We have labelled this relationship among norms, interpretations and behaviors "working frames".

Improvement in the quality of a program implies a change in these "working frames". This does not merely imply the sharing of information, the offering of technical assistance or the modification of a single norm. Rather, it signals a change in the manner of understanding or interpreting all the norms. This can be on the individual, group or organizational level.

This goal implies specific mechanisms. In this training program, reflection and negotiation are the key processes on which everything else is based. They are not just techniques for specific training activities but rather an attitude to be maintained throughout the entire training process. They imply explicit agreements, constant evaluation and respect for the judgement of the individual and his willingness to change.

TRAINING IS
MOST EFFICIENT
IF IT IS BASED
ON NEGOTIATION
AND REFLECTION

The Trainer's task, then, is a relatively simple one. He should understand the forms in which change is manifested, establish credibility, motivate independence and self-renewal, and work towards consensus. He must understand the system in which he is working and see himself a a part of that system. he should be an anthropologist and a researcher. In short, he should be a "change agent".

DESCRIPTION OF THE TRAINING PROGRAM

The training program was designed to last one year. Nonetheless, it may be necessary to schedule some extra time for activities that take a bit longer than originally planned. The program includes some optional training to help the actual setting up of programs. Some groups may find that they need to include this training and others may not. Those that do, should count on the full training program's extension to a year and a half.

The program is directed towards:

a) Trainers from any public or private institution concerned with improving the quality and/or coverage of programs for children under the age of six. These trainers can be any of the following:

- Directors or administrators associated with government and private organizations.

- Staff of programs dealing with preschool education, public health, social work, community development etc.

- Educators and researchers working in comparative education, child and family development, social development etc.

b) Staff setting up or working in programs for children below the age of 6. The training program requires the participation of the entire staff including:

- People with administrative responsibilities: Directors, coordinators.

- People who directly attend to the children: Teachers, day care workers, assistants, parents.

- People charged with other responsibilities related in some way to the functioning of the program: Cooks, maintenance personnel, guards.

The training is aimed at two levels:

- Training of Trainers

- Training of Program Staffs

Training of Trainers

This is carried out through seminars. These are aimed at preparing the trainer to plan, execute and evaluate the process of training the child care workers. The seminars last from one to two weeks and are scheduled to be held every one to two months.

There are five Seminars in all.

CONTENT

The first, "Analysis and Negotiation in Training", was designed to introduce the principles of training. It includes activities which help the Trainer select centers with which to work and carry out an initial analysis of these centers' situations.

The second, "Relationship between Need and Curriculum", includes a discussion with the trainers on the information they found in their initial analyses. It continues with sessions in which future training is adjusted according to this data. Its main objective is to prepare the trainer to develop three training themes for use with their center staffs. (The number of training themes is extended to five in this case if participants are actually setting up programs and opting for the longer version of this training program.)

The third, "Interpretation of Change", is directed at helping the Trainers understand the changes that have occurred at the centers from a "process" perspective. They will look at how these changes were manifested and what were the factors that helped or hindered them. The main point of this seminar is to help the Trainers manage these changes.

The fourth, "Institutionalization of Change", is directed at helping the trainers understand the importance of institutionalizing changes at both the center and the institutional levels. The question that this seminar tries to answer is, "What will happen once the Training Program has ended?"

The fifth, "Experience, Future and Responsibility", is executed when the center-level training has been completed. The purpose of this seminar is to evaluate the experience and to help the Trainer see the implications of the program and its future.

PROCESS

Every seminar is composed of a number of sessions. The number and duration of each of these sessions is varied and depends on the objectives of the particular seminars and the complexity of the themes to be dealt with.

The Training of Trainers does not finish at the end of the last session of each seminar. These seminars must be understood as part of a continuous process. They have relatively little importance of their own. Because of this fact, the end of each seminar actually signals the beginning of the next two phases of the process. In these phases, called Evaluation and Follow-Up, the Trainer of Trainers assists in and evaluates the work being executed by his or her Trainers.

Before each seminar as well, there is an initial Planning phase that is as important as anything that follows it. It determines the orientation of the subsequent seminar in a way that best responds to the necessities of the participants.

Training of Center Staffs

CONTENT

After every seminar, the trainers train the staffs of their centers in two or three curricular areas which are key to the improvement of the quality of service they provide. There is a total of eight of these areas but they are clearly not the only ones that should be considered. Because of this, this

Training Program has been designed to train the Trainer in such a way that he will be prepared to work with centers in a variety of other areas as well. Before proceeding to a presentation of the themes that have been considered in this program, it is important to be aware of the fact that in some cases, priority has been given to certain themes because of various ethical criteria. The choice of health and nutrition as the first "required" theme is a case in point. The themes follow a logical sequence which will become clear during the training.

The first supplemental theme, "Tailoring Programs to People", will precede any of the others in those cases in which it is used. It was designed to help in the assessment of a community's needs and in the subsequent selection of a program option.

The second supplemental theme, "Planning Preschool Programs", will follow. It was designed to guide personnel through the delicate task of actually setting up the program they agreed to implement during the previous training.

The first required theme, "Health and Nutrition", will, in most cases, initiate this level of training. It is aimed at getting center personnel to focus their attention on the health and nutritional needs of their children. Since these are such basic needs, it is logical that any program located in a marginal area will find them relevant.

The second theme, "Room Arrangement", is aimed at improving the utilization of a center's space so that it better addresses the developmental needs of children. This theme will be dealt with this early in the program because experience has shown that physical changes often inspire changes in other areas. Arranging a center's space will result in obvious, visible changes. These will make the staff feel it is really accomplishing something and will lead them to question other related aspects of their programming for children.

The third theme, "Educational Materials", touches on the many issues related to the importance of concrete materials in educational activities. It complements and reinforces the contents of the preceding theme.

The fourth theme, "Distribution of Time", responds to issues that will arise as a result of the changes caused by the earlier training. Dividing the day into distinct periods in which certain activities are done responds to a child's need for order and security. In addition, it responds to certain needs on the parts of the adults.

The fifth theme, "Activities with Children", is aimed at increasing or improving the centers' repertoire of educational activities. This theme, like the one preceding it, responds to the needs that will arise as a result of earlier training.

The sixth theme, "Parent Participation in Center Activities", has as its aim the reinforcement of all the changes that have occurred up to this point. This will be done by involving parents in such a way that they actually "institutionalize" the changes at the center level. They will be asked to participate in center activities and will come to understand the program and value its importance. They will probably turn into the program's chief defenders.

The seventh theme, "Working in a Team", has objectives which are related to the preceding unit. It consolidates previous information and reinforces the importance of communication as a means to continue center improvement. This theme is important because it will permit the lessening of the ties connecting the center with the training institution.

The eighth theme, "The Role of the Child Care worker in Society", is the last training theme. It is aimed at getting the participants to evaluate everything that has happened since the beginning of training and to help them make plans to maintain the changes that have already occurred as well as allow for further improvement.

PROCESS

The training activities at this level are not limited to special meetings. Training is also carried out during daily work. This is done through a process that lasts about four weeks. (The process is somewhat longer in the cases of the two supplemental themes.) This time is divided into four phases which are the following:

1. A "Problematization Meeting" in which the trainers are made aware of the issues and problems related to the specific theme being treated.
2. The "Documentation Phase" in which both the trainer and the center personnel collect information to help them see what is really "happening" in their programs in a specific area. This phase generally lasts from four to five days and takes place in the centers during their regular workday.
3. The "Training Meeting" in which the trainer and the center staff meet to discuss what they have documented and to see what they can do to improve their programs in that area. The agreements they reach to actually work on these program aspects are an important part of this meeting.
4. The "Application Phase" in which all the parties involved carry out what they had earlier agreed to do. Trainers visit the centers to help the staff implement these changes. This phase lasts from ten to fifteen days and takes place in the centers during their regular workday.

The relationship between the two levels of the training process

Both levels of training evolve simultaneously. After each seminar, there is a period of about 12 weeks during which the trainers work with the child care workers on either two or three themes. (If supplemental training occurs, the period between themes will be somewhat modified.)

Training for center staffs does not start until after the second seminar. This is because the first seminar and the period that follows it are dedicated to making the preparations necessary for getting the whole system of center-level training underway.

Of course, a certain kind of training takes place from the moment of the first contact with the centers. When the trainers select centers, negotiate agreements with them and collect initial data, they are already engaged in training. It is important to keep this in mind even though the "official" training does not start until the first theme is introduced after the second seminar.

A "Training Cycle" is made up of a seminar and the period of center-level training that follows it. The completion of four complete cycles plus one final seminar takes an entire year. (If the supplemental materials are used, this duration will, of course, be extended.) Figure 1, which is found at the end of this section, presents a general picture of the training process, the objective of each cycle, the expected products, and an estimate of the time needed to complete each one.

TRAINING MATERIAL

Up to now, this explanation has focussed on the process involved in this training program. It has attempted to clarify the relationship between the two levels of training.

The actual training materials are a set of instructions and suggestions for concrete training activities at both of these levels. The set is divided into four notebooks.

The first, called "Design in Training", was designed for the trainers of trainers to help them conduct each of the training seminars.

The second, third and fourth notebooks, entitled "Improving our Centers", "Learning Together" and "A Common Task" will be used by the trainers of center staffs after the second seminar.

Earlier, it was explained that each theme was to be presented through a four-phase process. It is these phases that are explained in instructive documents called "modules". There is one module for each required theme, making a total of eight. There are two supplemental modules. The second notebook contains three required modules and both of the supplemental ones. The third includes two required modules and the fourth contains three.

The following chart presents the titles of each notebook and the titles of either the seminars they include (first notebook) or their modules (second, third and fourth notebooks).

TITLES OF NOTEBOOKS, SEMINARS AND MODULES

| | | |
|----------------------------------|---|---|
| | | 1st seminar: Analysis and Negotiation in Training. |
| | | |
| | | 2nd seminar: Relationship between Need and Curriculum. |
| | | |
| 1st notebook: Design in Training | < | 3rd seminar: Interpretation of Change |
| | | |
| | | 4th seminar: Institutionalization of Change. |
| | | |
| | | 5th seminar: Experience, Responsibility and Future. |
| | | |

| | |
|--|--|
| | Supplemental module: Tailoring Programs to People. |
| | Supplemental module: Planning Pre-school Programs. |
| 2nd notebook: Improving our Programs < | 1st module: Healthy for Learning |
| | 2nd module: A Stimulating Atmosphere |
| | 3rd module: Creating Materials |
| | 4th module: A Day with the Children |
| 3rd notebook: Learning Together < | 5th module: Doing and Learning |
| | 6th module: Parents are a Support |
| 4th notebook: A Common Task < | 7th module: We Work Better Together |
| | 8th module: How We Have Changed |

The first notebook is used throughout the process of training trainers. Each of its seminars initiates a training cycle. The second, third, and fourth notebooks are used successively. After the second seminar, the modules included in the second notebook are implemented. After the third seminar, it is the modules included in the third notebook. After the fourth seminar, the fourth notebook of modules is used. The fifth seminar ends the training process and is not complemented by any modules.

The following chart explains this relationship graphically. It shows the timing of the seminars included in the first notebook in relationship to the modules included in the second, third and fourth. Notice that the first seminar is not followed by modules. That is because the activities realized at its conclusion are of a different nature. (They are the selection of centers, the negotiation of agreements and the initial analysis of their situations.)

The seminars and modules are instructional documents. They present suggested activities and instructions for their further development in order to accomplish certain goals. Besides that, they guide the process of planning, development and evaluation of training activities at both levels.

To facilitate their use, both the seminars and the modules have been divided into two parts. They are (1) the Trainer's Manual and (2) the Workbook.

The Trainer's Manual presents the instructions for developing the actual training activities. These instructions are more or less similar in both the seminars and the modules. In both cases, there is a section in which the content is explained and a section in which the execution of activities is presented. The section which varies slightly is the one entitled, "Support Materials."

In the seminars, the support materials include documents and worksheets to facilitate the trainer of trainers' execution of the seminars. In some cases, this section includes worksheets which the participants will use but which, for one reason or another, they will not be asked to read ahead of time.

In the case of the modules, the support materials contain documents and worksheets that will be used as much by the trainer as by the center staffs.

The Workbook contains worksheets which the participants will use directly. In the case of the seminars, this workbook contains documents and worksheets which will be used during the sessions. In the case of the modules, the workbook will serve more as a journal. The participants will fill it in to document their personal training experiences.

REQUIREMENTS TO START THE PROGRAM

The successful implementation of the program is directly related to the number of participants trained. This is true at both levels of training:

Training of trainers

The program is designed for one master trainer to train over the period of one year a maximum of 10 trainers. This is recommended for the following reasons:

- To accomplish the objectives of the group activities, the group should have 6-10 participants. This will allow the best interchange of ideas and opinions.
- This process requires that the trainer be constantly aware of the needs of the participants, and this will be very difficult in a very large group.
- Each trainer-in-training will work with about 4 programs. If there are 10 of these trainers, this means that their trainer will end up working indirectly with about 40 centers. That is plenty!

Training of child care workers

At this level, each trainer being trained is responsible for training the staff of four child care programs. The reasons for selecting four as the number of programs that participate include:

- Choosing fewer than four programs wouldn't allow the trainer experience in varied settings and with a variety of people.
- Selecting more than four programs would distort the training process, by making it impossible for the trainer to observe in each of them. The structure of the training program requires that each trainer spend time observing in each child care program during each training cycle, to document the areas that need improvement and to observe the progress of each child care worker in implementing changes. The periods in which trainers observe are limited to one week in length. Planning, implementing and evaluating observations in more than four programs in one week would be difficult.

- Selecting more than four programs could make the size of the training group unmanageable. The training process involves the different levels of child care staff. Since the number of participants per center could easily exceed 10, and the resultant number to be trained over 40, these suggested limits on participation should be observed.

If it is not possible for each trainer to work with four centers, than other solutions will have to be found, keeping the above considerations in mind.

ASPECTS TO CONSIDER WHEN CALCULATING THE BUDGET

Trainer of Trainer's Program - The cost of the following items should be taken into account:

- o Salary of the trainer
- o Equipment and printed materials necessary for each trainer of trainers:
 - Tape recorder
 - Slide projector
 - Camera to assist with the documentation of the training process
 - Ten complete sets of the training series, Framework for Quality, one set for each trainer. Each notebook will be distributed during the seminar in which it is introduced, with the exception of the notebook for training trainers, Design in Training, which will be given out on completion of the training course.
- o Production of training notebooks for each seminar. For each training seminar the master trainer will produce a training notebook for each participant. The contents of the notebooks will include the agendas for each session and support materials. Each trainer will need a total of fifty folders (1 folder for each participant in each training seminar, 10 participants x 5 seminars = 50 folders), plus a budget for the reproduction of approximately 1500 pages (30 pages per seminar x 5 seminars x 10 participants = 1500 pages).
- o Transportation. Each trainer of trainers will visit all of the 40 child care programs participating in the training program once during each of the four, 12 week training cycles. The budget for transportation should include the cost of these visits.

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Training of Child Care Staff

o Equipment and other materials necessary for each trainer of child care workers. We suggest that a meeting take place with all the groups involved (sponsoring agencies, parents, ministries, center staff) to see how they can help (with materials, money, time) the development of this program.

- Tape recorder
- Slide projector
- Camera

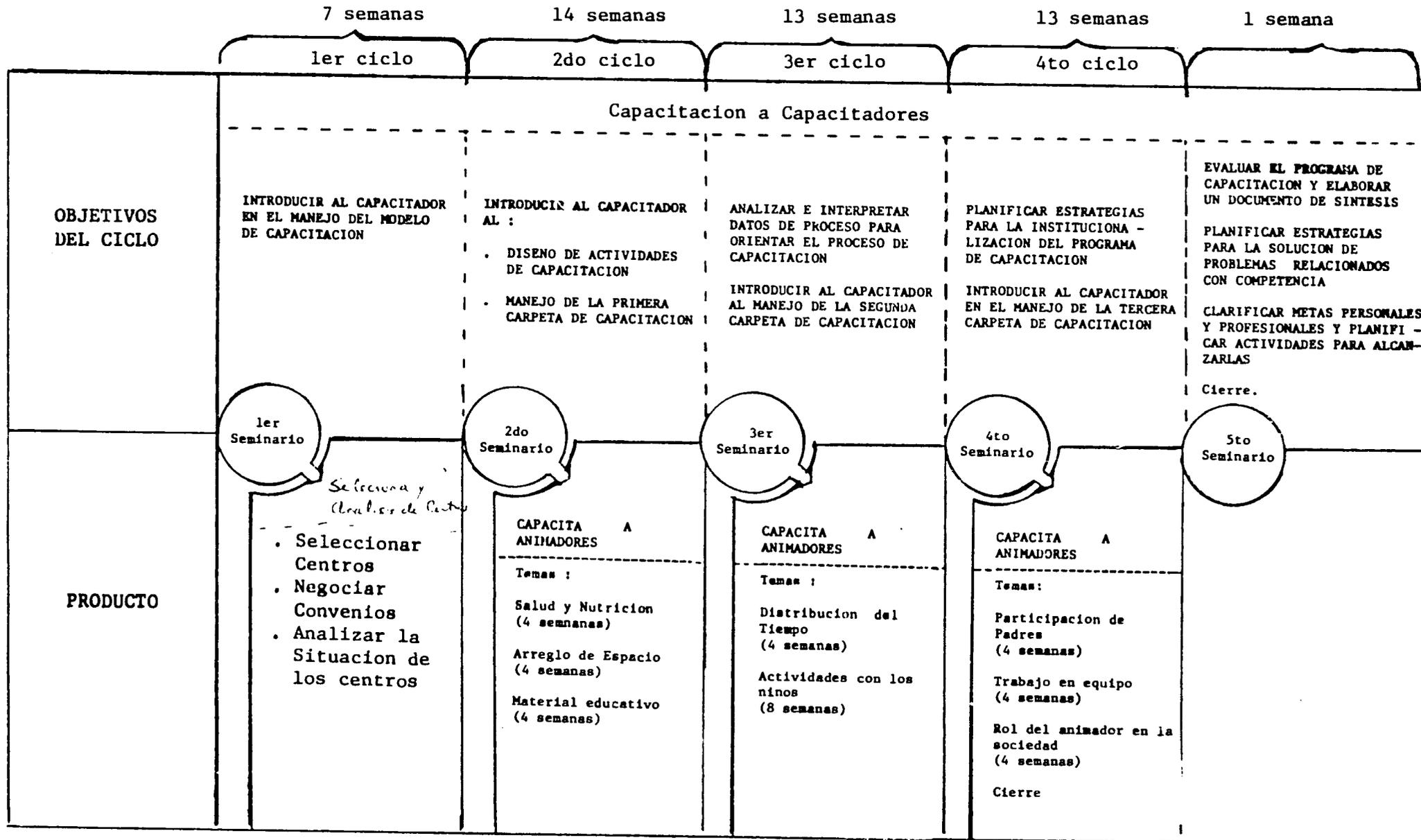
NOTE: If there is not enough money to buy this equipment for each trainer, perhaps 3 or 4 trainers can share the materials.

o Production of a workbook for each participant. Each staff member of the participating child care programs will receive a notebook at the beginning of the training program. For each training topic the trainer will reproduce workbook pages for the participants to use during the training. Each trainer will need a budget for a workbook for each participating staff member, as well as a budget for duplication costs.

o Transportation. Each trainer will visit child care program 2 times per 4 week period, during the year long project. This comes to a total of 16 visits to each program over the course of the year, for a total of 64 visits.

o Equipment for each child care program. A budget should be estimated that will allow for the providing each program with basic classroom furniture, (tables, chairs, shelves) and enough materials to allow child care staff to set up learning centers for the children. This budget does not have to be excessive, but needs to cover basic materials to provide the children in each program with learning experiences.

PROCESO DE CAPACITACION (1 año)



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MATERIAL DE CAPACITACION

Hasta el momento la explicación se ha centrado en el diseño de programa en términos de proceso. Nuestro interés se ha enfocado a entender cuál es el proceso de capacitación y la relación entre la capacitación a nivel de capacitadores y capacitación a nivel de animadores.

Ahora, con el fin de concretar este proceso en actividades prácticas de "uso inmediato", el programa incluye un juego de materiales escritos donde se presentan básicamente instrucciones y sugerencias para desarrollar el proceso de capacitación en ambos niveles. Este material escrito se compone de cuatro carpetas (pioner o folder).

La primera titulada "Diseño en capacitación" es la que utilizará el capacitador de capacitadores para realizar cada uno de los seminarios.

La segunda, tercera y cuarta carpetas tituladas "Mejorando nuestros centros", "Aprendiendo juntos" y "Una tarea común" serán utilizadas por el capacitador de animadores después del segundo seminario.

Se dijo anteriormente que para trabajar cada tema se sigue un proceso de cuatro fases. La explicación de cómo trabajar cada fase en relación a los diferentes temas se presenta en un documento instructivo que llamamos "módulo". En este sentido, existen ocho módulos (uno para cada tema). La segunda carpeta contiene tres, la tercera dos y la cuarta tres.

El siguiente cuadro presenta los títulos de cada carpeta y los títulos de los seminarios (para el caso de la primera carpeta) y módulos (para el caso de la segunda, tercera y cuarta).

TITULOS DE CARPETAS, SEMINARIOS Y MODULOS

| | | |
|---------------------------------------|----------------|--|
| | 1er seminario: | Análisis y negociación en capacitación |
| | 2do seminario: | Relación de necesidad y currículum |
| 1ra Carpeta: Diseño en capacitación | 3er seminario: | Interpretación de cambio |
| | 4to seminario: | Institucionalización de cambio |
| | 5to seminario: | Experiencia, responsabilidad y futuro |
| | 1er módulo: | Sanos para aprender |
| 2da carpeta: Mejorando nuestro centro | 2do módulo: | Un ambiente estimulante |
| | 3er módulo: | Creando materiales |

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| | | |
|---------------------------------|---|--------------------------------------|
| 3ra carpeta: Aprendiendo juntos | < | 14to módulo: Un día con los niños |
| | | 15to módulo: Hacer y aprender |
| | | 16to módulo: Los padres son un apoyo |
| 4ta carpeta: Una tarea común | < | 7mo módulo: Juntos trabajamos mejor |
| | | 18vo módulo: Cuánto hemos cambiado |

La primera carpeta se usa a lo largo del proceso de capacitación a capacitadores. Cada seminario inicia un ciclo de capacitación. La segunda, tercera y cuarta se utilizan sucesivamente. En otros términos, después del segundo seminario se deben aplicar los tres primeros módulos contenidos en la segunda carpeta. Después del tercer seminario los dos módulos contenidos en la tercera carpeta, y después del cuarto los tres últimos módulos contenidos en la cuarta carpeta. El quinto seminario cierra el proceso de capacitación.

El cuadro que presentamos a continuación explica esto gráficamente. Se presenta la relación entre los seminarios contenidos en la carpeta 1 y el momento en que se van a usar las carpetas 2, 3 y 4. Note que después del Seminario 1 no hay material escrito, esto porque después de éste las actividades que realizarán los capacitadores no lo requiere (selección de centros, negociación de convenios y análisis de situación inicial).

Los seminarios y módulos son en realidad los documentos intructivos. En ellos se presentan sugerencia de actividades e indicaciones de cómo desarrollarlas para lograr determinados objetivos. Además de esto se orienta el proceso de planificación, desarrollo y evaluación de las actividades de capacitación en ambos niveles.

Para facilitar su rápida utilización, tanto en el caso de los seminarios como en el de los módulos, la información se ha organizado en dos partes: (1) Manual del capacitador (2) Cuaderno de trabajo.

En manual del capacitador se presentan las intrucciones para desarrollar las actividades de capacitación en sí. Las secciones contenidas dentro de este manual, tanto para caso de los seminarios como el de los módulos, son más o menos similares. En ambos casos hay una sección donde se describe el contenido y otra donde se orienta la ejecución misma de las actividades. La sección donde hay diferencias es la referida a Material de Apoyo.

En el caso de los seminarios, dentro de Material de Apoyo se encuentran documentos y hojas de trabajo dirigidos al capacitador de capacitadores para ayudarlo en la realización del seminario. En algunos casos, esta sección contiene hojas de trabajo que serán utilizadas por los participantes pero que por una u otra razón no se ha considerado conveniente que sean leídas por ellos anticipadamente.

En el caso de los módulos, la sección de Material de Apoyo contiene documentos y hojas de trabajo que serán utilizados tanto por el capacitador como por el animador y personal del centro.

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MATERIAL DE CAPACITACION A NIVEL DE CAPACITADORES Y ANIMADORES

| | | | | | |
|-------------------------------------|--|---|---|---|--|
| <p>CAPACITACION A CAPACITADORES</p> | <p>1ra Carpeta : DISENO EN CAPACITACION</p> | | | | |
| | <p>1er SEMINARIO ANALISIS Y NEGOCIACION EN CAPACITACION</p> | <p>2do SEMINARIO RELACION DE NECESIDAD Y CURRICULUM</p> | <p>3er SEMINARIO INTERPRETACION DE CAMBIO</p> | <p>4to SEMINARIO INSTITUCIONALIZACION DE CAMBIO</p> | <p>5to SEMINARIO EXPERIENCIA FUTURO Y RESPONSABILIDAD</p> |
| <p>CAPACITACION A ANIMADORES</p> | <p>2da Carpeta MEJORANDO NUESTRO CENTRO</p> <p>1er MODULO SANOS PARA APRENDER</p> <p>2do MODULO UN AMBIENTE ESTIMULANTE</p> <p>3er MODULO CREANDO MATERIALES</p> | | | <p>3ra Carpeta APRENDIENDO JUNTOS</p> <p>4to MODULO UN DIA CON LOS NINOS</p> <p>5to MODULO HACER Y APRENDER</p> | <p>4ta Carpeta UNA TAREA COMUN</p> <p>6to MODULO LOS PADRES SON UN APOYO</p> <p>7mo MODULO JUNTOS TRABAJAMOS MEJOR</p> <p>8vo MODULO CUANTO HEMOS CAMBIADO</p> |

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En cuaderno de trabajo se encuentran hojas de trabajo para uso directo del participante. En el caso de los seminarios, en este cuaderno están los documentos u hojas de trabajo que se utilizarán durante las sesiones. En el caso de los módulos, el cuaderno de trabajo tiene más el sentido de un diario. Los participantes lo llenan para documentar el proceso de capacitación en relación a su experiencia personal.

2023

REQUISITOS PARA PONER EN PRACTICA EL PROGRAMA

En relación al número de participantes en ambos niveles de capacitación:

Capacitación a capacitadores

El programa está diseñado para que un capacitador prepare a un máximo de 10 capacitadores. Las razones son las siguientes:

- El proceso requiere constante disposición del capacitador para orientar a los participantes y, si son muchos, el capacitador no podrá atenderlos a todos.
- Las dinámicas de grupo que se proponen en las sesiones se logran de manera efectiva con un máximo de 6 a 10 participantes por grupo. De esta manera hay mayores posibilidades de intercambio de opiniones y comentarios.

Capacitación a animadores

El programa a este nivel está diseñado para que un capacitador asuma la responsabilidad de capacitar cuatro centros. En este caso, las razones mencionadas anteriormente también son importantes pero existen otras, éstas son:

- El proceso de documentación tiene una duración de 4 a 5 días durante los cuales el capacitador deberá visitar cada centro. En algunos casos, las visitas serán largas. Si hay más de 4 centros involucrados en el proceso, el capacitador no podrá desarrollar las acciones tal como se plantean durante esta fase.
- Debido a que en el proceso de capacitación se deben involucrar los diferentes niveles que hacen posible el funcionamiento del centro, el número de participantes por centro puede alcanzar 10 personas. Cuatro centros significaría 40 participantes a cargo de un capacitador, lo cual es más que suficiente.

Si no fuera posible limitar el número de centros, habrá que buscar otra solución, ya sea en cuanto a tiempo o a personal. En todo caso se debe decidir lo más adecuado según las circunstancias.

ASPECTOS PARA CALCULAR EL PRESUPUESTO

En cuanto al programa de capacitación a capacitadores

- Salario del capacitador
- Equipamiento y material escrito necesario para cada capacitador de capacitadores:
 - Grabadora cassette
 - Proyector de diapositivas
 - Máquina fotográfica para documentar la capacitación
 - Cincuenta folders en total (1 folder por participante en cada seminario: Diez participantes y cinco seminarios hacen un total de 50).
 - 10 juegos completos (uno para cada capacitador) de materiales de capacitación para animadores, es decir 3 carpetas de capacitación a animadores. (Cada carpeta se entregará durante el seminario que las introduce.)
 - 10 juegos de la primera carpeta "Diseño en capacitación". Esta se entregará al final de la capacitación.
- Duplicación de hojas de trabajo o resúmenes. Es decir, el material que se encuentra bajo Cuaderno de Trabajo dentro de cada seminario. Este material se colocará en un folder para entregarse a los participantes durante el inicio del seminario.
- Transporte: Cada capacitador de capacitadores, durante las visitas de seguimiento, deberá visitar los centros con los cuales el capacitador de animadores está trabajando. Si son 4 centros por capacitador, y 10 capacitadores a su cargo, significa aproximadamente 40 visitas por ciclo (12 semanas). Debe calcularse un presupuesto que cubra el costo de transporte para realizar estas visitas.

En cuanto al programa de capacitación a animadores de los centros

- Equipamiento y material necesario para cada capacitador de animadores*
 - Grabadora cassette
 - Proyector de diapositivas

* Sugerimos que se reúnan con todos los grupos involucrados (instituciones auspiciadoras, padres de familia, ministerios, personal de centros) para ver que pueden aportar (tiempo, materiales, dinero) al desarrollo de este programa.

- Máquina fotográfica

NOTA: Si no hay presupuesto para financiar el costo de una grabadora, proyector y máquina fotográfica para cada capacitador, deberá buscarse la forma de que cada 3 o 4 capacitadores utilicen el mismo equipo.

- Cuaderno del animador para cada participante

- Duplicación de hojas de trabajo y resúmenes que se encuentran bajo Material de Apoyo en cada módulo.

Duplicación de la sección Cuaderno de Trabajo en relación al número de participantes. Este se reparte al inicio del proceso de capacitación en cada tema.

- Transporte: Si fuera necesario, deberá calcularse un presupuesto mínimo que cubra el gasto de transporte para realizar las dos visitas que debe hacer el capacitador a cada centro durante un periodo de 4 semanas. Esto significa 16 visitas durante el año a cada centro y un total de 64 visitas (considerando los cuatro centros).
- Equipamiento de cada centro: Conviene calcular también presupuesto para equipar cada centro ya sea con mobiliario o material básico necesario. Muchas veces conviene comprar la materia prima e involucrar a diferentes grupos en la elaboración del mobiliario o material necesario.

CARPETA I
DISEÑO EN CAPACITACION
PROYECTO NUESTROS NIÑOS

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1 pag Reconocimientos.

1. pag Agencias involucradas

INTRODUCCION AL PROGRAMA DE CAPACITACION

El siguiente programa, "Marcos de calidad", tiene como meta mejorar la calidad de servicios de programas de atención al niño menor de seis años.

Un programa* es de alta calidad cuando ofrece servicios que responden al mayor número de necesidades del desarrollo infantil. Tiene las siguientes características:

- Satisface las necesidades de alimentación, salud y educación de los niños.
- Es considerado necesario en las comunidades donde funciona. Presenta continuidad con los patrones culturales y trata de adaptarse a ellos sin disturbarlos o desplazarlos.
- Está bien organizado, administrado, coordinado y equipado.
- Involucra a los padres de familia y a los miembros de la comunidad.
- Utiliza recursos de la comunidad.
- Brinda servicios que estimulan a los niños.
- Motiva la interacción entre las diferentes personas y niños que forman parte del programa.
- Realiza evaluación periódica con el fin de mejorar el servicio.

Durante las últimas décadas, los países en vías de desarrollo han implementado programas para atender las necesidades de la población infantil. Generalmente estos programas cumplen con algunas de estas características pero descuidan otras. Por ejemplo, hay programas que solamente atienden aspectos relacionados con salud y alimentación. ¿Es esto suficiente para asegurar la integridad en el desarrollo del niño?

Un programa será de alta calidad si, además de brindar un buen servicio, está relacionado con la estructura cultural, social y económica de la población donde funciona. En estos términos, la capacitación es el elemento a través del cual se pretende intervenir en programas de servicio para mejorarlos. Capacitación es una forma de intervención social y, como tal, supone interés en producir algún tipo de cambio.

En el caso específico de este programa, la capacitación se basa en cuatro principios. Estos constituyen el marco teórico que orienta la estrategia de capacitación.

* Cuando decimos programa nos referimos a cualquier modalidad de programa que ofrece servicios al niño pequeño y su familia y que funciona en centros. Estos centros pueden ser preescolares, formales o no formales, de cuidado diario, o guarderías infantiles.

PRINCIPIOS QUE GUIAN LA CAPACITACION

El primer principio sitúa la capacitación como una forma de motivar cambio. Mejorar implica cambiar una situación. Esta idea requiere entender qué es "cambio" y cuál es su relación con capacitación. Cambio es un concepto inseparable al hombre y su historia. Todo cambia, las personas, los trabajos, las escuelas. Pero, ¿cuál es su proceso y en qué va a ayudar al capacitador entender este proceso?

Esta es la pregunta fundamental que trata de responder el primer principio. Para ello, en él se diferencia lo que es cambio imprevisto y cambio planeado. La capacitación se ubica como una forma de cambio planeado que implica también cambios imprevistos. Este es el primer aspecto que debe tener en mente un capacitador. Por otro lado, si sabemos que el proceso de cambio se produce a través de las etapas de reconocimiento, adopción, implementación e internalización, y que efectos tanto en la estructura vertical (de poder) como en la horizontal (funcionamiento) ocurren en diferentes niveles (personal, grupal, organizacional, etc.), ¿no cree que el capacitador podrá guiar y orientar el proceso de cambio de manera más efectiva?

Ahora pretendemos mejorar la calidad de programas de servicio. ¿Qué entendemos por programas de servicio?

La respuesta a esta pregunta es parte del segundo principio. La capacitación se basa en la idea de que todo programa de servicio es más que un cierto número de personas que dan servicios a cierto número de niños, en determinado lugar y bajo ciertas condiciones. Todo programa de servicio es un complejo sistema de interrelaciones. Es fundamentalmente dinámico, está en constante cambio, tiene una historia, es parte de un sistema social más amplio, y tiene una jerarquía estructural donde se identifican diferentes niveles de autoridad y funciones.

Todo programa funciona por acción de los miembros que lo conforman. El comportamiento de éstos está controlado por reglas o normas, explícitas e implícitas. Las normas definen cuál es el universo de comportamientos aceptables.

Además, los miembros del sistema tienden a interpretar las normas a su manera. Las interpretaciones se traducen en comportamientos que son aceptables si se encuentran dentro de ciertos márgenes de tolerancia — siempre que no pongan en peligro "la estabilidad del sistema". A esta relación entre norma-interpretación-comportamiento la llamamos "marcos de trabajo".

Mejorar la calidad de un programa implica cambio en los "marcos de trabajo". No se trata tan sólo de compartir información, ofrecer ayuda técnica o modificar una norma. Más allá de esto, supone cambio en la forma de entender e interpretar la norma (ya sea por los individuos, grupos u organizaciones).

Este propósito supone una estrategia. En el programa de capacitación la reflexión y negociación son procesos claves que orientan la capacitación. No son sólo técnicas de capacitación, sino más bien una actitud que debe mantenerse durante todo el proceso de capacitación. Supone acuerdos de trabajo, evaluación constante y respeto del juicio y voluntad del individuo para cambiar.

La tarea del capacitador dentro de esta perspectiva no es sencilla. Debe buscar consensos de trabajo, comprender la forma en que se manifiestan los cambios, establecer credibilidad, motivar la auto-independencia y auto-renovación, sentirse parte del sistema social donde trabaja y entender la cultura del sistema. Debe ser antropólogo e investigador. En síntesis, debe ser "agente de cambio".

DESCRIPCION DEL PROGRAMA DE CAPACITACION

El programa de capacitación dura un año, sin embargo, siempre es necesario considerar un tiempo extra para actividades que no se hayan podido realizar dentro del tiempo previsto.

Está dirigido a:

a) Capacitadores de cualquier organización pública o privada preocupados por mejorar la calidad y/o extensión de los servicios de centros en funcionamiento para la atención del niño menor de 6 años, especialmente:

- Dirigentes o administradores asociados con organismos del gobierno e instituciones privadas
- Personal de programas de educación inicial, salud pública, trabajo social, desarrollo comunitario, etc.
- Educadores o investigadores que trabajan en los campos de educación comparativa, desarrollo del niño y la familia, desarrollo social, etc.

b) Personal que trabaja en centros de atención al niño menor de 6 años. El programa exige la participación de "todo" el personal en las actividades de capacitación esto es:

- Personas que ocupan cargos directivos: Directores, coordinadores
- Personas que atienden directamente a los niños: Animadores, cuidadores, auxiliares, padres de familia
- Personas encargadas de otras funciones relacionadas de alguna manera con la actividad del centro. Por ejemplo, cocinera, personal de limpieza, portero, etc.

La capacitación considera dos niveles:

- Capacitación a capacitadores
- Capacitación a animadores y personal del centro

Capacitación a capacitadores

Se realiza a través de seminarios. Estos tienen el objetivo de preparar al capacitador para que planifique, desarrolle y evalúe el proceso de capacitación a animadores y personal del centro. Los seminarios duran de una a dos semanas y se realizan cada dos o tres meses.

Estos en total son cinco:

CONTENIDO El primero, "Análisis y negociación en capacitación", tiene el objetivo de introducir los principios de capacitación y realizar actividades que ayuden al capacitador en el proceso de selección y análisis de situación en los centros.

El segundo, "Relación de necesidad y currículum", tiene el objetivo de discutir con los capacitadores la información sobre análisis de situación y en base a ésta presentar y reajustar el diseño de capacitación a animadores. Lo importante es preparar al capacitador para que desarrolle tres temas de capacitación con animadores.

El tercero, "Interpretación de cambio", tiene el objetivo de que los capacitadores entiendan los cambios ocurridos en los centros desde la perspectiva de proceso — cómo se han manifestado y cuáles son los factores que lo facilitan o dificultan. Lo importante de este seminario es ayudar al capacitador a enfrentar y manejar los cambios motivados por la capacitación.

El cuarto, "Institucionalización de cambio", tiene el objetivo de que los capacitadores entiendan la importancia de institucionalizar los cambios tanto a nivel de centro como institución para la que trabajan. La pregunta que se trata de responder en este seminario es ¿qué va a suceder cuando el programa de capacitación haya terminado?

El quinto, "Experiencia, futuro y responsabilidad", se realiza cuando la capacitación a nivel animadores y personal del centro ha terminado. El objetivo de este seminario es evaluar la experiencia y plantear situaciones que ayuden al capacitador a enfrentar las implicancias del programa y su futuro en sí.

PROCESO Cada seminario se realiza a través de sesiones. El número y duración de cada una es variado, depende de los objetivos del seminario y la amplitud de los temas o aspectos que se trabajan.

Por otro lado, la capacitación a capacitadores no se acaba cuando se realiza la última sesión de cada seminario. Tenemos que entender los seminarios dentro de un proceso continuo. Estos, por sí solos, no son lo más importante. En este sentido, después de cada seminario, el capacitador de capacitadores necesita evaluarlo, anotar los acuerdos y visitar al capacitador para orientarlo y ayudarlo durante su trabajo. Estas etapas se conocen como Evaluación y Seguimiento.

Lo mismo sucede antes de cada seminario. Hay una etapa inicial de planificación que es igualmente importante a las demás. De ella depende en gran parte la orientación que va a tener el seminario con el fin de responder a las necesidades de los participantes.

Capacitación a animadores y personal del centro

CONTENIDO Después de cada seminario, los capacitadores capacitan a animadores en dos o tres temas que se consideran como claves para lograr mejorar la calidad de servicio en un centro. En total los temas de capacitación son ocho. Ciertamente no son los únicos que debe considerar un programa de capacitación. Hay muchos otros aspectos que también son importantes. Con esta idea en

mente, el programa no sólo se ha diseñado para que el capacitador adquiriera habilidad en trabajar tan sólo estos temas, más allá de eso, se pretende que el capacitador sea capaz de trabajar cualquier otro aspecto.

Antes de presentar los temas considerados en el programa, es importante tomar en cuenta que en algunos casos se ha dado prioridad a ciertos temas por criterios de tipo ético. El caso de salud y nutrición como primer tema de capacitación es un ejemplo. Por otro lado, todos ellos siguen un secuencia cuya lógica es parte de la estrategia de capacitación.

El primer tema, Salud y nutrición, inicia la capacitación a este nivel. El objetivo es que el personal del centro enfoque su atención en aspectos relacionados con salud y alimentación del niño. Si éstas son necesidades básicas, ¿no cree que todo programa dirigido a población de áreas marginales debe trabajar estos aspectos?

El segundo tema, Arreglo de espacio, está orientado a mejorar la utilización del espacio en relación a necesidades de desarrollo del niño. ¿Por qué segundo? Generalmente en experiencias de cambio sucede que aquellos temas relacionados con cambios físicos motivan cambios en otros aspectos. Arreglar el espacio supone cambios visibles que además de levantar el optimismo, iniciarán el cuestionamiento en aspectos relacionados.

El tercer tema, Material educativo, abarca aspectos relacionados con utilidad e importancia del material en actividades educativas. Complementa y refuerza los contenidos del tema anterior.

El cuarto tema, Distribución del tiempo en un horario, responde a necesidades que surgirán a partir de los cambios motivados por los temas anteriores. ¿En qué momento conviene que los niños hagan esto o lo otro?. El señalar períodos de tiempo para hacer una u otra actividad responde a una necesidad de orden y seguridad. Esto es importante tanto para los adultos como para los niños.

El quinto tema, Actividades con los niños, tiene el objetivo de ampliar el repertorio de actividades educativas o mejorarlas en función al beneficio que pueden ofrecer al niño. Este tema responde también a necesidades que surgirán después de trabajar en el tema anterior.

El sexto, Participación de padres en las actividades del centro, tiene el propósito de afianzar los cambios realizados hasta el momento involucrando de una manera activa a los padres de familia. El trabajo en este aspecto plantea la institucionalización del programa a nivel de centro. Si los padres de familia y comunidad están directamente "involucrados" en las actividades, las entienden y valoran su importancia, ¿no cree que es un medio de mantener los cambios realizados y continuar mejorando?

El séptimo, Trabajo en equipo, tiene objetivos relacionados con el tema anterior. Consolida lo realizado y refuerza la importancia de la comunicación como medio para continuar mejorando. Este tema es importante porque además permitirá disminuir los lazos de dependencia del centro con la institución capacitadora.

El octavo tema, Rol del animador en la sociedad, es el último tema de capacitación. El objetivo es evaluar con los participantes lo ocurrido desde el inicio de la capacitación y definir planes que ayuden a mantener los

cambios y continuar mejorando. Este tema es importante porque significa capacitar al personal del centro a enfrentar su futuro una vez que haya terminado el programa.

Ahora, el diseño de actividades para la capacitación a este nivel no se limita a reuniones o sesiones. La capacitación se realiza también durante el trabajo mismo. En este sentido un tema se desarrolla a través de un proceso que tiene generalmente cuatro semanas de duración. Este proceso consta de cuatro fases que consisten en lo siguiente.

1. Una reunión de problematización donde el objetivo es tomar consciencia de los problemas e implicancias relacionados con el tema en particular.
2. Etapa de documentación, donde tanto el capacitador como el personal del centro recogen información que les ayude a "investigar" lo que sucede y por qué. Esta etapa generalmente dura de cuatro a cinco días y se realiza en los centros durante las horas de trabajo.
3. Reunión de capacitación, donde capacitador y personal de centros se reúnen para discutir lo "investigado" y presentar información que ayude a hacer algo al respecto. Los acuerdos que definen qué es lo que cada parte se puede comprometer a hacer para solucionar un problema es uno de los aspectos importantes en esta reunión.
4. Etapa de aplicación, donde cada parte realiza lo que se comprometió a hacer. Esta etapa dura de diez a quince días aproximadamente y se realiza durante el trabajo mismo. Los capacitadores en este momento visitan los centros con el fin de ayudar al personal a implementar los cambios.

Relación entre los procesos de capacitación en ambos niveles

La capacitación a ambos niveles se desarrolla simultáneamente. Después de cada seminario hay un período intermedio de aproximadamente 12 semanas durante el cual los capacitadores trabajan dos o tres temas de capacitación con animadores.

El primer tema de capacitación con animadores se inicia después del segundo seminario. Esto porque el primer seminario y el período que le sigue están orientados a "preparar" lo necesario para iniciar la capacitación a animadores propiamente dicha.

Es cierto que capacitación se da desde el primer contacto con el centro, es decir, durante el período anterior al segundo seminario. Cuando los capacitadores seleccionan centros, negocian convenios y recogen datos de línea base se está ya capacitando. Esto es importante de tener en mente, sin embargo, con el fin de hacer más comprensible la explicación. Cuando hablamos de "inicio de proceso de capacitación a animadores" nos estamos refiriendo al período en el que se trabaja el primer tema de capacitación (segundo ciclo).

Un seminario más el período que le sigue inmediatamente después constituye un ciclo. Durante un año se desarrollarán cuatro ciclos completos. El proceso finaliza con un seminario. El cuadro 1 que se encuentra al final de esta sección presenta la figura general del proceso de capacitación, el objetivo de cada ciclo, el producto que se espera obtener y una aproximación del tiempo requerido (semanas) para realizar cada ciclo.

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TRAINING PROCESS 1 year and 2 months

| | 5 weeks | 26 weeks | 11 weeks | 14 weeks | 1 week |
|------------------------------|---|--|--|---|---|
| | 1st cycle | 2nd cycle | 3rd cycle | 4th cycle | |
| TRAINING OF TRAINERS | First Notebook: DESIGN IN TRAINING | | | | |
| | FIRST SEMINAR Analysis and Negotiation in Training (2 weeks) | SECOND SEMINAR Relationship of Need and Training (2 weeks) | THIRD SEMINAR Interpretation of Change (1 week) | FOURTH SEMINAR Institutionalization of Change (1 week) | FIFTH SEMINAR Experience, Future, and Responsibility (1 week) |
| TRAINING OF CHILD CARE STAFF | SELECT AND ANALYZE PROGRAMS | | Second Notebook: IMPROVING OUR PROGRAMS | | Third Notebook: LEARNING TOGETHER |
| | Select Centers Negotiate Agreements Analyze Situations in the Programs (3 weeks) | Tailoring Programs to People (8 weeks) Planning Early Child Programs (8 weeks) Health & Nutrition (4 weeks) Room Arrangement (2 weeks) Educational Materials (2 weeks) | Distribution of Time (2 weeks) Activities with Children (8 weeks) | Fourth Notebook: A COMMON TASK MODULES Parent Participation (5 weeks) Working in a Team (4 weeks) The Role of the Child Care Worker in Society (4 weeks) Closing | |

ATTACHMENT 2

MEMORANDUM

To: David Herrell, Sarah Manning, Marta Quiñones and Jim Hostetler
From: Jackie Kann
Re: Proposed plan for implementation of Training Materials prepared by
High/Scope
Date: October 30, 1985

Through its A.I.D.-funded project, "Children in Development", the High-Scope Foundation has developed a training program for child care workers in developing countries. On October 7 and 8, meetings were held between Jackie Kann of the High/Scope Foundation and various members of the program staff of the Christian Children's Fund* to discuss possible procedures for the implement-ation of a special version of this training program developed for CCF. The following document is a distillation of these discussions in the form of a specific proposal for the use of the materials.

With the completion of these materials and the attached concrete suggestions for their use, High/Scope will have completed its obligation to Christian Children's Fund to

...develop a series of training materials that Christian Children's Fund (could) use for orienting affiliated project communities interested in developing and implementing programs focussing on children aged 0-6.

It is hoped that the implementation of these materials will have far-reaching effects on the lives of the youngest children CCF serves.

*

Sarah Manning and Marta Quiñones participated in the two meeting sessions. Jim Hostetler and David Herrell participated in Monday afternoon's meeting.

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**PROPOSED PLAN
FOR USE OF TRAINING MATERIALS
IN EARLY CHILDHOOD PROGRAMS
AFFILIATED WITH CHRISTIAN CHILDREN'S FUND PROJECTS**

Traditionally, Christian Children's Fund has served children above the age of six in its worldwide programs. Younger children have benefited from OCF's presence in their communities, but have done so somewhat incidentally. In the last few years, partly because of research showing the long-term benefits of programs for young children and partly because of its own experiences, OCF has come to recognize the importance of specifically serving these younger children. This new realization has caused OCF to consider ways to establish programs for this population.

The following proposal outlines a Training Program for the establishment and maintenance of services to children below the age of six in OCF-affiliated projects. This training will be delivered to OCF field office and project personnel. It is a multi-faceted program which reflects both the complexity of the issues at hand as well as OCF's commitment to going about this change in a conscientious manner that takes into account the needs of its projects. The Training Program's long term aim is to make services for younger children an integral part of all future OCF operations.

Its specific objectives are:

- o to provide OCF with a strategy for the establishment and monitoring of new project programs in the area of Early Childhood Education as well as others.
- o to train trainers in the generic skills needed to train others.
- o to familiarize trainers with the Early Childhood Education content to be transmitted to others.
- o to train project personnel in the establishment of quality programs for young children.
- o to train project personnel in the on-going development of programs for young children.

The Training Program will be transmitted through the use of a set of Training Materials which include instructions for a wide variety of training activities to be carried out and evaluated over the course of a year.

The Training Program is planned to go into effect during fiscal year 1986. That will give Field Offices time to establish the position of Trainer if they haven't already done so. This is of vital importance, since it is the Trainer who will be implementing this program at the project level as described below. The proposed timing will also allow Field Offices to complete the task of developing guidelines for Early Childhood Programs which was assigned to them at the International Staff Conference, held in April, 1985. The completion of this assignment will "lead into" this training program in a very appropriate manner.

International Training Plan

Christian Children's Fund's interest in establishing programs for younger children is not centered on any one geographic region. The lack of these sorts of programs has been felt worldwide, albeit to different extents. How this vacuum is filled will, of course, vary from region to region since it will have to respond to local expectations, customs and resources.

To fulfill CCF's aim of training its staff around the world in two years, CCF operations have been divided into five large geographical regions. They are South America, the Caribbean and U.S., Central America, Africa and Asia. In the first year of operations, two of these regions will be trained. This will leave three regions to be trained in the following year.

This program will have three major activities which will evolve at three different administrative levels. This will guarantee the transmission of information and expertise throughout the CCF system. The activities are as follows:

- o Design and Coordination of Training
- o Training of Trainers
- o Training of Project Personnel

These three activities will be closely intertwined and will overlap in time. A discussion of each component follows.

Design and Coordination of Training

This activity will result in a training system for CCF's worldwide operations. The training system will involve the participation of many distinct levels of CCF operations in one focussed effort. The Richmond office will provide the coordination for and the general supervision of the entire endeavor. The Field Offices will be involved through the participation of their Child Care Coordinators and Trainers. They, in turn, will work directly with the projects in establishing and implementing Early Childhood Education programs.

An individual contracted by CCF-Richmond for two years and designated the "Early Childhood Training Director" (E.C. Training Director) will be in charge of the design and coordination of training which is, in essence, the overriding activity of the training program. It involves the administration of the entire training effort.

In the first year of this effort, the Training Director's major task will be to validate the Training Materials so that they can be used in all the countries CCF serves. He will contract an "Early Childhood Trainer" (E.C. Trainer) to help in this effort. Since the majority of the training materials are currently in Spanish, their initial implementation will take place in South America. The E.C. Training Director will be responsible for field testing the Training Materials as well as for working with the E.C. Trainer to adapt them to the needs of CCF operations outside the South American region. Once the content has been validated, the E.C. Training Director and the E.C. Trainer will enlist the collaboration of translators.

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The Early Childhood Trainer will then implement the training in one region outside South America. The Early Childhood Training Director will supervise this effort and will incorporate any adaptations made into the final version of the Training Materials.

Training of Trainers

In order to impact the greatest number of projects and to assure the Field Offices' permanent involvement in this process, members of the Field Office staffs will be trained as trainers. Specifically, the Child Care Coordinators and the National Trainers will be trained by the Early Childhood Training Director and the Early Childhood Trainer. They will subsequently work with the projects in their countries in setting up and maintaining high-quality programs for children below the age of six. (see Model for Training of Project Personnel). The skills they will learn through their participation in the Training of Trainers will be both specific enough to be central to the difficult task of setting up quality programs for young children and general enough to be applicable in any training contexts their jobs offer.

The Trainers will be trained through a series of seminars held over the course of fourteen months. The topics of the seminars are as follows:

- o Analysis and Negotiation in Training
- o Relationship of Need and Training
- o Interpretation of Change
- o Institutionalization of Change
- o Experience, Future and Responsibility

In the initial year of operations, as mentioned briefly above, the training will be carried out by the Early Childhood Training Director in Latin America and by the Early Childhood Trainer in one other region. In the second year of this effort, the E.C. Training Director and the E.C. Trainer will make the necessary arrangements to implement parallel training in the remaining three regions of the world. They may find a way to undertake it all themselves or may hire an assistant to take over the third region.

The National Trainers will subsequently be responsible for the actual transmission of this and other information to community members. The Child Care Coordinators will participate in the Training of Trainers without this subsequent community-level work. Despite the fact that their participation will only be partial, it will nonetheless allow them to increase their knowledge of the general issues involved in ensuring quality programs for young children as well as of the specific issues being faced by the Trainers.

Training of Project Personnel

Each National Trainer will work with 4 to 5 OCF-affiliated projects. They will use the Training Materials to help these projects set up and maintain programs for children below the age of six. They will do this through the implementation of a series of Training Modules which will be conducted over a period of fourteen months. The topics of the modules are as follows:

- o Tailoring Programs to People
- o Planning Early Childhood Programs
- o Health and Nutrition
- o Room Arrangement
- o Educational Materials
- o Distribution of Time
- o Activities with children
- o Parent Participation
- o Working in a Team
- o The Role of the Child Care Worker in Society

As a result of this training, the projects will be able to organize and run their own community-based Early Childhood programs. The planning and administration skills they develop will be ones they will be able to use in many future project undertakings.

By having an "in-house" trainer take on the responsibility of training these projects, the training will be appropriate to the context in which it will be implemented. It will also be most cost-effective in that it will reach a large number of projects without the expense of outside intervention.

The individuals who will receive this training will vary from project to project. Initially, those most likely to be involved will be the directors, members of the parent committees and other interested community members. Eventually, once programs are established, this group will expand to include the people hired to provide new services planned by the community.

Duration of the Training Program

The Training Materials to be used in this effort were originally designed to improve the services of already existent early childhood programs in Latin America over the course of a year. Sections have been added to these materials to make them more relevant for OCF projects who have not traditionally run this sort of program and who need assistance in establishing them.

The entire program has been designed to last fourteen months. This is slightly longer than the twelve-month duration suggested by OCF in order to "train its staff around the world in two years" but further condensation was not possible without distorting the program's intentions. The chart on page ___ shows the overall time needed for this process and the relationship of among different aspects of the program within that timeframe.

Special Considerations for U.S. Projects

The OCF projects in the U.S. are in a different situation from those in other countries in that they have already established relationships with federally-funded Early Childhood programs such as Title XX and Head Start. Despite this fact, the modules for improving existing child care programs will be used as they are, since the issues of quality they address are as relevant in the North American situation as they are in the international one.

The modules "Tailoring Programs to People" and "Planning Early Childhood Programs" were primarily designed to be used by projects establishing programs for young children for the first time. They can also be used by projects interested in re-thinking and re-forming ongoing programs. The U.S. projects will use these modules in the second of these two ways.

As mentioned earlier, the U.S. projects will be grouped with their English-speaking colleagues from the Caribbean for the training. Because of the unique administrative structuring of OCF's U.S. effort however, the U.S. training will most probably be addressed to the Area Directors, staff members whose positions were created to respond to the special situation in the U.S.

Other Considerations

When embarking on the implementation of this training, OCF will have to consider the costs associated with contracting new training staff and adding to the responsibilities of the National Trainers and project staffs. The position of the Early Childhood Training Director as well as that of the Early Childhood Trainer are proposed as full-time positions.

Participation in the seminars and the resultant training at the project level will require at least half of the National Trainers' time. The Child Care Coordinators will also be expected to give a generous fraction of their time to supporting this effort. Translators will have to be hired.

The expenses associated with the transportation and housing necessary during each of the five Training of Trainers seminars will also be covered. Each of these seminars will require the movement of at least two people from each participating Field Office to the site of the meeting. The location of the training will rotate among the various countries involved. Transportation and other expenses related to participation in these Seminars will also be

incurred by the Early Childhood Training Director, the Early Childhood Trainer and the CCF Regional Coordinator assigned to the particular area by Richmond. This last should attend as many of the seminars as possible in order to keep abreast of what the different field offices are learning and being asked to do.

The National Project Trainers' travel costs to and from the participating projects in each country, the participants' travel costs to and from workshops for the Training of Project Staff, as well as incidental expenses incurred in their joint work will result in additional costs.

Individual projects, in conjunction with their respective Field Offices, will be responsible for the costs associated with the actual setting up and implementation of Early Childhood programs.

As noted above, during the first year of this endeavor, the training materials will be adapted and translated. They will therefore be used in "field test" form. Final renditions of the materials will not be produced until the beginning of second year, at which point provisions will have to be made for their design and lay-out. At the point when final production is undertaken, a decision will have to be made as to whether these materials will be used exclusively by CCF or by other agencies as well. This decision will affect the number and format of the materials.

ATTACHMENT E

Products of the Children in Development Project

PRODUCTS
of the
CHILDREN IN DEVELOPMENT PROJECT

Training of Trainers Manuals - created for CRS, also to be used by CCF

FRAMEWORK FOR QUALITY
(materials are in Spanish)
English Titles

TRAINING MANUAL I - TRAINING DESIGN

Seminar I: Analysis and Negotiation of Training

Opening Session - Orientation to Training program and Training Group
Session 1 - What is a Quality Program for Young Children (English)
Session 2 - What is Training? (English)
Session 3 - The Complexities of training
Session 4 - The Role of Negotiation in Training
Session 5 - The Trainer as a Researcher
Session 6 - Documenting Change in Education
Session 7 - Field Work Strategies and Techniques
Session 8 - The Organization, Analysis and Reporting of Information
Planning Session - Develop Plan of Activities for the Next seven weeks

Seminar II: The Relationship Between Need and Curriculum

Opening Session - Agenda Review
Session 1 - Presentation of Research Reports
Session 2 - Presentation of Training Proposal
The Training Process
Session 3 - Phase I - Defining the Problem
Session 4 - Phase II - Documenting the Problem
Session 5 - Phase III - Workshop presentation
Session 6 - Phase IV - Follow-up Visits
Review of Training Manual II - (Mejorando Nuestro Centro)
Session 7 - Module 1 - Healthy for Learning (Sanos para Aprender)
Session 8 - Module 2 - A Stimulating Environment (Un Ambiente Estimulante)
Session 9 - Module 3 - Creating Materials (Creando Materiales)

Session 10 - Adaptation of Training Plans to Include Institutional/
National Guidelines

Planning Session - Develop Plan of Activities for intervening weeks

Seminar III - Interpretation of Change

Opening session - Agenda Review

Session 1 - Presentation of Research Reports

Session 2 - Documentation of Process

Session 3 - Interpretation of Process Data

Review of Training Manual III - (Aprendiendo Juntos)

Session 4 - Module 4 - Scheduling a Day with Children (Un Dia con los
Ninos)

Session 5 - Module 5 - Learning by Doing (Hacer y Aprender)

Planning Session - Develop Plan of Activities for intervening weeks

Seminar IV - Institutionalization of Change

Opening Session - Agenda Review

Session 1 - Presentation of Research Reports

Review of Training Manual IV - (Trabajamos Unidos)

Session 2 - Module 6 - Parents are a Help (Los Padres son Apoyo)

Session 3 - Module 7 - We Work Better Together (Juntos Trabajamos
Mejor)

Session 4 - Module 8 - Evaluating How we have Changed (Cuando Hemos
Cambiado)

Session 5 - Strategies for Designing New Projects

Planning Session - Develop Plan of Activities for intervening weeks

Seminar V - Experience, Future and Responsibility

Opening Session - Agenda Review

Session 1 - Presentation of Research Results

Session 2 - The Results of the Training Experience

Session 3 - Competition and Collaboration

Session 4 - The Trainer - Future Responsibilities

Evaluation Session - Group Evaluation of Training Program

Closing Session - Closing Ceremony

TRAINING MANUAL II - IMPROVING OUR CENTERS (MEJORANDO NUESTRO CENTRO)

Tailoring Programs to People

Planning Preschool Programs

Module 1 - Sanos Para Aprender

Module 2 - Un Ambiente Estimulante

Module 3 - Creando Materiales

TRAINING MANUAL III - LEARNING TOGETHER (APRENDIENDO JUNTOS)

- Module 4 - Un Dia con los Ninos
- Module 5 - Hacer y Aprender

TRAINING MANUAL IV - A COMMON TASK (TRABAJANDO UNIDOS)

- Module 6 - Los Padres son un Apoyo
- Module 7 - Junto trabajamos mejor
- Module 8 - Cuando hemos cambiado

Operations Manuals

Christian Children's Fund: A Partnership for Children - Spanish

Operations Manual - "los Andes" Project - Oruro, Bolivia

Tarqui: The Care and Development of the Preschool Child - Spanish

Final Reports

A Partnership for Children - English - Christian Children's Fund

The Care and Development of the Preschool Child - Spanish - Tarqui

Our Children/Our Future: Synthesis Report - English - CRS

Audio-visual materials

Slide/cassette

- Como Usamos el Espacio?
- Los Ninos y los Materiales
- Un Dia con los Ninos
- Al Otro Lado de la Puerta
- Por Que se Enferman los Ninos?
- Nuestro Ninos/Nuestro Futuro
- Mi Mama Trabaja (Tarqui)

Filmstrips and slide/cassettes

- El Centro "La Colina"
- As Organizamos los Rincones
- Que Hacemos con los ninos?
- Tongo le Dio a Borondongo

ATTACHMENT F

Review of Interagency Service Activities

**SUMMARY OF REVIEWS AND REPORTS PRODUCED FOR
PARTICIPANTS IN THE CONSULTATIVE GROUP
SEPTEMBER 1983 to PRESENT (8/1/86)**

Reviews

Completed

1. The Utilization of Early Childhood Care and Education Programmes for Delivery of MCH/PHC Components. (November, 1985). Prepared by Judith Evans for the World Health Organization (WHO). Presented at a meeting on the same theme organized by WHO and the International Children's Centre, Paris, May 25-29, 1986.
2. Improving Program Actions to Meet the Needs of Women and Children in Developing Countries. (November, 1985). Prepared by Judith Evans for the Carnegie Corporation and presented at a seminar on "Women's Work and Child Care in the Third World", November 12, 1985.
3. Needs of Women and Their Children. (January, 1986). Prepared by Patricia Engle for the Carnegie Corporation and presented in draft form at a seminar on "Women's Work and Child Care in the Third World", November 12, 1985.
4. Effects of Early Childhood Intervention on Primary School Progress and Performance in the Developing Countries. (April, 1985). Prepared by Robert Halpern and Robert Myers for the Bureau for Program and Policy Coordination United States Agency for International Development.
5. Going to Scale. Prepared by Robert Myers for the Second Inter-Agency Meeting on "Community-based Approaches for Child Development," held October 29-31, 1984 at UNICEF Headquarters, New York. (September, 1985).
6. Analyzing Costs of Community-Based Early Childhood Development Projects. (October, 1983). A paper prepared by Robert Myers for the "Workshop on Evaluation and Costs of Early Childhood Programmes in Latin America and the Caribbean" held by UNICEF, October 17-21, 1983, Santiago, Chile.

In Progress

1. Early Childhood Development: Programme Options and Costs. In preparation by Rachelle Hertenberg and Robert Myers for the World Bank, Education and Training Division.
2. Child Care, Women's Work, and the Uses of Appropriate Technology to Improve Health and Development. In preparation by Cynthia Indriso and Robert Myers for the Rockefeller Foundation.

Summaries of Meetings

Completed

1. Women's Work and Child Welfare in the Third World: A Summary Report. (November, 1985). A report of a meeting held November 12, 1985, in conjunction with the International Center for Research on Women.

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SUMMARY OF REVIEWS AND REPORTS - Page 2

2. Going to Scale: A Summary of Report of the Second Inter-Agency Meeting on "Community-based Approaches for Child Development." (January, 1985). A report of the meeting held October 29-31, 1984 at UNICEF Headquarters, New York.

3. Background, Summary and Recommendations of an Inter-agency Workshop on "Evaluation and Costs of Early Childhood Programmes in Latin America and the Caribbean." (February, 1984). Prepared by Robert Myers. A report of a meeting organized by UNICEF, held October 17-21, 1983, Santiago, Chile.

4. Summary Report of the meeting on "Day Care as an Entry Point for MCH/PHC," Paris, May 23-30, 1986.

5. Summary Report of the meeting of Caribbean Pre-School Coordinators, Tortolla, October 28 - November 1, 1985.

In Progress

1. Summary Report of the Fourth Asian Workshop on "Child and Adolescent Development," Singapore, May 30 - June 6, 1986.

Evaluations

1. An Evaluation of USAID Project 527-0161: Pre-School Education as a Catalyst for Community Development. (January, 1985). A Final Report prepared by Robert Myers for USAID/Lima.

Manuals

1. Early Childhood Development. A Programme Manual and Guide for UNICEF Programme Officers. (First Draft: January, 1984). Prepared by Robert Myers, and Cassie Iander, assisted by Robert Halpern. Prepared under UNICEF contract to High/Scope Educational Research Foundation. An edited version is presently being prepared by UNICEF.

Trip ReportsCompleted

1. Nepal, June 9-15, 1986.
2. Brazil, November 24-December 14, 1985.
3. Mexico, March 4-5, 1986; July 9-12, 1985.
4. Colombia, May 25 - June 2, 1985; August 7, 1985.
5. Jamaica, June 30 - July 5, 1985.

In Progress

1. India, July 15-30, 1986.

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