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**IDEAS ON A SYSTEM OF PRESCHOOL EDUCARE PROVISION**

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## PREFACE

Transition politics are reverberating with legitimate demands on a prospective legitimate government for resources in every area of human need.

Early childhood educare is essential for more than six million young South Africans. It is particularly essential for more than five million poor young South Africans.

Educare - combined health, education and care - really is a very simple concept. All our young children need education. Most need health and nutrition services. With growing urbanisation and more women in the workforce, an increasing number of young children also need care.

Because young children are small does not mean that their needs are smaller than those of other people in schools, tertiary institutions, hospitals and old age homes. Because the early child educare sector has been virtually ignored by the apartheid government, we have developed a pragmatic replicable system of provision which we consider could form the foundation of a national system of provision, fragile and incomplete though it may be.

The appeal we make to our new government is to look carefully at that system, and if it is found valid, to give it support and allow us in the sector to extend and strengthen the system on behalf of a government which will surely be overburdened by a huge array of competing demands.

What we do not want our government to do is to extend the schooling system down by one year and think that that is the most that the state can do. With similar financial support we in the non-formal educare sector can suggest something much better than that.

## 1. WHY EARLY CHILDHOOD EDUCARE?

Comprehensive state provision before formal school entry, that is, early childhood educare, is vitally important, particularly for poor children. This is not an extension downwards of the schooling system, but is something completely different. It is providing an environment in which children learn through active, stimulating and developmentally appropriate play; an holistic environment to meet children's socio-emotional, intellectual and physical needs.

It is not because of academic gains that we are asking our new government to invest in early childhood educare. A positive preschool educare experience does ease the transition of children into formal schooling, and their enhanced self-concept does heighten their chances of coping well with it.

But, much more importantly, research has proved beyond doubt that good quality early childhood experiences are likely to result in children who

- think for themselves
- understand and solve problems
- concentrate, plan and create
- get on well with others
- listen, share and take turns
- cope with feelings like excitement, fear, anger and frustration
- know, accept and like themselves
- are secure and independent
- are physically strong and well.

What we invest in educare we invest in the hope of future young adults with these characteristics. It is these long-term societal gains which are by far the most significant.

In research conducted by Dr David Weikart (High/Scope Educational Research Foundation, Ypsilanti, Michigan) this comes through particularly clearly. Weikart's research spanned a twenty year period (1962 - 1982) and is consolidated by several parallel studies. His samples were drawn from what he describes as 'disadvantaged' communities.

One group had a very high quality preschool programme. The other group had no structured preschool experience. The research indicated that

- Twice as many of the preschool group completed high school.
- Half as many needed special educare (which costs 4 - 5 times as much as ordinary education).
- By the age of 15, only 2% of the preschool group had committed two or more criminal offences as against 15% of the non-preschool group.
- Young women from the preschool group had only half as many babies at the age of 19 compared with the non-preschool group.

Weikart says: "If a society were to invest in high quality preschool programmes, it would reduce the 'cost of the child'. For an investment of \$1 in early childhood education, society would save \$6 in later costs!" We believe this is also true for South Africa.

There is another and totally different reason why governments should support educare. Working parents desperately need secure care for their children while they go out to work - or to look for work. The provision of educare facilities and services is absolutely essential because of the modern day family's inability to fulfil its traditional role. And this problem increases with growing industrialisation and with more and more women entering the labour market.

The traditional reaction around the world has been for Departments of Health & Welfare, or their equivalents, to respond to parental needs by supporting 'creches' for the preschool children of working parents. Often these establishments are over-capitalised and hemmed in with every imaginable sort of rule and regulation pertaining to physical standards. But often they fall short on supplying an adequate answer to children's needs. Children's bodies are kept safe, clean and fed, but their minds receive little developmental nourishment.

And it is these children who most need a good quality early childhood educare programme. They need it because their parents are in the workplace, and not at home to provide the stimulation which parents are equipped to give.

So the picture often looks like this: middle-class children go to preschools. These are mostly run by education authorities, who provide a high quality education, with all that means in terms of a head start for school and life. And because of the economic position of these families, the short school hours are not an impediment. Meanwhile the children of economically disadvantaged working parents sit in creches. And so you get a pattern perpetuated - the rich get more and the poor get less.

Society's investment in our sector will bring massive dividends. Educare is not an optional extra but an investment we cannot afford not to make.

## 2. EDUCARE POLICY

The government should formulate an early childhood educare policy which establishes the rights of the preschool child to proper education, health and welfare (i.e. care). Needless to say, the shaping of policy must be with the backing of the majority of people, and must be of benefit to them.

These are the principles<sup>1</sup> which we believe should underly our educare policy

- Children have a basic right to appropriate educare to enable them to develop to the full their social, emotional, physical and intellectual potential.
- The family retains ultimate responsibility for the child's educare, but should be supported by the State in fulfilling its obligations to the child.
- The local parent community should be responsible for the establishment and management of its educare projects. This means empowering communities to control these projects.
- In both planning and service delivery the resources of each community should be involved to the full.
- State responsibility for the support of educare should devolve to the lowest appropriate level of authority.
- Enrolment in an educare programme should be voluntary.
- Parental lack of finance should not be a barrier for children who need educare.
- Priority of access to services and facilities should depend on need.
- Neither the curriculum nor the language of instruction should be imposed but should be respectful of children's home environments and the wishes of their parents.
- Varied forms of provision must be available to meet varying needs, but not any more or any less than is needed by each family. (1)

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<sup>1</sup> Adapted from Eric Atmore: A critical analysis of Preschool Education in South Africa: Towards effective provision for the preschool child. Unpublished M. Soc. UCT 1989.

### 3. FORMS OF PROVISION

Young children can be divided into categories as follows:

- 3-6 year olds with working and work-seeking parents
- 0-3 year olds with working and work-seeking parents
- 3-6 year olds with one parent at home, in urban and peri-urban areas
- 0-3 year olds with one parent at home, in urban and peri-urban areas
- 0-6 year olds in deep rural areas.

Families in different circumstances need different combinations of three elements - education, health care and welfare.

There is a wide range of valid combinations. The elements of educare should be appropriately apportioned in programmes answering the real needs of both children and their families. The education part of educare is the universal element, and it can be comfortably contained in programmes of different shapes and sizes.

An important factor to be considered when thinking about programmes is their duration.

Because of the high costs of paying someone else to care for our children, the duration of programmes which do this must be carefully rationed according to the real needs of the parents. For example it would be neither possible nor desirable for our new government to provide full day educare for all our children.

However the 0-6 year old children of working or work-seeking parents do need costly full day educare from approximately 7am - 6pm. This full-day educare is a form of provision which should generally only be accessible to, and subsidised for, those who need it, both in centres (for 3-6 year olds) and in homes (for 0-3 year olds).

Families where one or both parents are not working don't need full day educare programmes nor are such programmes desirable for their children. They are not desirable, because where a parent is available, that parent can be the best educator - but only if given knowledgeable support, and if the child has opportunities to mix with other children, particularly in the case of 3-6 year olds.

A parent at home, usually a non-working mother, has a range of alternatives. She can

- provide the child's educare herself at home,
- or take turns, with a group of friends, to provide educare in small playgroups specifically for socialisation, and to give mothers space for themselves,
- or pay a trained person to provide part-time educare in a large playgroup for the same purposes.

Finally,

non-working parents can also attend, with their children, parent-and-child educare programmes from which both benefit.

The programme in these part-time educare groups should be of the same high standard as in full day educare projects. The only difference is, that in the main full-time educare should be accessible to children who need it because of their parent's activities.

We urgently need accurate statistics on the need for

- full day centre-based educare for 3-6 year olds of working parents
- full day home-based educare for 0-3 year olds of working parents
- part-time educare groups for 3-6 year olds of non-working parents.

Both full-time and part-time programmes can act as growth points for development of the wider community and as dissemination points for information and action on other aspects of educare.

With the promise of imminent legitimate control of the electronic media, benefits from carefully prepared educare radio and T.V. programmes can be envisaged.

Radio is an accessible means of conscientising families about the importance of educare and of sharing information and skills. Children's programmes can enrich their lives and broaden their experience. For geographically isolated families this can be all important.

Television is a brilliant medium for educare programmes. Because of its visual impact it is not only stimulating for all young children but it can to some extent transcend language barriers. It is equally important for parent education. In the vast areas of the country without electricity, battery-run television sets situated in churches and community halls would provide a low-cost extension of educare information.

Obviously, with the huge challenges we face, the needs of all children cannot be met overnight. In the next few years concentrating on addressing the needs of the children of working and working-seeking parents; and introducing the radio programme for parents, seem wise priorities.

#### 4. PRIMARY PROVIDERS

Parents of young children are the most appropriate providers of educare programmes for their children. From the parent-child relationship in the home, to the educare mother giving educare to children other than her own, through to the full-day educare centre, parents are well able to mobilise and organise educare.

When the people most directly involved (that is, the parents and their community) make the decisions about the educare of their children - select staff, manage the financial affairs and determine programme and curriculum - when staff are accountable to parents and when the project is part of the community, only then does educare really flourish.

It would be both unwise and unnecessary for the state to involve itself in initiating projects which will end up as its total responsibility, perpetuating a 'we/they' relationship rather than one of partnership. The challenge to the state is rather how best to respond, professionally and financially, to the burgeoning numbers of community-initiated projects. And respond it must, for they cannot succeed without support.

The first line of support, and the key to successful educare provision, is the Community Educare Developer (CED) who provides training and developmental support, within a defined geographic area, of those involved in a variety of educare programmes and their administration. This would mostly mean basic training and ongoing advice and support for teaching personnel, parent committees and through them, the parents in the wider community.

The CEDs must be the movers and shakers of educare in their locality, and as such their posts must be state subsidised.

We have established the position of parents and the local community as the primary providers of educare, and have described the CED as the first line of support to the local community. What follows is a proposal for a national system of educare from the top down, from national to regional to local, where it connects again with the CED interfacing with the local community.

This covers political, professional and financial support and representative associations.

## 5. POLITICAL QUESTIONS

As soon as either training and professional support, or financial support is provided, two questions come into play that require political answers - that of accountability vs autonomy; and that of the State's role in relation to the private sector and the local community.

The first question defining the balance between autonomy and accountability is always an intriguing challenge. Political priorities will be reflected in the choice made from a range of options. Let us look at the possible inter-relationships between central government and local community.

One model would be where a central body sets up regional bodies which in turn monitor local bodies. In this model the local bodies would be directly accountable to the regional bodies and so back to the central body. This model could be strong on control, but a concern is whether it can provide autonomy within more than limited parameters. It should be efficient but, as we all know, its implementation may instead be infuriatingly inefficient.

At the other extreme is a situation where local bodies are vested with total autonomy to execute their tasks. The benefit here is the assumption of complete responsibility by people at the coalface; a maximal involvement of local resources and energy. The risk could be, if there is weakness of communication, a dilution of national policy and purpose, a dissipation of national resources, and inefficiency.

The wisest course is one steered somewhere between these two, which is the course on which the next section is based. Whichever way it goes it is taken as read that there would need to be extensive consultation between bodies.

The second question requiring political judgement, is the composition of the bodies. Who should manage them? Who should appoint - or elect - the members of their controlling boards? Here also there is a range of possibilities for existing and future bodies, with varying professional outcomes:

- A purely State model, staffed with officials, provides automatic accountability to a government department, and probably reasonably consistent service delivery, but can be very bureaucratic.
- The parastatal Quango (Quasi-autonomous non-governmental organisation) model, with membership made of a proportion of State officials and a proportion of other members, appointed or elected for their expertise or their representation of a viewpoint, could also provide adequate accountability and would build on a broadened base. However, it could also prove bureaucratic.
- Boards elected from and by the community would provide maximal local community participation. This 'people's education' system has important community development benefits, but may need inevitably cumbersome monitoring systems to ensure implementation of national policy and adequate efficiency.

These models could well be appropriate for the different types of bodies needed in a comprehensive system of provision i.e. State structures, professional support bodies and representative associations respectively.

## 6.1 STATE STRUCTURES: NATIONAL

Educare provision should be located in ONE MINISTRY, not separately in Education AND Health and Welfare.

What should be avoided at all costs is professional apartheid, with the Ministry of Education involved in 'pre-primary schools', 'preschools' and/or 'nursery schools'; while the Ministry of Health and Welfare or Women's Affairs is busy with 'creches' or 'day-care centres'.

In an ideal world, educare would be located within the MINISTRY OF EDUCATION because all preschool children and their parents need education. And because, in that Ministry, the educational process would be truly seen as a continuum from birth onwards. (But educare should be seen to be independent of mainstream primary and secondary education.)

However, provision of educare is, as we all know, not an extension downwards of "schooling"; and needs to be seen in relation to policies in health, welfare, labour, housing, family benefits and taxation.

This is why, pragmatically, the home for educare should possibly be within the broad ambit of Health and Welfare where there may well be a better chance of the needs of children and their families being viewed holistically.

Another pragmatic reason is that there is a vast infrastructure on the ground of community health workers whose salaries are already established within the current dispensation. It would be logical to round out their roles with an educare responsibility.

Thus, on balance, and acutely aware of the dangers of the proposal, which will surely, though incorrectly, be interpreted as "anti-education", the creation of a DEPARTMENT OF EARLY CHILDHOOD EDUCARE within the MINISTRY OF HEALTH AND WELFARE is recommended.

It would be headed by the equivalent of a Director-General and staffed chiefly by administrative and finance personnel.

The responsibility of the Department would be to promote and support a nationwide system of educare services for all children.

The following would be its tasks:

- To determine national educare policy and confer the discretionary power to execute it, on other bodies.
- To prepare legislation and regulations.
- To negotiate funds for educare with Treasury.
- To plan, co-ordinate and monitor educare provision in terms of national policy, and ensure its adequacy.
- To establish a national base for resources and training to carry our research, curriculum and resource development, training and accreditation.

In addition a major function would be to take responsibility for the disbursement of funds for:

- part of the operating costs of the national educare resource and training organisation (NRTO) (See Section 7.1)
- part of the operating costs of the regional educare resource and training organisations (RRTO's) (See Section 7.2)
- the total salaries of CED's attached to accredited local resource and training organisations (LTRO's); (See Section 7.3); and/or educare sections in local authorities; and/or educare sections in community organisations, civic associations, women's organisations.
- block grants for per capita subsidies for community educare projects to be channelled through local authorities.

The accountability systems of the State would apply here.

Overall policy responsibility should be vested in the Department, but direct administration and day-to-day management decisions for educare projects should be vested in local communities. A decentralised system of decision-making may be slow and cumbersome compared to a centralised system, but a decentralised system is ultimately more effective.

## 6.2 STATE STRUCTURES: REGIONAL AND/OR LOCAL

The governance of educare should be a shared responsibility between the State and the parent community. The ideal interface for this is local authority.

The advantages of local control are that it facilitates varied educare provision, and programmes suited to the needs of the local community. It also increases the commitment of the community to continued support and improvement of educare.

The highest possible degree of autonomy will be given to these authorities, with wide conferred discretionary powers backed by adequate finance from the central Department of Early Childhood Educare for educare sections within every local authority.

There are great advantages to regional and/or local authorities:

- They are in all geographic areas.
- A comprehensive infrastructure exists already.
- Their current role in the initial registration of all educare projects as 'Places of Care' (in terms of the Child Care Act) and therefore their familiarity with the territory.
- Their present dealings (in the registration and subsidisation process) with both Education and Health and Welfare departments which could ease the road for the proposed Department of Early Childhood Educare.

The following could well become regional and/or local responsibilities (depending on how political structures develop):

- To act as a two-way policy and information channel between local educare organisations and the Department of Early Childhood Educare.
- To act as funding negotiator between the Department and local projects, and to act as a conduit for such funding.
- To make sites available for educare projects.
- To inspect and approve premises used for educare provision, including home-based provision, in terms of realistic physical standards regulations.
- To register, monitor and advise local educare projects, or the advice of the Community Educare Developers in their employ, or in the employ of educare organisations in their area. This would be in terms of the comprehensive educare programme which includes education, health, safety and nutrition.

At the very least every local authority should expand its current registration role to incorporate those of the separate welfare and separate education registrations carried out under the tricameral system. So not only the tricameral apartheid structures must be 'collapsed', but also the professional apartheid structures within them.

This leaves us with the local authority, staffed by administrative officials, registering and

subsidising community educare projects, advised by CEDs working in the field.

The educare section in each and every local authority would be conventionally accountable within the local authority structure but would also need a great measure of conferred discretionary power from the Department of Early Childhood educare to allocate their block grants.

## 7. PROFESSIONAL STRUCTURES

It will have been noted that Section 6 did not mention the key issues of professional resources, training and on-going support.

The Department of Early Childhood Educare should not consider establishing its own staff of educare specialists. During the last twenty years a network of specialist NGO educare agencies has grown up around the country. This network can provide the basis of a national infrastructure upon which the new government could - and should - build the professional side of its Educare system.

The agencies are valuable because:

- they have developed organically, largely to meet the particular expressed needs (or at least perceived needs) of a region
- they are autonomous and different in each region, and this gives them a local flavour, rootedness and grassroots energy
- they are in a position to provide the essential follow-up to training programmes and other resources they offer.

The primary role of an educare agency is generally

- assisting communities to establish and manage a range of appropriate educare services for 0-6 year old children and their parents - both full and part day, both centre and home based
- training the educare teaching personnel and the administrators of such projects and programmes (See Section 13)
- providing resources in support of these services
- employing and developing staff to implement these services.

The strength of the educare agencies lies in the development of the professional skills of the staff they employ and their capacity to deliver. Because of their broad experience, existing NGO's should be seen as pivotal agents for the provision of services.

## **7.1 PROFESSIONAL STRUCTURE: NATIONAL**

It is proposed that the Educare Department sets up a national educare resource and training organisation to carry out its executive functions at national level.

Its tasks should be:

- To implement, co-ordinate and monitor national educare policy.
- To undertake or commission research (demographic data and current preschool data; educare theory; pragmatic delivery strategies, etc) and to disseminate the results.
- To determine national educare teacher training requirements, and establish a system for the training of:
  - Trainers of Community Educare Developers
  - Community Educare Developers
  - Educare Personnel
- To set up the decentralised training of CED Trainers to work at RRTO's.
- To facilitate the development of TV and radio educare programmes.
- To develop a system of national accreditation of training and programmes, to be implemented regionally.
- To support the organisational development of regional educare resource and training organisations and to facilitate the work of the professional educare network.
- To facilitate the development of curricula for educare programmes and training programmes.

This NRTO, set up to execute state policy, should be a QUANGO governed by a Board.

A proportion of the Board members would be State officials appointed by the Department to ensure direct accountability. The Department would also appoint a proportion of representatives from the various professional (i.e. child development, health, nutrition, adult education, organisational development, community development) and/or geographic sectors of the educare field. A further proportion would be nominated by the democratically elected national educare association. (See Section 8)

The operating costs of the NRTO should be met by a combination of State and private funding.

Within the broad framework of national policy, this Board would have the right and obligation to carry forward the professional commitments of the Department.

## 7.2 PROFESSIONAL STRUCTURES: REGIONAL

Each of the (ten?) development regions needs a REGIONAL RESOURCE AND TRAINING ORGANISATION to support and fuel regional educare activities. In most cases these are already on the ground in the form of NGO's in various stages of development.

They should provide a wide range of services:

- To implement, co-ordinate and monitor educare practice within the parameters of national policy.
- To undertake research and evaluation within the region as the basis of recommendations on national policy; and of their own operational planning.
- To determine regional training requirements.
- To implement training of CED's to work at local level.
- To develop resources to support these CED's in their local work, e.g. locally appropriate adaptations of curricula, book and toy libraries, media, audio-visual equipment, a comprehensive range of preschool equipment for sale.
- To provide specialist training and support by employing trainers specialising in, for example, nutrition and health; music and art; home educare for under 3's; parent education and committee training.
- To accredit, with national validation, both teaching personnel and programmes in the region.
- To support the development of LRTO's in various forms.

The RRTO's similarly should be QUANGO's governed by Boards. Here again these Boards should reflect the three elements of State, professional experts and the people-on-the-ground. So they are envisaged with

- a proportion of the Board members being State officials appointed by the Department
- a proportion being appointed by the Department from regional experts from the various professional and, if appropriate, geographic sectors
- a proportion being nominated by the democratically elected regional association.

The operating costs of the RRTO should be met by a combination of State and private funding.

### 7.3 PROFESSIONAL STRUCTURES: LOCAL

At the local level - the level of service delivery, of the CED as interface with the local community - there will be a varied range of organisations, from specialist educare organisations; to sections in the local authorities; to civics and women's and community organisations.

Each of these will have their own appropriate form of management. This could take the form of a QUANGO, and in the case of specialist educare organisations, it is recommended that it should. In the case of an educare section in a local authority, it could be made up exclusively of State officials. Community organisations, civics and women's organisations will probably have elected Executive Committees.

What they will have in common will be their employment of CED's to deliver educare services to community projects.

The operating costs of these organisations should be met in varying proportions by the State, the private sector and, in some cases, by the local community. In all cases, the salaries of the CED's should be met by the State.

The tasks of the local organisations should be:

- To implement, co-ordinate and monitor educare services through the CED's they employ.
- To ensure that educare facilities and services are well managed, staffed, equipped and maintained, and to give advice and support where necessary.
- To help with collecting and channeling information for operational planning.
- To train educare teachers, project managements and parents in the broader community.
- To advise on the national accreditation of local programmes.
- To facilitate the setting-up of educare programmes by parent communities, churches, other NGO's, employers etc.

## 8. REPRESENTATIVE ASSOCIATIONS

The role of the nationally representative educare association should be primarily

- conscientising the broader field as to the importance of early childhood educare
- advocacy and lobbying within the public and private sector to build up an under-developed field
- protection and promotion of the interests of educare workers in both community educare projects and the organisations supporting these projects
- providing a place to 'belong' - a professionally and politically credible context.

An association is by its very nature a 'bottom-up' structure but to keep the pattern of this document, we will again describe them from the 'top down'.

### 8.1 NATIONAL ASSOCIATION

A National Council should be made up of mandated delegations from each of the (ten?) regions.

The Council should elect an Executive and may appoint staff to carry out its decisions. It has representation on the Board of the NRTO.

### 8.2 REGIONAL ASSOCIATIONS

The Regional Councils should be made up of mandated delegations from each of their sub-regions/local associations.

The Councils should elect Executives and may appoint staff to carry out their decisions. They have representation on the Boards of the RRTO's.

### 8.3 LOCAL ASSOCIATIONS

The local Councils should be elected by the membership of individuals involved in Educare. They could be parents, educare personnel, educare project committee members, employees of any educare organisations, including State officials, i.e. anyone interested in the young child.

The pivotal point is, that membership of a local Association is individual. In this forum the vote of the director of the RRTO carries the same weight as that of the educare assistant in a small community educare project.

Local Associations could negotiate for representation on the Boards/management structures of local resource and training organisations.

The operating costs of all the Associations, at national, regional and local levels, should be met by a combination of membership subscription and private sector support.

## 9. FINANCIAL SUPPORT

The costs of educare provision are considerable, but if educare for our children is a priority, the resources must be found. In any educare system salaries of teaching and training personnel completely overshadow any other costs.

Financial resources for educare should come from a combination of local communities, the private sector and the State.

1. The local community, the initiators, managers and beneficiaries of educare projects, should pay fees, however modest.
2. The private sector should be called upon to support educare provision, particularly for working parents. Employers must continue to be educated about the validity of demands for educare by the communities from which they draw their labour.

The State should provide tax incentives for the corporate sector to provide educare facilities and services through grants to projects and professional structures.

The private sector, internal and external, is a particularly appropriate source of capital funds for equipment and for modest buildings, where there are no appropriate existing structures.

The representative structures also provide an ideal 'target' for private sector support.

### 3. The State's financial role should be

- to contribute through a range of per capita subsidies to the operating costs of community educare projects. In most cases these are higher than the local community can generate through fees
- to provide salaries for accredited Community Educare Developers wherever they are employed
- to contribute to the operating costs of educare resource and training centres
- to meet the costs of radio and TV programmes for preschool educare.

## 10. THE EDUCARE PROGRAMME

Educare is a concept which integrates the universal need of children for health, care and education. We are asking our government to adopt a policy of professionally integrated health, welfare and education services for our young children.

The HEALTH part of the educare programme is access to adequate and balanced nutrition and preventive medicine in a healthy, stable environment.

The WELFARE - or care - part of the educare programme means security for the children of working parents - but this should never be apart from a good quality education programme.

The EDUCATION part of the educare programme is about a curriculum which develops children's self-esteem and confidence - the keys to balanced maturity.

### CHILD DEVELOPMENT CURRICULUM

Our recommended curriculum is based on the active involvement of the child in a democratic learning process and in the development of problem-solving skills. The emphasis is on the development of a set of skills and attitudes rather than on the acquisition of a body of knowledge.

The curriculum must allow young children to begin the journey towards strengthening their identity and formulating positive attitudes. Children must be given opportunities to think critically and speak with confidence from their personal interaction with the world, from their direct experience with real objects and people.

They need to become empowered by participating in "the practice of freedom; the means by which men and women deal critically and creatively with reality and discover how to participate in the transformation of their world."<sup>2</sup>

Curriculum goals should enable every child to

- construct a knowledgeable, confident self-identity;
- develop comfortable, empathetic, and just interaction with diversity; and to develop critical thinking and the skills to stand up for oneself and others
- construct knowledge about how things work and fit together by directly experiencing them
- interact with adults on an individual basis, in small as well as large peer groups.

The specific tasks for achieving these goals will vary according to the age, gender, special needs (disabilities) and cultural diversity of groups of children as well as the environment in which the project operates.

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<sup>2</sup> Pedagogy of the oppressed NY. The Seabury Press (Freire 1970 p15)

**The curriculum needs to set up a creative tension between**

- **respecting differences and asking adults and children to confront issues rather than ignoring them or covering them up**
- **respecting what children are able to do and what they can be challenged to do within their individual developmental capacities.**

**The success of any preschool curriculum is largely dependent on the adults knowledge of how children develop and learn.**

**Creating a stimulating environment where appropriate active learning experiences can happen with effective adult support is the pivotal approach. Developmental information about children, illustrated by their comments, questions, and behaviour, supplements children's activities so that the teacher can understand the 'why' as well as the 'what' and 'how' of the activities.**

**We recommend a child development curriculum approach, the High/Scope curriculum that promotes intellectual, social, and physical development democratically by providing an open framework in which children initiate their own learning activities with teacher support (Weikart, Rogers, Adcock & McClelland, 1970; Hohmann, Banet & Weikart, 1979). Teachers help children to plan their own activities and engage in key child development experiences. They observe and monitor each child's growth in terms of these experiences and then share the information with the parents.**

**Handbook Six in the Grassroots series of Educare Handbooks 'How to Start and Run a Community Preschool Educare Project' encapsulates the essence of this curriculum.**

### **COMMUNITY ORGANISATION TRAINING CURRICULUM**

**Training in organisation, administration and management for parent committee members is as essential as is training for teaching personnel.**

**Talk about decentralisation and local autonomy remains in the realm of theory if one does not tackle it practically and systematically.**

**The Educare Handbooks, One to Five, were written to encourage and empower parents in this process, as were the Community Organisation and Financial Training Courses.**

## 11. LANGUAGE

As an extension of the principle that children construct their own knowledge, it is clear that the only appropriate vehicle for early learning is the mother tongue. Whatever the thinking about the adoption of the English language as an important tool of national unity, and for the most effective access to the international world, nevertheless, to quote Callewaert and Kallos on Namibia:

"... it is still primarily necessary to be able to master the world in your own language. Language is used not only to communicate but also as a means to develop an understanding not only of own conditions of life and work but also to relate those conditions to the context of which they are but a part"<sup>3</sup>.

If children are taught too soon in English - or any other second language, they lose their only chance of "mastering their own world" inside their own heads, and within their own experience. Panic sets in and the world recedes and becomes alien.

In the informal preschool programme where active learning takes place, use of the mother tongue greatly increases the ease, pace and extent of children's understanding and control of their environment.

However, this is not to advocate linguistic purity, that is, single language educate projects. Young children have an amazing ability to pick up several languages quite naturally if they are fortunate enough to hear and speak them, particularly in the home. The ideal would be a project staffed by Educare teachers able to speak and understand several different languages, where children can learn in their own language and informally be exposed to others.

The problem of transition to a language of national unity must be tackled in the political and primary school planning arenas.

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<sup>3</sup> Callewaert S and Kallos D, Teaching and Teacher Training in Namibia: Today and Tomorrow (1989: United Nations Institute for Namibia conference on Teacher Education, Lusaka)

## 12. BUILDINGS

It would be absolutely unrealistic to recommend that single-purpose custom-built educare centres are built for all our preschool children. The prohibitive costs of building rules that out. A high quality programme can be carried out well in the simplest shelter. Especially for part-time educare programmes the simplest solutions are often the only sensible ones.

- The Department should require the minimum physical standards consistent with safeguarding the normal development of children.
- Existing buildings, particularly churches, church halls and community halls should be used for educare projects.
- All new State-funded public buildings should be designed with a view to their use for educare projects - our experience is that multi-functional community halls can be relatively inexpensive and work very well. Churches should be encouraged to do the same thing.
- In the planning of residential areas local authorities should make adequate land available for educare projects.
- The use of ordinary homes for 0-3 year olds is preferable to any form of large institutionalised provision; and is acceptable, particularly for part-time educare, for small groups of 3-6 year olds.

This is dealt with in detail in Grassroots Educare Handbook 2, particularly pp 7 - 9 and 12 - 14.

In summary, the quality of the staff and the programme is far more important than the quality of the building.

### 13. TRAINING

Systems and structures are only as good as the people who staff them. The question of who and what is needed to staff an educare provision system is under constant consideration, as is the comparison of the formal and non-formal 'ladders' of training.

There is consensus that it is not possible or necessary or even desirable to staff every educare project with tertiary-trained teachers. The use of tertiary-trained personnel is not rejected, but after an important period gaining experience in the playroom, the fully qualified pre-primary Teacher should be used in a more cost-effective training role.

The belief that, with support, we can effectively staff educare projects with personnel whose salaries would be far more affordable than those of Teachers in a conventional school system is the single most persuasive argument that what is being proposed is an affordable provision system.

This time a 'bottom up' approach is taken to outline the training needed to staff the system that has been described.

#### THE LEVELS OF FORMAL TRAINING

On the formal ladder the first rung is the N1 - N3 course which should be extended into all technical colleges. It is given full-time over 18 months to candidates with Standard 7. (It should incorporate the knowledge and competencies of Levels One and Two of the non-formal ladder.)

The next level of training should be the 3/4 year post-matriculation courses for Teachers, and possibly that for Nurses and Social Workers.

In the future, if the need arises, there could be a one year post-tertiary multi-disciplinary course offered by universities and possibly training colleges, which would supplement the specialist knowledge of the first degree or diploma. For example, the diploma taken by a pre-primary Teacher would include Health, Nutrition, Community Development, Adult Education and Organisational Development, etc, whereas the diploma for a Nurse would omit health and nutrition but include Child Development and Pedagogics.

#### THE LEVELS OF NON-FORMAL TRAINING

We will never meet our staffing requirements depending only on a formal system.

To meet the overwhelming needs it will be essential not only to massively extend non-formal training and recognise its value, but then to apply the following criteria flexibly.

LEVEL ONE EDUCARE TRAINING: This Basic Training should be the minimum requirement aimed at for anyone working with young children in any programme. It should be offered by CED's from local resource and training organisations on an in-service basis over a period of one year to functionally literate candidates.

LEVEL TWO EDUCARE TRAINING: We should aim at eventually staffing the whole range of educare programmes with people with this Standard Educare Training. It should be offered by CED's from LRTO's on an in-service basis over a period of 12 - 18 months, as an advance on the knowledge and competencies of Level One. Candidates should have Std 6 and some experience with young children.

**LEVEL THREE EDUCARE TRAINING:** This Educare Development Training should be offered by Trainers of CED's through the RRTO's. It will prepare the CED's in the region as trainers of Levels One and Two.

This would be a modular multi-disciplinary course running over 2 - 3 years part-time and would be in-service. It would give a broad overview of the ancillary knowledge and skills needed to implement a community development approach to educare. Candidates should have a Std 8 certificate and some experience of working with young children.

#### **LEVEL FOUR EDUCARE TRAINING**

The NRTO should facilitate and co-ordinate **Advanced Educare Training** for staff in RRTO's, that is, regionally based courses for the Trainers of CED's.

The NRTO should not undertake training itself, but it could effectively co-ordinate the utilisation of existing training skills in each region, in modular courses covering aspects such as child development, adult education, community development, health and nutrition. Most of this knowledge is present in some shape or form in each region - in the non-governmental educare agencies, in the universities, teacher training colleges, technicons, technical colleges and hospitals.

The role of the NRTO would be to identify that knowledge, find out where it lies, bring the chief actors together to negotiate the content of each module of the courses, and then facilitate their implementation. In any one urban centre, completely separate institutions could well offer the modules in child development, nutrition, adult education, etc.

The typical candidate is probably not able to be away from her home for a year, or for sufficiently extended periods of time to attend a centralised training course because of cost, domestic and job responsibilities. Decentralised, specialised modular teaching in each and every region will enable the students to study part-time, retain their jobs, and live at home.

The NRTO should accredit this level of training to allow mobility within the country and a similar understanding of the national purpose.

There is a need for different levels of training, but there are also different jobs to be done, and they are not the same thing. Depending on circumstances, jobs can be filled by people with any one of several of the trainings. The match of training to job ranges from ideal to make-shift.

There are jobs

- in community educare projects for Supervisors, Educare Teachers and Educare Assistants (and their equivalents in other valid programmes)
- in LRTO's for CED's
- in RRTO's for Trainers of CED's
- in the NRTO for Trainers of Trainers of CED's

**THE RANGE OF NON-FORMAL TRAINING WHICH CAN QUALIFY  
PEOPLE FOR EACH JOB, DEPENDING ON CIRCUMSTANCES**

	MINIMUM	STANDARD	IDEAL
Educare Assistant		Level 1	Level 1
Educare Teacher		Level 1	Level 2
Supervisor	Level 1	Level 2	Level 3
Community Educare Developers	Level 2	Level 3	Level 4
Trainer of Community Educare Developers	Level 3	Level 4	Level 4
Trainer of Trainers of CED's	Level 4	Post tertiary	Post tertiary

1. **Level One Basic Educare Training** qualifies the candidate ideally to fill the job of an **Educare Assistant**, without responsibility for a group, and working under the direct supervision of someone with Level Two training. But in most cases, people with Level One Basic training have to act as Educare Teachers. And in some cases even as Supervisors.
2. **Level Two Standard Educare Training** qualifies the candidate ideally to fill the job of **Educare Teacher**. In most cases the jobs of Educare Supervisors will also have to be filled by people with this training. And in some cases even the jobs of CED's i.e. Trainers.
3. **Level Three Educare Development training** qualifies the candidate ideally to fill the job of CED (or Supervisor). It is also an acceptable training for the job of Trainer of CED's. Of course she could also fill the job of Educare Teacher, and should ideally do so until she has had a few years of experience.
4. **Level Four Advanced Educare training** qualifies the candidate preferably to fill the job of Trainer of CED's. Of course she could fill any other job too, and will often need to fill the job of Trainer of Trainers of CED's although this would ideally be done by someone with post-tertiary training.

Thus each level of training would qualify people to fill a number of different functions in different circumstances.

## NON-FORMAL

LOCATION	COURSE	GIVEN BY	ENTRY
LRTO	Basic	CED	Literacy
	Standard	CED	Std 6
RRTO	Educare Development	Trainers of CED's	Std 8
NRTO/Regionally	Advanced	Trainers of Trainers of CED's	Std 10
NRTO/Centrally	Curriculum Development		Post tertiary

## FORMAL

LOCATION	COURSE	ENTRY
Technical Colleges	N1 - N3	Std 7
Universities/Training Colleges	Tertiary Diploma	Std 10
Universities	Post-graduate Diploma	Graduate

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## 14. CONCLUSION

The fact of valid competing demands for limited resources is accepted by the educare sector. We simply state that the 0 - 6 year old cohort must be treated as seriously as any other group of South Africans. The future stability of our country depends on how seriously our new government takes our valid demands.

These are, that our new Government should

- make a commitment to meet the inevitable needs
- determine the needs
- develop a comprehensive policy
- facilitate a system of professional and training and financial support

We would like to offer our support to the ANC and NECC in encouraging each and every adult to act for the rights of each and every child. We need to act as mothers and fathers, members of civics, community organisations, trade unions and churches. We must move for a new generation of South Africans.

JINNY RICKARDS  
Director, Grassroots Educare Trust  
Cape Town

11 March 1993

In consultation with Sylvia Schrire (Assistant to the Director)

More on ideas in this paper can be found in a series of papers also developed by Jinny Rickards in consultation with Sylvia Schrire (Assistant to the Director) and critiqued by Eric Atmore (Deputy Director) and other Grassroots colleagues.

Some ideas for a framework in the preschool field - ASPECT Workshop, May 1984; and SAAECE Biennial Symposium, July 1984

Realism in Preschool Provision - Annual Report 1985.

Focused Funding - for an Urban Foundation meeting on the Role of the Private Sector in Education, August 1985

Who should control preschools in South Africa? A case study in political turbulence - Annual Conference of National Association for the Education of Young Children, USA, November 1986

Some ideas on the future direction of Preschool Educare - Mobil Education Board, Annual Report 1988

Submission on deregulation - Cape Town City Council, April 1988

Implementation of Home Educare within a system of community-controlled Educare provision, October 1988

Shortfall funding - Two routes - Annual Report 1989

Mobilising the community around Educare Projects - OMEP, Hong Kong, 1989

Submission on a system of educare provision - the Government of Namibia, March 1990

# Board of Trustees

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by

Personal Assistant to the Director  
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**NATIONAL PROGRAMME**  
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**RESEARCH & RESOURCES DEVELOPMENT**  
E Atmore (Dep Director)

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**FIELD SERVICES**  
I Israacs

**Manager**  
**FINANCE & ADMIN**  
M du Toit

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M Ombler  
(Dep. Programme)  
M Tsoe  
(Administration)

## RESEARCH AND RESOURCES DEVELOPMENT MANAGER E Atmore

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E van Lierde (Development) and Margaret Lister (South African Training) M Eshkol (Foreign Services Training) M Hatzichristou (Management Training) S. Jakkum (Project Training) T. Kappeler (Agriculture Development)	S Prinsloo (Development) (S. African Development) and S de Kock (Project Development) S Ading L. Muro P. Shole (Management) A van der Rheeke (Group Development)	U Evans M Steels (Management)	P de Goeke (Programme Development) R Theron (Publication Editor) Z. Sood (Photography)	D PAMONG (Management)	R Whitford E Sufu S Furbus

## FIELD SERVICES

URBAN TEAM 1	RURAL TEAM 1
M Bomo (Area Co-ordinator)	B Schler (Area Co-ordinator)
M Pooze E Lur D Breda E Hongwe (CCD's)	M Atmore J Ombler A. Dink SDF's V. Nantsoe (SDF's)
URBAN TEAM 2	RURAL TEAM 2
I. Moolenaar (Area Co-ordinator)	V. Pooze (Area Co-ordinator)
I. Boshoff C. Boshoff M. Boshoff T. Lugo C. Broom (CCD's)	L. Pooze S. Momo T. Nantsoe (CCD's) L. Shole E. de Saker (CCD's)
Administrators	Administrators
C van der Rheeke R. Eshkol I. Smail	L. Atmore S. de Coninck

## FINANCE AND ADMINISTRATION

MANAGER M du Toit			
SHOP	FINANCE	ADMIN	PERSONNEL
A. Parker (Shop Manager) and D. Frederick (Shop Supervisor) B. Rooder C. W. van der Merwe (Shop Supervisor)	M du Toit (Manager) and C. Oudea L. Dreyer (Management) T. Ingilima (Management) C. Combrinck (Management) E. J. van der Merwe (Management)	G. Henslow Y. Isaacs (Management) S. Reynolds (Secretary to Director)	Contract Post (Management Officer)  * ADMINISTRATION  C. Pooze (Personnel Officer)
	M. Gubbels (Shop) E. Magidoff (Personnel) M. Strydom (Personnel) A. Maritz (Shop) S. Tsoe (Personnel)		

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**A. EXISTING RRTA PRACTICE**

**1. THE MAIN FEATURES/PROGRAMME ELEMENTS OF OUR CURRENT EDUCARE SERVICE PROVISION:**

**(a) Aims/Objectives**

**Aim 1**

To reach as many 0-8 year old children as possible with programmes which are designed to meet their needs.

- We believe all young children need developmentally appropriate experiences which will enhance their self-confidence, independence and their ability to take control of their lives and to solve their own problems.
- Many young children need this educational component to be supplemented by nutritious meals.
- The children of working parents need custodial care.

**Aim 2**

To reach as many parents and other members of adult communities as possible with programmes which will enable and empower them to establish and manage appropriate preschool educare programmes. Thus we provide support for the overall development of educare projects.

'Appropriate' covers the spectrum of:

- full-time and part-time
- parent- and child-oriented
- centre- and home-based

**Aim 3**

To reach the authorities, policy makers, unions and donors with compelling evidence of the need for them to support the provision of early childhood educare.

(b) **Implementation/Delivery (Training, support, management, resources, materials development)**

We do not attempt to reach children directly. Rather the target groups are:

- parents in parent programmes
- para-professional educare teachers and
- committees, parents and other community members.

1. They are supported by our **FIELD SERVICES DEPARTMENT**.

This direct service targets individual educare projects in the Western Cape.

This is made up of:

4 **GEOGRAPHICALLY BASED UNITS** - 2 rural and 2 urban.

Each unit is made up of:

- **Community Educare Developer Assistants (CEDAs)** - a new category of worker whose function is to follow up and support the work of the
- **Community Educare Developers (CEDs)** - who provide on-going training and professional support.

2. They are also supported by the facilitative service of our new **NATIONAL PROGRAMME** set up to help communities establish new educare Resource and Training agencies (RTAs) where these do not exist; and to build the institutional capacity of existing agencies.

In addition a Networks Officer has the task of facilitating our external relationships with other educare RTAs; associations; NGOs in other sectors - regionally, nationally and internationally. (Local networks are part of the work of the Field Services Department.)

3. All these field workers and national programme staff are supported by our **RESEARCH AND RESOURCES DEVELOPMENT DEPARTMENT (RRD)** made up of four sections:

- **Programme Co-ordination**
  - organisation development
  - financial development
  - centre educare
  - home educare
  - health educare
- **Resource Centre**
  - libraries
  - materials development
  - anti-waste development
  - information dissemination
  - adventure bus programme

- **Research and Evaluation**
  - **Publications and Documentation**
4. All these are supported by our **ADMINISTRATION & FINANCE DEPARTMENT** which is made up of four sections:
- **Central Administration**
  - **Finance**
  - **Fundraising**
  - **Personnel**
5. The agency is supported by the **MANAGEMENT TEAM** made up of the Director and the four Departmental Managers.
6. The Management Team is supported by the **BOARD OF TRUSTEES** through its Executive Committee and sub-committees. In addition managers may seek the support of ad hoc working groups in specific areas of work.

(c) **Impact**

Number of trainees reached in courses during 1992:

Orientation	= 204
Basic	= 63
Advanced	= 54
Financial	= 316
Organisational Development	= 395
Health Educare	= 197

Current number of projects that we served directly in 1992:

	URBAN	RURAL	TOTAL
Number of projects	89	110	199
Number of children	7 112	7 119	14 231

(d) **Training of trainers**

Our training of trainers programme is not formalised. Training is done on request on:

- financial development
- organisational development
- administration and management of educare

The content of each of these is attached.

Internally our Programme Co-ordinators train our Community Educare Developers (CEDs) and Community Educare Developer Assistants (CEDAs) in educare, health education, financial development and organisational development.

2. WOULD WE RECOMMEND OUR EXISTING PRACTICE AS A REPLICABLE MODEL - in terms of training and support

YES

- 1 WHY?

It is replicable and pragmatic because:

- it is cost-effective in terms not only of personnel, but also in terms of physical infrastructure
- it does not depend on expensively trained tertiary personnel who are to all intents and purposes non-existent - rather it builds on the strengths of the adults in each community
- it has been developed in response to expressed need
- it has been adapted continuously into a fine-honed tool of community educare development which has stood the test of time

*Handwritten mark*

## 2. IS IT AFFORDABLE?

It is affordable because it works out at R8.30 per child per month.

Let us cost our model:

## COSTS TO OPERATE A FIELD UNIT

A. PERSON COSTS	URBAN	RURAL
(i) Salaries (total)	R478 000	R478 000
Manager           @ R70 000		
8 CEDs            @ R36 000		
4 CEDAs           @ R24 000		
1 Administrators @ R24 000		
(ii) Travelling	R 65 000	R320 000*
 B. INFRASTRUCTURE COST		
General expenditure	R 30 000	R 30 000
<b>TOTAL</b>	<b>R573 000</b>	<b>R828 000</b>

\* 8 X CEDs each travel 2500km per month for 10 months  
 4 X CEDAs each travel 1000km per month for 10 months  
 This is quantified as follows: CEDs = R32 000 per year  
 CEDAs = R13 500 per year

## PROGRAMME COSTS

TYPE OF PROGRAMMES	NUMBER OF COURSES	NUMBER OF SESSIONS	NUMBER OF PARTICIPANTS	RURAL	URBAN
1. Organisational Development	4	72	350	R32 000	R19 200
2. Financial Training	8	16	224	R30 000	R19 000
3. Educare					
i. Orientation	6	24	96	R14 000	R 8 400
ii. General workshop	4	24	224	R36 000	R21 600
iii. Basic I	12	72	200	R30 000	R18 000
iv. Basic II	12	156	200	R36 000	R21 600
v. Principals forums	4	40	88	R34 000	R20 400
<b>TOTAL COSTS:</b>				<b>R212 000</b>	<b>R127 200</b>

D. General development work  
Advocacy/Networking

16 days intervening with 300 participants                      R31 000      R18 600

120 projects at 80 children per project = 9600 children

Rural Unit cost = R1 071 000

Urban Unit cost = R718 800

Cost per child per month: Rural Unit = R9.35  
Urban Unit = R6.25

### 3. HOW CAN WE ENSURE\* QUALITY IN SERVICE PROVISION?

Our system can ensure quality in service provision because of:

- its built-in train/sustain mechanism which is based on the belief that training on its own has very little value unless complemented and supplemented by on-going follow-up
- its in-service nature which enhances good quality intervention
- its decentralised in-situ nature which enables interaction between trainees
- the on-going adaptation of curricula and training methodologies to the current resource base and skills-level of the trainees
- the needs-based contextualised nature of the training
- the use of the immediate development needs of projects to sequence and structure the training ie. its developmental nature
- the flexible nature of training modules to suit the projects' capacity for implementation
- the recognitionofthe need for materials with a high visual content and the need to use the appropriate language
- our commitment to an on-going and active staff development programme adding to trainers' skills in adult education, organisational development, community development, child development, health and nutrition, finance and administration
- quality of trainers

\*We would have been happier with the use of the word "enhance" rather than "ensure".

## B. INCREASING CAPACITY

### 1. IMPLICATIONS OF GOING TO SCALE

We believe we are currently facing those implications and are beginning to put in place the systems to handle that quantum leap.

Currently we are organised in 4 departments:

1. FINANCE & ADMINISTRATION
2. RESEARCH AND RESOURCES DEVELOPMENT
3. NATIONAL PROGRAMME
4. FIELD SERVICES

If you refer back to the sequence of support services described in A1) b, you will note that

- department 1, FINANCE AND ADMINISTRATION, supports the entire agency and should remain at the regional hub
- department 2, RESEARCH AND RESOURCES DEVELOPMENT (RRD) is a compilation of services and should also remain at the regional hub
- (department 3, NATIONAL PROGRAMME, has its own particular nature and can be excluded from the study of a replicable regional model. It does however have the seeds of a National Resource Training Agency (NRTA).)
- department 4, FIELD SERVICES, is the site which offers the basis for going to scale. There is very little limit to the number of decentralised Field Units which could operate successfully within a region.

An ideal FIELD UNIT would be made up of fourteen people as follows:

- 4 pairs of CEDs = 8
- Each pair would consist of:
  - a CED with early childhood educare training (formal or non-formal)
  - a CED with community social work training (formal or non-formal)
- 4 CEDAs - one CEDA would do the follow-up work for a pair of CEDs
- 1 Administrator whose tasks would include running a small resource base and shop outlet
- 1 Manager for each Field Unit.

One Field Unit can support overall project development and can provide training and follow-up in 120 educare projects with an average of 80 children each, therefore reaching 9 600 0-6 year olds. This represents full-time centre and home-based educare projects and excludes very necessary parent programmes, playgroups, etc for unemployed mothers which can be added at relatively little cost.

A Unit such as this could be:

- managed by a local association with an elected management committee
- housed within the local authority of a credible government
- have a subsidiary role to the regional Regional Resource Training Agency (RRTA)
- have a fraternal relationship with the RRTA

These are important issues of governance but not pertinent here.

## 2. Optimal size of an RRTA

Grassroots currently has a staff of 74. In our opinion we are at the point where we should decentralise in order to flourish. Were we to decentralise all our CEDs and CEDAs (22 people) we would be left with the following staff complement:

### RESEARCH AND RESOURCES DEVELOPMENT DEPARTMENT

Manager	1
Resource Centre	5
Publications & Documentation	3
Training Programme Development	7
Research and Evaluation	2
Networks Officer	<u>2</u>
Administration	<u>21</u>

### FINANCE & ADMINISTRATION DEPARTMENT

Manager	1
Finance	5
Central Admin	4
Maintenance	4
Fundraising	1
Personnel	1
Shop	<u>5</u>
	<u>21</u>

### FIELD SERVICES DEPARTMENT\*

Field Services Manager	1
Administrators	<u>3</u>
	<u>4</u>
Director	1
Administrators	<u>2</u>
	<u>3</u>

### NATIONAL PROGRAMME\*\*

Manager	1
National Field Worker	1
Administrator	<u>1</u>
	<u>3</u>

\* With 20 Field Units this would change to a Senior Field Manager and 2 other Field Services Managers and 4 Administrators.

\*\* These three posts should be excluded for this purpose.

This in our opinion is a good design and size for an RRTA and one capable of supporting a network of 20 units. Regional needs will determine the number of units.

Our answer to the question 'Why?' is that we believe the functions and the staffing described could service the Field Units needed for the child population in our region. This must be augmented by a Training Programme Development Co-ordinator for Parent Educare (for children of unemployed parents) - planned for 1994.

3. Given the necessary financial resources, demand within our target area and the preconditions as specified by us in Questionnaire 1; how quickly could our agency double/triple its existing training capacity?

The implications of going to scale are therefore not those of design. We could move to scale extremely fast with funding for salaries, ancillary costs and local bases. The further implications would be for systematic and focused training of new CEDs and CEDAs to staff these units. This would put a strain on us but with the current attention we are paying to our own organisational capacity, it would not be an unbridgeable hurdle.

We could double and triple our training capacity in the time that it would take us to recruit and train the staff. In the Western Cape there are 440 000 young children. Assuming that 40% need full- or part-day centre or home-based provision it means that 176 000 children are in need of services. At 9 600 children per unit we need some 18 units in the Western Cape.

#### Phase 1

We could put an experienced CED pair in a leadership position in each Unit, ie we could immediately set up ten units.

#### Phase 2

Six months later we could have identified a further ten individuals to establish a further ten units.

The training of the new CEDs in this "Marshall Plan" situation would not be as satisfactory as on an in-service basis, but it could be done.

## C. NETWORKING

### 1. DO WE BELIEVE THAT NETWORKING ENABLES RTAs TO BUILD CAPACITY?

Yes

Social networking provides contact for the exchange of ideas and experiences. Ensuing contact is often used for mutual assistance and thus does help with capacity building. These brief meetings (eg SAAECE training fora; van Leer network meetings) are valuable but unsystematic in terms of thorough-going capacity building.

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### 2. WHAT NETWORKS HAVE BEEN OF MOST VALUE TO OUR ORGANISATION - AND WHY?

The NIWC process is beginning to "throw up" the seeds of some geographically representatives structures. There seems to be a move towards elected advocacy associations setting up their own RTAs. This promises to be an important organic and meaningful network. The SAAECE Training Fora and the recently opened van Leer network meetings have provided some valuable contacts.

**D. COST-EFFECTIVE MIX OF EDUCARE STAFF**

**1. WHAT WOULD YOU RECOMMEND AS AN APPROPRIATE, COST EFFECTIVE, REALISTIC MIX OF EDUCARE STAFF IN RELATION TO:**

**i. Children's needs (Staff-child ratios)**

**Full-day educare**

0-6 months	:	1:6
7-18 months	:	1:10
19 months - 3 years	:	1:20
3-4 years	:	1:25
5-6 years	:	1:30

**ii. Programme options**

Home-based	:	1:6
Pre-primary school	:	1:30
Outdoor play group	:	1 worker:25 mothers
Parent-child group	:	1 worker:80 mothers
Parent workshops	:	1 worker:480 parents
Educare home-visiting	:	1 worker:28 families

For costings of above see reference:

Eric Atmore, Linda Biersteker, Ann Short (1992),

NEPI educare research paper,

"Costings of different programmes option for Junior Primary Upgrading and Community-based Educare Provision"

**iii. Preschool staff**

	<b>50 Children</b>	<b>80 Children</b>	<b>100 Children</b>
<b>Principal</b>	7 am-3 pm	7 am-3 pm	7 am-3 pm
<b>Educare teacher 1</b>	8 am-4 pm	8 am-4 pm	9 am-5 pm
2	-	10 am-6 pm	10 am-6 pm
3	-	-	7 am-3 pm
<b>Caregiver, part-time</b>	3 pm-6 pm	3 pm-6 pm	3 pm-6 pm
<b>Cook</b>	7 am-3 pm	7 am-3 pm	7 am-3 pm
<b>General Assistant</b>	10 am-6 pm	9 am-5 pm	7 am-3 pm
<b>Administrator</b> eg Mondays, Wednesdays Fridays - 4 hours each		— 12 hours per week —	

Also attached see attachment:

"The Structure of Job Levels"

Grassroots Handbook 5 pages 17, 18, 19

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	Salaries	Progr. Develop.	Infra-structure	TOTAL
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RRD  
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Manager & Administrators(2)	181148	6060	17675	204883
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	<u>1054984</u>	<u>35291</u>	<u>102938</u>	<u>1193213</u>

FINANCE & ADMINISTRATION DEPARTMENT  
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Director & Administrators(2)	247230	--	24123	271352
Manager & Administrator	127734	--	12463	140198
Finance(5)	195540	--	19079	214619
Central Admin.(4)	153224	--	14950	168174
Fundraising(1)	48000	--	4683	52683
Personnel(1)	44392	--	4331	48723
Shop(5)	164286	--	16030	180316
	<u>980406</u>	<u>0</u>	<u>95661</u>	<u>1076066</u>

FIELD SERVICES DEPARTMENT  
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Manager & Administrator	111429	--	10872	122301
	<u>111429</u>	<u>0</u>	<u>10872</u>	<u>122301</u>

SUMMARY  
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RRD	1054984	35291	102938	1193213
FINANCE & ADMINISTRATION DEPARTMENT	980406	0	95661	1076066
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# The structure of job levels

## JOB LEVEL ONE

### General Assistant/Gardener/Handyman

Responsible for domestic, gardening and handyman duties.

### Caregiver

Responsible for care but not education of children. She would be a helper in a centre playroom assisting a Teacher or Educare teacher.

### Childminder

Responsible for up to six children in a family home.

No training required at this level.



---

## JOB LEVEL TWO

### Cook

Responsible for preparation of meals for children in centre and/or home-based projects.

Should be able to cook for large numbers.

### Home Educare Mother

Responsible for the educare of up to six children aged 0-3 in a family home.

Training required:

In-service non-formal training.

### Caregiver

Responsible for a group of children in a centre playroom under the guidance and supervision of the Principal.

No training required.

## JOB LEVEL THREE

### Educare teacher

Responsible for the educare of a group of children in a centre.

Training required:

An accredited non-formal in-service educare training from an organisation such as Grassroots, ELRU, Border ELC.

### Home Educare Visitor

Responsible for the training and support of up to 10 Home Educare Mothers.

Training required:

An accredited non-formal in-service educare training from an organisation such as Grassroots, ELRU, Border ELC.



### Administrator

Responsible for administrative tasks as delegated by the Principal and Exco.

Should have Std 8.



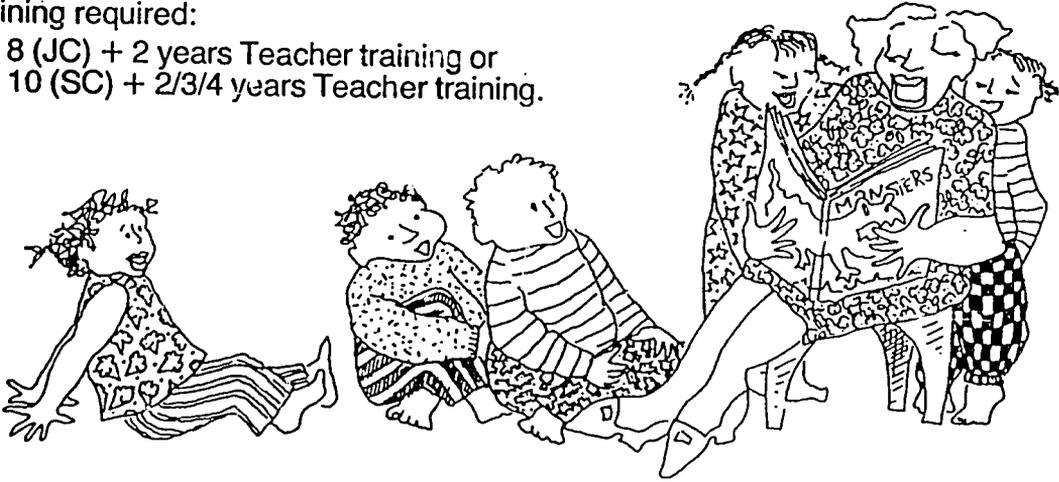
## JOB LEVEL FOUR

### Teacher

Responsible for the educare of a group of children in a centre.

### Training required:

Std 8 (JC) + 2 years Teacher training or  
Std 10 (SC) + 2/3/4 years Teacher training.



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## JOB LEVEL FIVE

### Principal Teacher

Responsible for leading the educare programme, and the overall organisation of the project as well as teaching her own group.

### Training required:

An accredited non-formal in-service educare training from an organisation such as Grassroots, ELRU, Border ELC or Std 8 (JC) + 2 years teacher training or Std 10 (SC) + 2/3/4 years teacher training.

Should do a leadership/supervisor's course.

Should be mature and experienced.

### Principal

Responsible for leading the educare programme, and the overall organisation of a project with 5 groups or more (each of 20-25 children). The Principal would not teach a group of her own.

### Training required:

An accredited non-formal in-service educare training from an organisation such as Grassroots, ELRU, Border ELC or Std 8 (JC) + 2 years teacher training or Std 10 (SC) + 2/3/4 years teacher training.

Should do a leadership/supervisor's course.

Should be mature and experienced.

**A. EXISTING RRTA PRACTICE**

**1. THE MAIN FEATURES/PROGRAMME ELEMENTS OF OUR CURRENT EDUCARE SERVICE PROVISION:**

**(a) Aims/Objectives**

**Aim 1**

To reach as many 0-8 year old children as possible with programmes which are designed to meet their needs.

- We believe all young children need developmentally appropriate experiences which will enhance their self-confidence, independence and their ability to take control of their lives and to solve their own problems.
- Many young children need this educational component to be supplemented by nutritious meals.
- The children of working parents need custodial care.

**Aim 2**

To reach as many parents and other members of adult communities as possible with programmes which will enable and empower them to establish and manage appropriate preschool educare programmes. Thus we provide support for the overall development of educare projects.

'Appropriate' covers the spectrum of:

- full-time and part-time
- parent- and child-oriented
- centre- and home-based

**Aim 3**

To reach the authorities, policy makers, unions and donors with compelling evidence of the need for them to support the provision of early childhood educare.

(b) **Implementation/Delivery (Training, support, management, resources, materials development)**

We do not attempt to reach children directly. Rather the target groups are:

- parents in parent programmes
- para-professional educare teachers and
- committees, parents and other community members.

1. They are supported by our **FIELD SERVICES DEPARTMENT**.

This direct service targets individual educare projects in the Western Cape.

This is made up of:

4 **GEOGRAPHICALLY BASED UNITS** - 2 rural and 2 urban.

Each unit is made up of:

- **Community Educare Developer Assistants (CEDAs)** - a new category of worker whose function is to follow up and support the work of the
- **Community Educare Developers (CEDs)** - who provide on-going training and professional support.

2. They are also supported by the facilitative service of our new **NATIONAL PROGRAMME** set up to help communities establish new educare Resource and Training agencies (RTAs) where these do not exist; and to build the institutional capacity of existing agencies.

In addition a **Networks Officer** has the task of facilitating our external relationships with other educare RTAs; associations; NGOs in other sectors - regionally, nationally and internationally. (Local networks are part of the work of the Field Services Department.)

3. All these field workers and national programme staff are supported by our **RESEARCH AND RESOURCES DEVELOPMENT DEPARTMENT (RRD)** made up of four sections:

- **Programme Co-ordination**
  - organisation development
  - financial development
  - centre educare
  - home educare
  - health educare
- **Resource Centre**
  - libraries
  - materials development
  - anti-waste development
  - information dissemination
  - adventure bus programme

- Research and Evaluation
  - Publications and Documentation
4. All these are supported by our ADMINISTRATION & FINANCE DEPARTMENT which is made up of four sections:
    - Central Administration
    - Finance
    - Fundraising
    - Personnel
  5. The agency is supported by the MANAGEMENT TEAM made up of the Director and the four Departmental Managers.
  6. The Management Team is supported by the BOARD OF TRUSTEES through its Executive Committee and sub-committees. In addition managers may seek the support of ad hoc working groups in specific areas of work.

(c) Impact

Number of trainees reached in courses during 1992:

Orientation	= 204
Basic	= 63
Advanced	= 54
Financial	= 316
Organisational Development	= 395
Health Educare	= 197

Current number of projects that we served directly in 1992:

	URBAN	RURAL	TOTAL
Number of projects	89	110	199
Number of children	7 112	7 119	14 231

(d) Training of trainers

Our training of trainers programme is not formalised. Training is done on request on:

- financial development
- organisational development
- administration and management of educare

The content of each of these is attached.

Internally our Programme Co-ordinators train our Community Educare Developers (CEDs) and Community Educare Developer Assistants (CEDAs) in educare, health education, financial development and organisational development.

2. WOULD WE RECOMMEND OUR EXISTING PRACTICE AS A REPLICABLE MODEL  
- in terms of training and support

YES

1 WHY?

It is replicable and pragmatic because:

- it is cost-effective in terms not only of personnel, but also in terms of physical infrastructure
- it does not depend on expensively trained tertiary personnel who are to all intents and purposes non-existent - rather it builds on the strengths of the adults in each community
- it has been developed in response to expressed need
- it has been adapted continuously into a fine-honed tool of community educare development which has stood the test of time



## PROGRAMME COSTS

TYPE OF PROGRAMMES	NUMBER OF COURSES	NUMBER OF SESSIONS	NUMBER OF PARTICIPANTS	RURAL	URBAN
1. Organisational Development	4	72	350	R32 000	R19 200
2. Financial Training	8	16	224	R30 000	R18 000
3. Educare					
i. Orientation	6	24	96	R14 000	R 8 400
ii. General workshop	4	24	224	R36 000	R21 600
iii. Basic I	12	72	200	R30 000	R18 000
iv. Basic II	12	156	200	R36 000	R21 600
v. Principals forums	4	40	88	R34 000	R20 400
<b>TOTAL COSTS:</b>				<b>R212 000</b>	<b>R127 200</b>

D. General development work  
Advocacy/Networking

16 days intervening with 300 participants                      R31 000    R18 600

120 projects at 80 children per project = 9600 children

Rural Unit cost = R1 071 000

Urban Unit cost = R718 800

Cost per child per month: Rural Unit = R9.35  
Urban Unit = R6.25

### 3. HOW CAN WE ENSURE\* QUALITY IN SERVICE PROVISION?

Our system can ensure quality in service provision because of:

- its built-in train/sustain mechanism which is based on the belief that training on its own has very little value unless complemented and supplemented by on-going follow-up
- its in-service nature which enhances good quality intervention
- its decentralised in-situ nature which enables interaction between trainees
- the on-going adaptation of curricula and training methodologies to the current resource base and skills-level of the trainees
- the needs-based contextualised nature of the training
- the use of the immediate development needs of projects to sequence and structure the training ie. its developmental nature
- the flexible nature of training modules to suit the projects' capacity for implementation
- the recognitionofthe need for materials with a high visual content and the need to use the appropriate language
- our commitment to an on-going and active staff development programme adding to trainers' skills in adult education, organisational development, community development, child development, health and nutrition, finance and administration
- quality of trainers

\*We would have been happier with the use of the word "enhance" rather than "ensure".

## B. INCREASING CAPACITY

### 1. IMPLICATIONS OF GOING TO SCALE

We believe we are currently facing those implications and are beginning to put in place the systems to handle that quantum leap.

Currently we are organised in 4 departments:

1. FINANCE & ADMINISTRATION
2. RESEARCH AND RESOURCES DEVELOPMENT
3. NATIONAL PROGRAMME
4. FIELD SERVICES

If you refer back to the sequence of support services described in A1) b, you will note that

- department 1, FINANCE AND ADMINISTRATION, supports the entire agency and should remain at the regional hub
- department 2, RESEARCH AND RESOURCES DEVELOPMENT (RRD) is a compilation of services and should also remain at the regional hub
- (department 3, NATIONAL PROGRAMME, has its own particular nature and can be excluded from the study of a replicable regional model. It does however have the seeds of a National Resource Training Agency (NRTA).)
- department 4, FIELD SERVICES, is the site which offers the basis for going to scale. There is very little limit to the number of decentralised Field Units which could operate successfully within a region.

An ideal FIELD UNIT would be made up of fourteen people as follows:

- 4 pairs of CEDs = 8
- Each pair would consist of:
  - a CED with early childhood educare training (formal or non-formal)
  - a CED with community social work training (formal or non-formal)
- 4 CEDAs - one CEDA would do the follow-up work for a pair of CEDs
- 1 Administrator whose tasks would include running a small resource base and shop outlet
- 1 Manager for each Field Unit.

One Field Unit can support overall project development and can provide training and follow-up in 120 educare projects with an average of 80 children each, therefore reaching 9 600 0-6 year olds. This represents full-time centre and home-based educare projects and excludes very necessary parent programmes, playgroups, etc for unemployed mothers which can be added at relatively little cost.

A Unit such as this could be:

- managed by a local association with an elected management committee
- housed within the local authority of a credible government
- have a subsidiary role to the regional Regional Resource Training Agency (RRTA)
- have a fraternal relationship with the RRTA

These are important issues of governance but not pertinent here.

## 2. Optimal size of an RRTA

Grassroots currently has a staff of 74. In our opinion we are at the point where we should decentralise in order to flourish. Were we to decentralise all our CEDs and CEDAs (22 people) we would be left with the following staff complement:

### RESEARCH AND RESOURCES DEVELOPMENT DEPARTMENT

Manager	1
Resource Centre	5
Publications & Documentation	3
Training Programme Development	7
Research and Evaluation	2
Networks Officer	2
Administration	<u>21</u>

### FINANCE & ADMINISTRATION DEPARTMENT

Manager	1
Finance	5
Central Admin	4
Maintenance	4
Fundraising	1
Personnel	1
Shop	5
	<u>21</u>

### FIELD SERVICES DEPARTMENT\*

Field Services Manager	1
Administrators	<u>3</u>
	4
Director	1
Administrators	<u>2</u>
	3

### NATIONAL PROGRAMME\*\*

Manager	1
National Field Worker	1
Administrator	<u>1</u>
	3

\* With 20 Field Units this would change to a Senior Field Manager and 2 other Field Services Managers and 4 Administrators.

\*\* These three posts should be excluded for this purpose.

This in our opinion is a good design and size for an RRTA and one capable of supporting a network of 20 units. Regional needs will determine the number of units.

Our answer to the question 'Why?' is that we believe the functions and the staffing described could service the Field Units needed for the child population in our region. This must be augmented by a Training Programme Development Co-ordinator for Parent Educare (for children of unemployed parents) - planned for 1994.

3. Given the necessary financial resources, demand within our target area and the preconditions as specified by us in Questionnaire 1; how quickly could our agency double/triple its existing training capacity?

The implications of going to scale are therefore not those of design. We could move to scale extremely fast with funding for salaries, ancillary costs and local bases. The further implications would be for systematic and focused training of new CEDs and CEDAs to staff these units. This would put a strain on us but with the current attention we are paying to our own organisational capacity, it would not be an unbridgeable hurdle.

We could double and triple our training capacity in the time that it would take us to recruit and train the staff. In the Western Cape there are 440 000 young children. Assuming that 40% need full- or part-day centre or home-based provision it means that 176 000 children are in need of services. At 9 600 children per unit we need some 18 units in the Western Cape.

#### Phase 1

We could put an experienced CED pair in a leadership position in each Unit, ie we could immediately set up ten units.

#### Phase 2

Six months later we could have identified a further ten individuals to establish a further ten units.

The training of the new CEDs in this "Marshall Plan" situation would not be as satisfactory as on an in-service basis, but it could be done.

**C. NETWORKING****1. DO WE BELIEVE THAT NETWORKING ENABLES RTAs TO BUILD CAPACITY?****Yes**

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# The structure of job levels

## JOB LEVEL ONE

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### Childminder

Responsible for up to six children in a family home.

No training required at this level.



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## JOB LEVEL TWO

### Cook

Responsible for preparation of meals for children in centre and/or home-based projects.

Should be able to cook for large numbers.

### Home Educare Mother

Responsible for the educare of up to six children aged 0-3 in a family home.

Training required:

In-service non-formal training.

### Caregiver

Responsible for a group of children in a centre playroom under the guidance and supervision of the Principal.

No training required.

## JOB LEVEL THREE

### Educare teacher

Responsible for the educare of a group of children in a centre.

Training required:

An accredited non-formal in-service educare training from an organisation such as Grassroots, ELRU, Border ELC.

### Home Educare Visitor

Responsible for the training and support of up to 10 Home Educare Mothers.

Training required:

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### Administrator

Responsible for administrative tasks as delegated by the Principal and Exco.

Should have Std 8.



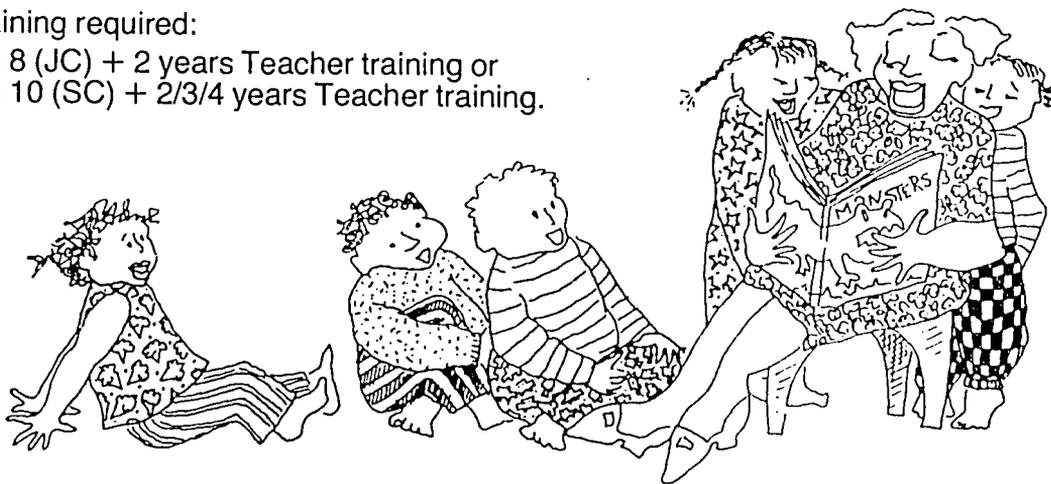
## JOB LEVEL FOUR

### Teacher

Responsible for the educare of a group of children in a centre.

Training required:

Std 8 (JC) + 2 years Teacher training or  
Std 10 (SC) + 2/3/4 years Teacher training.



---

## JOB LEVEL FIVE

### Principal Teacher

Responsible for leading the educare programme, and the overall organisation of the project as well as teaching her own group.

Training required:

An accredited non-formal in-service educare training from an organisation such as Grassroots, ELRU, Border ELC or Std 8 (JC) + 2 years teacher training or Std 10 (SC) + 2/3/4 years teacher training.

Should do a leadership/supervisor's course.

Should be mature and experienced.

### Principal

Responsible for leading the educare programme, and the overall organisation of a project with 5 groups or more (each of 20-25 children). The Principal would not teach a group of her own.

Training required:

An accredited non-formal in-service educare training from an organisation such as Grassroots, ELRU, Border ELC or Std 8 (JC) + 2 years teacher training or Std 10 (SC) + 2/3/4 years teacher training.

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Should be mature and experienced.

# GRASSROOTS PROGRAMMES

- **SUMMARY OF PROGRAMMES**

- **EDUCARE SOCIAL ACTION**

- **COMMUNITY - CONTROLLED EDUCARE PROVISION**

- Full-time centre-based educare
- Full-time home-based educare
- Part-time and parenting programmes

- **TRAINING: CURRICULA AND PROGRAMMES**

- a) **GETCET ( Grassroots Educare Trust Community Educare Training )**

- Basic educare
- Advanced educare
- Home educare
- Parent educare - to be developed

- b) **Training for organisations**

- COT ( Community Organisation Training )
- FT ( Financial Training for treasurers )

- **RESOURCES**

- Resource Centre
- Adventure Bus educational trips
- Grassworks preschool products
- Media and Publications
- Preschool Shop

## SUMMARY OF PROGRAMMES

### EDUCARE SOCIAL ACTION

We offer an advisory service for the preschool educare field.

We act as advocate for the preschool child by putting the case for preschool educare for all, to authorities at national and local level.

We network with others in the field to plan pragmatic and replicable approaches to preschool educare provision and training for a democratic non-racial South Africa.

### COMMUNITY-CONTROLLED EDUCARE PROVISION

We enable communities to establish preschool Educare Centres they own by providing on-going professional support and training to their staff and executive committee members.

We also enable executive committees to establish and manage home educare programmes for 0-3 year olds in nearby homes, by providing professional support and training to the home educare visitors and home mothers and subsidising the greater running costs.

### TRAINING: CURRICULA AND PROGRAMMES

Using active learning curricula emphasising skills development, problem-solving and decision-making for adults and children, we equip

- educare teachers through basic educare training
- senior teaching staff through advanced educare training
- home educare visitors through home educare training
- educare project executive members through community organisation training
- educare project treasurers through financial training.

### RESOURCES

The Resource Centre is a pool of ideas and information which backs up our training programmes and offers the wider preschool field reference, toy and book libraries, theme materials and audio-visual equipment and material. Posters, anti-waste scrap, resource books and leaflets are also available.

The Adventure Bus each year takes about 20 000 children from 200 Centres on educational outings. The Union drivers give their time, City Tramways lends it buses and Grassroots co-ordinates.

Grassworks has developed prototypes of indigenous toys and puzzles to be mass-produced in co-operatives, sheltered workshops and creative small businesses. The songbook and tape give teachers and children access to South Africa's rich musical heritage in Xhosa, English, Afrikaans and Zulu.

Our Educare publications disseminate information and ideas throughout Southern Africa through the Educare Handbooks series and the biannual Newsheet.

The Preschool Shop supplies low-cost, high quality equipment to about 700 Educare Projects and an uncounted number of parents.

## EDUCARE SOCIAL ACTION

An educare project provides support, protection and stimulation for young children whose parents are not at home. In South Africa, there are too few of these precious sites of stability and learning - although the demand from parents is overwhelming. According to the latest figures available (1986), only 6% of South Africa's children have access to any sort of educare provision. Among the black community the figure shrinks to a desperately low 0,5%.

In the short-term the priority is to increase provision. The longer term issues are, possibly, more important. Early childhood educare offers a vital site for significant, positive social action. It is an area in which parents and their community leadership can invest their energies and visions in the practical creation of new forms of educational practice. The issues of "community control" can be worked out in detail in the preschool field to form the foundations of a new educational system.

Grassroots is playing a leading role within the national preschool community in trying to establish the foundations of an equitable system of education and care, for all our under-sixes in a post-apartheid society.



We have been working in this field since 1971. Although over twenty years our role has changed to meet new demands and pressures, our basic philosophy has remained constant. Our key commitments are:

- **to the child** - especially the socially and educationally disadvantaged - We recognise that the development of the individual child is a moral and social obligation. The adults of the future, and the society which they will create, require the commitment of significant resources to the task of constructing educational programmes and safe, healthy conditions in which our under-sixes can develop.
- **to the family** - In conditions of economic hardship mothers who are working or looking for work have a prime need for support in the educare - that is, the education, health and security - of their young children. Parents at home also need support in providing stimulating educare for their children.
- **to society** - South Africa is a society in crisis. Our most urgent need is for ordinary men and women to engage effectively in the task of building new institutions. Grassroots is committed to giving practical support to groups who are prepared to undertake the demanding tasks of establishing and maintaining their own preschool educare projects. The skills learned in this process will serve the community in the long haul towards a new society.

Grassroots is a creation of the Western Cape and that's where its roots are. But the profile of preschool issues remains the same across the country. We are in a strong position, within a national organisational network, to offer advice based on our experience on a wide range of issues from the optimum use of available resources to the policy questions inherent in planning large-scale systems of provision.

## COMMUNITY-CONTROLLED EDUCARE PROVISION

The preschool field suffers from a critical shortage of trained staff, experienced administrators and buildings, all of which cost money. To address these needs on the necessary scale, Grassroots' policy - in line with our strong conviction that preschool educare should be in the hands of the children's parents - is to use and extend existing community resources.

To implement this policy we offer in-service training and professional support for educare staff, and for executive committee members to equip them to administer community preschool projects. We also encourage the multi-purpose use and adaptation of existing buildings, such as community centres, churches, church halls or houses.

**HOW IT HAPPENS:** Representatives of a community needing to improve its preschool educare approach Grassroots itself, or one of our fieldworkers. With our help, the representatives decide on their priorities and objectives, and choose from among a range of forms of provision, types of programme, and training courses. They are given full information as to what services Grassroots offers and what would be expected of them in each specific instance.

When defining their preschool educare provision and programme needs, the options of the community are

- for working parents, full-time centre-based provision (ideal for 3-6 year olds) and full-day home-based provision (preferred for 0-3 year olds)
- for the children of unemployed mothers, part-time playgroups and mother and child groups
- for parents, workshops on parenting-related topics, and general awareness-raising and support.

The standard of a programme and the results it achieves depend largely on the ratio of the children to the adults who work directly with them, the abilities and training of the adults, the effectiveness of the administration, the suitability of the premises and equipment and the acceptability of the programme to the community.

Grassroots offers to community-controlled preschool educare projects the support of 21 fieldworkers in initially defining the community's needs and helping with problem-solving. We can give recommendations on appropriate non-formal training for executive committee members and members of staff, and if requested, implementation of the training courses. We offer assistance with strategies to obtain funds for running costs, equipment and building upgrades.

Communities can also ask for recommendations on appropriate equipment (available from the Grassroots Preschool Shop) and are encouraged to use our general resources.



## FULL-TIME CENTRE-BASED EDUCARE

Since the founding of Grassroots Educare Trust, we have given pivotal direct help to communities to establish 126 educare centres which have provided at least a year at preschool for tens of thousands of children.

A typical educare centre has 80 children aged 3-6 housed in a church or community hall (or 30 children in a prefab in someone's backyard).

Because full-time educare is needed mainly by the children of working parents, the centre is open from 7am to 6.30pm or later.

It is staffed by a principal and educare teachers who have had a programme of non-formal in-service training from our educare trainers or from another training agency. On-going professional support is available to them from our trainers.

Children are given breakfast, lunch and two snacks, which are prepared by a cook. She is helped by a domestic worker, who also relieves the teachers when necessary.

The project is administered by an executive committee elected by the parents and their community, made up of about seven members. In most cases they have been trained and are supported in their tasks by our community worker.

The centre has appropriate indoor and outdoor equipment, mostly bought from the Grassroots Preschool Shop.

In the majority of black communities and the poorest rural "coloured" communities, monthly fees will range from R20 - R40. Black education grants-in-aid are not available. Per capita welfare grants are minimal (20c - 61c per child per day) and scarce. In current conditions, these projects can never achieve economic independence. In communities with the potential to pay fees of R45 - R80 per month, and where projects are eligible for House of Representatives' education and welfare grants, projects, with effective financial management, can be economically viable.

All centres, whether or not they receive direct training and support, are welcome to make full use of our Resource Centre, Adventure Bus trips, Grassworks products, Preschool Shop and Media.

Grassroots' expectations of the projects receiving our services are spelt out in the document "Services Offered to Community Preschool Educare Projects".



## FULL-TIME HOME-BASED EDUCARE

Grassroots Educare Trust promotes and supports the setting-up of home educare units, particularly for the under-threes, in homes around existing educare centres. These units are administered as annexes by the centre committees whose members are drawn from the parent community.

Current preschooling in homes (usually called "childminding") is not often controlled by the community. Our programme calls for a community-controlled and supported, home-based educare system - Home Educare.

Because of the special needs of the youngest children we use ordinary homes. While community halls function well for three to six year olds, infants up to the age of 3 need a more intimate environment. We think even a modest home is preferable to a capital-intensive and sometimes clinical baby unit, and a lower adult/child ratio is absolutely essential for the very young child, in spite of the way in which it inevitably raises costs. Spreading the educare load to homes also supplements the scarce premises available for centre-based educare provision.

While Grassroots provides a per capita subsidy for each child in the programme and an initial grant to the project to cover establishment costs, it is still necessary for parents to pay higher fees than they would for centre-based educare. A subsidiary benefit of home educare is the creation of jobs for people who have suitable experience, but who have no formal training.

The executive committee of a project appoints, in consultation with the preschool principal, one or more Home Educare visitors. They have experience with young children and are trained in the Home Educare curriculum. They are supported by the local Grassroots fieldworkers and Home Educare co-ordinator. The Home Educare visitor is accountable, through the principal, to the project executive committee.

Each Home Educare visitor is responsible for recruiting 6-10 Home Educare mothers to care for six children each in their homes. The Home Educare mothers, too, are part of the staff of the project as salaried employees. They are supported through the Home Educare visitors with advice and training; supplies of equipment and food; access to education, health and welfare resources; management of registration and fees; and relief help. Overall, the Home Educare visitor ensures that the children receive high quality educare appropriate to their developmental needs. The parents of these children are full members of the parent body which, through its elected executive committee, administers both the centre and the home educare annexes.

We are continually pressuring the authorities for the long-overdue extension of their subsidy provision to children in home educare programmes.



## PART-TIME AND PARENTING PROGRAMMES

We are intensely aware of the need for part-time programmes for children who do not need full-time educare. Part-time programmes, and programmes increasing the awareness and educare skills of parents, fill an important and effective role in preparing all our children for the future.

Until now our focus has been on what we see as the most desperate need - appropriate full-time educare for the children of working parents who have no one at home to provide stimulating educare. Having developed an effective model for provision of this type, we are now planning to extend our service into the above areas, drawing on our own experience and that of our sister organisations, to develop similarly effective, pragmatic and replicable models.



## TRAINING: CURRICULA AND PROGRAMMES

The quality of any early childhood programme depends on two critical factors: the ratio of children to adults who work directly with them, and the quality of those adults - that is, their personalities and abilities, enhanced by skills training. It is an absolute priority to increase the numbers of both teaching and administratively skilled personnel involved with children in educare projects in the community.

The scarce resource of tertiary-trained personnel can never stretch to cover the country's needs, and should be utilised most effectively in the roles of co-ordinators, trainers and advisers. Non-formally trained educare teachers can and will provide competent educare services for our young children, particularly if they have the support of an efficient and skilled executive committee, and of professional advisers if they need them.



Through our experience in the field, we have developed curricula to meet the needs of educare staff and executive committees. We implement a range of training courses:

**Grassroots Educare Trust Community Educare Training (GETCET) for para-professional educare teaching staff (in-service):**

- Basic Educare
- Advanced Educare
- Home Educare
- Parent Educare (to be developed)

**Organisation Training (OT) for community preschool organisation members:**

- Community Organisation Training (COT)
- Financial Training (FT).

## THE TRAINING PROGRAMMES

The principles of the GETCET curriculum have been incorporated in three non-formal, in-service training programmes:

**Basic Educare training** for educare teachers of 3-6 year olds with little or no previous educare training.

**Advanced Educare training** for educare teachers of 3-6 year olds, building on the foundation of previous educare training and experience.

**Home Educare training** for Home Educare visitors who in turn train and support Home Educare mothers caring for under-threes in homes.

Staff members of community-controlled educare projects in both the urban and rural areas of our region are enrolled in these one-year training courses.

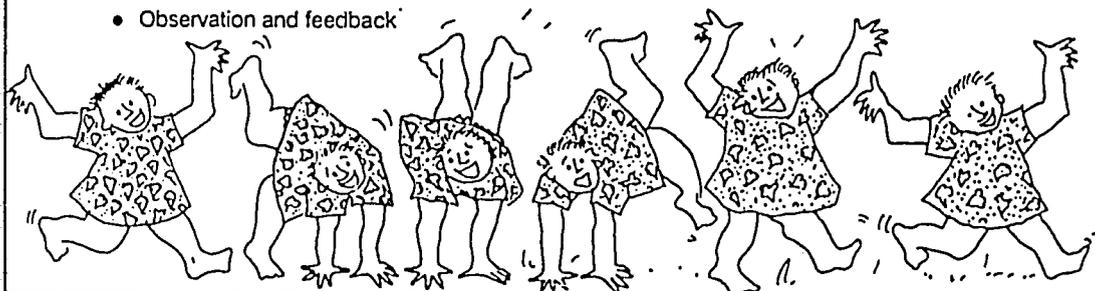
In 1991

- 104 trainees are receiving basic educare training
- 93 trainees are receiving advanced educare training
- 15 trainees are receiving home educare training.

Fees are R150 per person (including training material and teas), but bursaries are available in cases of need.

Training is given by Grassroots educare trainers, who have covered the following adult training curriculum under the leadership of the training programme co-ordinators:

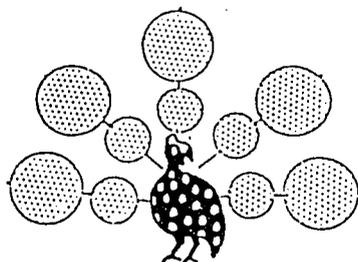
- Elements of high quality early childhood programmes
- The change process
- Observation techniques
- Feedback techniques
- Adult learning
- Planning training sessions
- Giving workshops
- Team building
- Effective communication
- Issues review
- Developing training plans
- Observation and feedback



## GRASSROOTS EDUCARE TRUST COMMUNITY EDUCARE TRAINING

The GETCET curriculum has been carefully adapted from the American High/Scope curriculum to be appropriate in South African conditions. The curriculum presents a framework derived from developmental theory, emphasising learning as a decision-making and problem-solving process. Because of its developmental nature, the curriculum is effective in a wide range of situations.

The fundamental premise of the curriculum is that children are active learners who learn best from activities they plan and carry out themselves. Understanding adults provide support and encouragement.



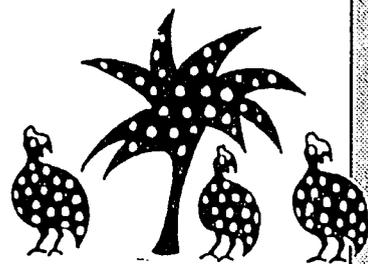
Active learning in preschool means children learn concretely from direct experience with real objects. By thinking logically about this experience, they acquire the skills to solve problems and cope better with their world. The teacher's role is to facilitate these experiences and to help children to think about them at a level consistent with their development.

To create an active learning environment, the curriculum calls for a basic arrangement of space and materials to accommodate a number of play areas that stimulate children's reasoning and problem-solving skills. A consistent daily routine enables children to function securely from day to day and permits a variety of interactions between children and their peers, and between children and adults. Central to the daily routine, the plan-do-review sequence enables children to initiate their own plans, carry them out, and recall what they did. As they interact with children, adults observe children's behaviours and abilities. These observations guide developmentally-appropriate teaching strategies.

The curriculum provides the skeleton which the children flesh out with knowledge built on their own experience of the world. They start from where they are. This means that the learning process is sensitive to the children's culture and deliberately avoids the imposition of alien values.

Our curriculum evaluates the development of children in terms of:

- social and emotional development
- cognitive development
  - representation
  - language
  - classification
  - seriation
  - number
  - space
  - time
- physical development



## BASIC EDUCARE TRAINING

This in-service training programme serves para-professional educare teachers in educare projects mainly in the rural areas and in newly-urbanised communities, who have had little or no access to educare training.

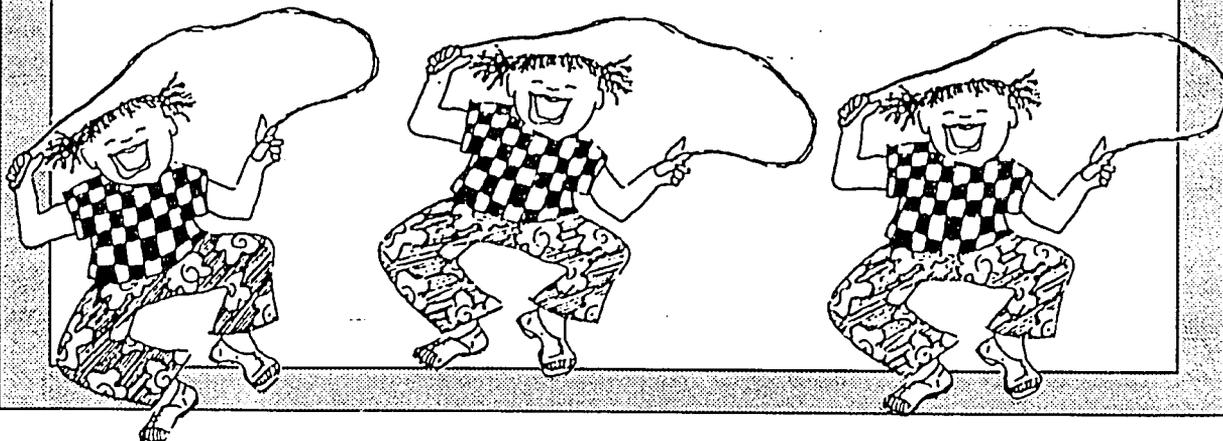
The curriculum is based on the contents of Grassroots' Educare Handbook Six "Preschool Educare - an active learning experience".

Practical, active learning experiences are offered in 20 workshops over one year. In each five-hour training session, participants put into practice the concepts presented to them. Specialists are invited to contribute to the programme where appropriate.

Hands-on support and follow-up - dependent on the training personnel available - is offered in the form of observation and feedback.

The Basic Educare curriculum includes:

- Setting the learning scene
- How young children develop and learn
- Setting up the work areas - what children learn there, and how we observe their progress
- Daily routine - who does what, and when
- Plan-do-review
- Observing children
- Between adults and children - discipline
- Involving parents
- Music and movement
- Story and discussion time
- Building on children's interest in their environment
- Food for growth
- Healthy living
- Health care
- Keeping records for the programme
- Equipment needed to start an educare centre
- Equipment which can be made from scrap

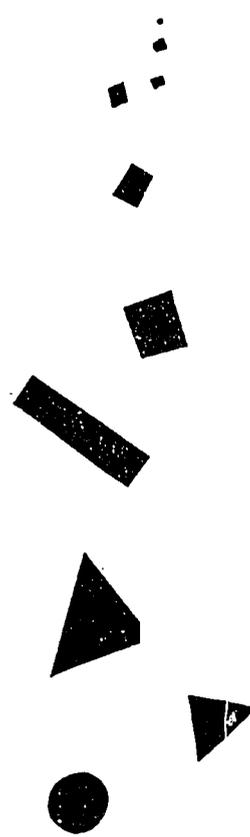


## ADVANCED EDUCARE TRAINING

This in-service training programme is aimed at para-professional educare teachers with adequate reading and writing skills. The training is intended to build on a foundation of previous basic educare training and experience. Over one year there are 30 five-hour training sessions of practical active learning experiences. These sessions are followed up by regular observation and feedback on both theory and practice in the trainees' own setting.

### The Advanced Educare Curriculum Includes:

- Orientation
- Training means changing
- How children develop and learn
- The active learning approach
- Arranging and equipping an active learning environment
- The daily routine
- The "plan-do-review" sequence
- The adults' role
- Helping children make choices and decisions
- Introduction to the Key Experiences
- Introduction to child observation
- Small group times
- Team teaching
- Child management
- Representation
- Language
- Classification and Seriation
- Number
- Space
- Time
- Parent involvement
- Children with special needs
- Physical development and outdoor play space
- Social and emotional development
- Music and movement
- Story time



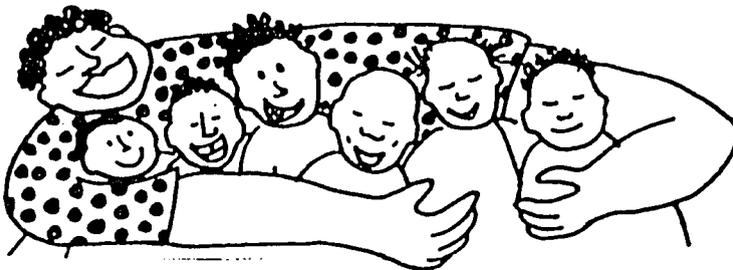
## HOME EDUCARE TRAINING

This in-service training programme is aimed at Home Educare visitors, who in turn train and support Home Educare mothers caring for very young children (under three's) in homes.

Over one year, we offer 20 five-hour training sessions based on the principles of active learning. Training sessions include workshops, practical applications, small group discussions and lectures. Specialists are invited to contribute to the programme where appropriate and we have included material from other programmes. There is follow-up through regular observation and feedback. Hands-on support is given to both the Home Educare visitors and the Home Educare mothers.

The Home Educare curriculum includes:

- The Home Educare model
- About babies and toddlers
- An overview of the Key Experiences
- Training the Home Educare mothers
- Leadership
- Communication
- Observation/Feedback
- The daily programme
- Administering the Home Educare project
- Parent involvement
- Home Educare basic equipment list
- Toymaking
- Story time
- Safety in the home
- Nutrition
- Health



## TRAINING FOR ORGANISATIONS

Early childhood educare provides an important opportunity for local communities to take charge of the education of their young children. It is a pivot, around which voteless South Africans can mobilize to take control of their own institutions. We have a commitment to enhance the leadership and administration skills of dispossessed people around the focus of preschool educare projects.



Communities become vibrant and cohesive through the assumption of mutual responsibilities and through the acquisition of organisation and management skills. Genuine community control of educational institutions is a vital ingredient in the solution of the South African educational and political crisis.

Based on this conviction we have designed two community development curricula

- Community organisation training (COT)
- Financial training (FT)

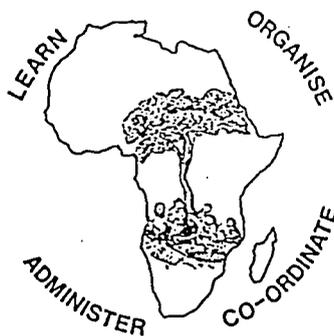


# COMMUNITY ORGANISATION TRAINING (COT)

Training and support of elected executive committee members, who are charged with administration of a project, is as essential as training of the para-professional teaching staff. Grassroots offers a curriculum for committee members which actively transforms our Educare Handbook series "How to start and run a community educare project" into 12 experiential workshops.

These 12 training units, together with a training manual, are used in two ways:

- locally, in our nine urban and rural regions, for the direct training of committees
- nationally, for training groups of trainers, either at Grassroots, or in their own areas.



## OUTLINE OF COMMUNITY ORGANISATION TRAINING COURSE FOR EDUCARE PROJECTS

UNIT ONE	THE EDUCARE COMMUNITY
UNIT TWO	THE EDUCARE PROJECT
UNIT THREE	PREMISES
UNIT FOUR	MEETING PROCEDURE
UNIT FIVE	THE PROCESS OF DECIDING
UNIT SIX	PROBLEM SOLVING
UNIT SEVEN	THE CONSTITUTION
UNIT EIGHT	HOW TO LOOK AFTER THE MONEY
UNIT NINE	BUDGETING
UNIT TEN	FUNDRAISING AND APPLYING TO FUNDERS
UNIT ELEVEN	INTERPERSONAL RELATIONSHIPS
UNIT TWELVE	RELATIONSHIPS WITH OTHER ORGANISATIONS

## FINANCIAL TRAINING (FT)

Because sound management of a project's finances is absolutely essential for its viability and progress, we initiated one-to-one training of the treasurers of the educare projects we serve. This proved very effective but very limited in its scale of implementation. A curriculum has been drafted and a training manual is being developed, using as a reference textbook Educare Handbook Four "Taking care of the Money". Workshops are being planned for each of our nine regions, where groups of treasurers (or other executive committee members or principals) from educare projects or other community organisations will train together. This will allow training to reach more people.

### DRAFT OUTLINE OF FINANCIAL TRAINING COURSE

#### Part One - Introduction

- Outline of course
- Requirements for participants
- Objectives of the course

#### Part Two - Setting up a system

- Some guidelines to accounting
- Accountability
- How the system looks
- Constitutional requirements
- Banking
- Record books and records
- Legal requirements
- Directory of transactions
- The people in the system
- Controls

#### Part Three - The recording process

- Primary recording
- Secondary recording
- Statements and reporting
- Filing

#### Part Four - Towards excellence

- The audit
- Budgeting
- Fundraising
- Investments
- Subsidies
- Staff conditions of service
- Principal's role
- Inventories
- Planning

#### Part Five - Evaluation

## RESOURCES

We offer a number of resources which enrich the texture of our direct fieldwork services to the preschool field. These services also spread further afield the awareness of the importance of preschool educare and what it can mean to a child, as well as disseminating practical information.

We encourage those involved with community-based organisations in the preschool field, wherever they are, to take advantage of these resources:

- The Resource Centre
- Adventure Bus educational trips
- Grassworks preschool products
- Media and publications
- Preschool Shop.

These resource programmes, together with our educare social action, are our door to the rest of Southern Africa.



## RESOURCE CENTRE

Grassroots Resource Centre is a place where teachers, parents, executive committee members of preschool educare projects, students and the wider preschool community can share ideas and information.

Because books and toys are so expensive, they are out of reach for thousands of children and adults. As part of the struggle for equality in our country, Grassroots is committed to the provision of facilities and opportunities to those for whom access to these has not been possible.



We offer the following:

- for reference - information on educational equipment; improvised equipment; posters; reference books, magazines and papers; press cuttings and photographs providing news and ideas in all areas of preschool and community development interest.
- for distribution - posters, pamphlets and educational hand-outs; second-hand children's books; scrap and computer paper; the Grassroots Newssheet, published biannually and distributed to 4 500 preschools, organisations and individuals throughout the country, and "Umntwana Kuqala", a newsletter for the Western Cape preschool field.
- for loan - posters; video cassettes for adults; toys, including outdoor toys and musical instruments; an adult education library on preschool, general political and community development-related topics; a children's library of books chosen for their non-racist, non-sexist educational content and with which South African children can identify.



## ADVENTURE BUS

The Adventure Bus programme has existed since 1972. It was initiated by bus drivers from the Tramway & Omnibus Workers Union, as it was then called. The drivers wished to participate in the education of the community's children. The Golden Arrow Bus Service provides the buses and covers printing costs, and Grassroots co-ordinates the programme.

Three times a week, right round the year, groups of preschool children from disadvantaged areas in particular are taken on educational Adventure Bus trips aimed at giving them access to the rich resources of Cape Town. These trips give the children an opportunity to visit places they might otherwise never see - an invaluable learning experience. Buses have carried them to the beach, the fire station, the Blue Train at Mouille Point, the lighthouse, the Phillipi adventure farm and many other exciting places. Because teachers cannot always visit a venue ahead of time, the Resource Centre prepares educational material and activities for each trip. In this way, teachers are able to add to their own ideas for making the most of each trip.

About twenty thousand children each year enjoy Adventure Bus trips. The programme depends heavily on the involvement of the bus drivers of the Transport & Omnibus Workers Union (TOWU) and the Transport and General Workers Union (TGWU) who actively contribute to the education of their children by donating their personal time to drive the Adventure Bus. It is a model of how childhood can be made a more stimulating time by co-operation between the trade union movement, the corporate sector and a facilitating service agency.

It also gives considerable pleasure to Cape Town at large through the brightly decorated bus, usually full of excited young faces. Once a year, we arrange a public exhibition of paintings and drawings which the children have done as a creative response to their "adventure". On behalf of the children, their parents and their teachers, Grassroots thanks the drivers at a yearly party.

Application forms for projects who wish to join the Adventure Bus programme are available from the Resource Centre.



## GRASSWORKS PRESCHOOL PRODUCTS

The Grassworks project developed in response to the need to provide appropriate and relevant educational resources for a culturally diverse preschool field.

The project focuses on three main areas:

1. The documentation of South African songs, games and toys.
2. The creation of improvised equipment from "scrap" materials.
3. The provision of locally-made copies of expensive imported equipment.

From the start the project has had a commitment to working with local collectives in the production of articles.

We started with a series of 12 jigsaw puzzles created from original artwork - 6 photographs of children in South African contexts and 6 paintings of the South African child's dream world. The puzzles are sized for children aged 2 to 6.



We have also produced ranges of soft toys, wooden animals, and wooden pull-alongs. Our two most successful products to date are:

- the Siyabonga Doll - a screen-printed rag doll available in kit form or made up as a soft toy, with alternative gender clothing
- our songbook and tape "Songs Sung by South African Children". This richly illustrated book consists of the words and musical notation of 60 popular children's songs. The words of the Xhosa, Zulu, Afrikaans and English songs have each been translated into the other languages. These are songs children like to sing and some have words and ideas not sanctioned by school or church. The book is accompanied by an audiotape which records the performance of these songs by Thembi Mkona and her daughters, as well as Denise Haas, Marlene le Roux and Anne Matthews.

Grassworks products are all available from our Preschool Shops, and are on display in the Resource Centre.

## MEDIA AND PUBLICATIONS

Southern Africa is characterised by vast distances - city to city, village to village. Grassroots sprouted in one area, and its work in that area is based on personal contact between our fieldworkers and workers in the educare field. That contact has created a model of preschool provision which we believe can empower any community. But how can that model impact on people who do not live in the Western Cape?

One answer lies in a series of handbooks called "How to start and run a community preschool educare project". This series of books provides a step-by-step guide to any group wishing to establish its own preschool educare project. The handbooks provide a compact and easily-disseminable resource to communities everywhere. They cover topics ranging from establishing a committee, to finding premises, to the educare curriculum. Perhaps their greatest achievement has been to give people the information to act confidently, efficiently and effectively.

Two editions of the Handbooks were written and printed from the desks and kitchen tables of a range of Grassroots staff members, as have been a vast range of other Grassroots publications over the years. In 1990 we decided that the agency had grown large enough to warrant the establishment of a small media department, consisting of an editor and a graphic worker.

The media department

- serves as a resource to the agency, supporting other staff members in their work in the community. Our work includes facilitating the production of training materials, editing staff documents, producing internal posters and helping with Grassroots displays and exhibits;
- produces Grassroots publications such as the bi-annual Newsheet, Annual Report and translations of the existing Handbooks. A new venture is a newsletter "Umntwana Kuqala" for the staff of Western Cape preschools;
- is increasingly looking at its role in the educare community. This aspect of the department's work is still growing and developing. We envisage a small printing facility for community use, and perhaps the publishing of appropriate and cheap books for our children.



## PRESCHOOL SHOP

Grassroots Preschool Shop opened in 1976 with one item in stock - powder paint. Today we are in a position to fulfil all the material requirements of a properly-equipped educare project and we supply upwards of 700 projects as far afield as Namibia.



At first the overriding motive for the establishment of the Shop was to provide appropriate equipment for the centres we served. However, the demand from projects and the wider preschool field all over the country soon encouraged the Shop to expand its market. As parents are their children's primary educators, a further drive was to raise their awareness of the educational value of well-designed and well-produced toys. Thus the Grassroots Preschool Shop is open to all and may be visited at 350 Victoria Road, Salt River and 335A Klipfontein Road, Silvertown, Athlone. When requested we assist other organisations to start similar ventures, by sharing information and supplying stocks on consignment.

The Shop supplies a complete range of durable low-cost preschool equipment - including educational toys and furniture. Much of the equipment has been specifically designed for use in multi-functional buildings - for example, lock-up hinged storage units on castors; step-ups for adult size basins and lavatories; portable towel and face cloth racks.

In line with our commitment to community development, much of our wooden equipment is produced by collectives, small businesses and sheltered workshops. We commission them to produce apron stands, bean bags, wooden blocks and toys, and many other items. It is our policy to encourage the further development of community skills in this area. We are beginning to realise our long-time dream of developing ranges of toys and equipment appropriate to South African conditions. The public's knowledge of the range available is also increased by displays mounted at many community occasions.

In order to keep prices down by keeping costs down the Shop's policy is to sell for cash or at most 30 days credit for educare projects. The only exception we make is extended interest-free credit for equipment bought by projects establishing themselves with the help of support and training services from Grassroots. Any surplus goes into the agency's general fund and is ploughed back into the community educare field.