Implementation Guidelines for the
UNESCO/OECD Early Childhood
Policy Review Project

UNESCO, 2005
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1 The document is intended to assist all those involved in and responsible for the implementation of the Project. It describes the overall framework of the Project and how each of the key steps is to be carried out. It is a working document that can be modified, if necessary, in discussion with the parties concerned. Most importantly, implementation plans of the participating countries will be developed individually, in view of their specific context and needs, within the framework of these global guidelines.
1. CONTEXT

1.1. In March 1990, delegates from around the world who gathered in Jomtien, Thailand, made the World Declaration on Education for All (EFA), recognising that all human beings have a right to basic education. Article 5 of the Declaration noted that *learning begins at birth* and embraced early childhood care and education (ECCE) as an integral part of basic education. The world community that assembled again in Dakar, Senegal, in 2000 for the 10th anniversary of EFA reaffirmed its commitment to ECCE, urging countries to expand and improve comprehensive ECCE, paying special attention to the most vulnerable and disadvantaged children. Development of ECCE was the first of the six Dakar Goals for EFA.

1.2. Research showing that the early years are critical for cognitive development and that the foundation of lifelong learning is laid well before children begin formal schooling has spurred global recognition of and commitment to the development of ECCE. Studies have demonstrated that ECCE is an astute investment, generating an array of positive outcomes in a country’s educational, social and economic development. They have also shown that the benefits of ECCE are particularly felt among disadvantaged children and families. ECCE is now regarded as an effective strategy for reducing poverty and social inequity, addressing their causes from the start.

1.3. Yet in most developing countries, ECCE has generally not been part of public policy, and governments have limited capacity for developing policies and systems for it. ECCE is often viewed as early primary education, so that policy planning for it emulates that for formal schooling. Typically, the government policy for ECCE does not clearly reflect the understanding that the ultimate purpose of ECCE is to promote the child’s holistic development, and that the child’s needs for good health and nutritional care, protection, safety and learning should be satisfied in an integrated manner. Countries are developing plans to expand access and improve quality, but must do so with limited resources and scant information and data on strategic policy planning.

1.4. This is the context in which the Project seeks to provide selected countries with an opportunity to review their current ECCE policies and systems and identify concrete options and strategies for improving them. The results will be compiled as ECCE policy reference material and distributed to assist other countries’ policy planning. The Project is part of UNESCO’s 2004-06 planning for early childhood programme. The Organisation for Economic Cooperation and Development (OECD) is a technical partner for the Project as part of its ongoing cooperation with Non-Member Countries.

2. OBJECTIVE

2.1. The Project has two objectives. First, it aims to provide four selected Member States with an opportunity to review their current ECCE policies and systems and identify concrete options and strategies for improving them. Second, the Project intends to compile the review results from participating countries as reference material for ECCE policy planning and disseminate it globally to assist the ECCE policy development and implementation processes in other countries.

2.2. Scope

2.2.1. The review concerns ECCE services catering for children from birth to age six or the age of entry into primary school. Formal, non-formal and informal services are included. Services

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2 UNESCO and the OECD signed a Memorandum of Understanding for this joint initiative.

3 In a broad sense, children 7 and 8 years old in the first and second grades of primary schools, too, are the concern of the current Project, as the child’s transition from early childhood services to formal schooling is one of the issues to be reviewed in the project.
for parents (e.g., parenting education) and measures to assist them with childcare (e.g., family support policy) are also considered.

2.2.2. The policy issues to examine are grouped into five generic categories: *Access, Quality, Resource, Government coordination and Data/research development*. Each of these generic categories has a set of two sub-categorical issues. Manifestation of these sub-categorical issues in individual countries is expected to vary and differ. The country-specific policy questions related to each of the sub-categorical issues will be the focus of the review. Presented below is a broad description of the structure of these policy issues and questions, which will be contextualised in individual participating countries. Should there be other generic or sub-categorical issues that may not have been sufficiently covered by the present structure, but that are key to the country’s policy debate on ECCE, they, too, will be included and treated with due attention.

<table>
<thead>
<tr>
<th>Generic category</th>
<th>Sub-category</th>
<th>Country-specific policy questions</th>
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</table>
| Access           | Level of participation in ECCE | • What are the causes of low participation in ECCE? Is it a problem of availability, accessibility or affordability? Or is there a problem of low demand or awareness of the need for ECCE?  
• Is there any need to revisit the government’s access policy for ECCE? What would be the most cost-effective and pedagogically correct service options that the government should focus on to expand access? |
|                  | Equity in access to quality ECCE | • Who are the advantaged and the disadvantaged and how are the gaps in their access to ECCE generated?  
• What are the most feasible government policy and financing options and strategies for helping the disadvantaged? |
| Quality          | Integrated pedagogy and training | • How well integrated are the content, practice and personnel training of early childhood care services, early childhood education services and formal education?  
• How should policy and systems be adjusted to integrate care and education services and to facilitate the child’s transition from ECCE to formal schooling? |
|                  | Physical and material support | • Is the physical infrastructure of ECCE services adequate? What improvements are most urgently needed, and how could the necessary resources be mobilised?  
• Are ECCE teaching and learning materials adequate, quantitatively, culturally and developmentally? What are the best practices for the development and supply of quality materials that can be scaled up? |
| Resource         | Distribution of public resources | • Who is benefiting from public investment in ECCE?  
• What should be done at the policy and system levels to ensure that public resources are channelled to the poor? |
|                  | Mobilisation of non-public resources | • Who are the key non-public actors and what are their contributions?  
• What should be done to systematise partnership with the non-public sector? |
| Government coordination | Across different sectors of government | • How are different sectors coordinated for the development and implementation of ECCE policy?  
• What is the most feasible and effective way of mustering inter-sectoral coordination? |
|                  | Across different levels of government | • What are the respective responsibilities of the different levels of government for ECCE?  
• What should be done to improve the implementation of decentralisation policy? |
| Data/research development | Data needs | • What are the ECCE data available and what are further data needs?  
• How are ECCE data collected and what needs to be done to improve the data collection process? |
|                  | Research needs | • Is ECCE policy development and implementation based on evidence? Is there research capacity to support evidence-based policy development and implementation?  
• What are the specific issues to be researched to improve ECCE policy planning and implementation? |

* Countries are to add or identify their own policy questions related to each of the sub-categories.
3. **ACTIVITIES AND TIME FRAME**

3.1. The Project will be implemented over two and a half years, from January 1, 2004 to May 31, 2006. Participating countries will develop their own schedules, but suggested below are deadlines by which the four phases of the Project should be completed. Implementation of the In-Country Intervention phase in each participating country can be concluded within a year.

3.2. The participating country may develop Satellite Activities (e.g., seminars, capacity-building exercises) in collaboration with the relevant UNESCO Field Office. These supplementary activities may not directly contribute to the Project, but can be a useful means of sharing the work of the Project with a wider audience of national authorities and stakeholders.

3.3. | **Preparation** – March 2004 | **In-Country Intervention** – August 2005 | **Synthesis** – December 2005 | **Launch** – May 2006 |
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</thead>
<tbody>
<tr>
<td>Finalising participating countries</td>
<td>Preparation of Background Reports</td>
<td>Drafting the Synthesis Report and Executive Summary</td>
<td>Printing of the Synthesis Report/Summary</td>
</tr>
<tr>
<td>Preparing Terms of Reference (TOR) for the reviews</td>
<td>Visits by Review Teams(^5)</td>
<td>Consultation with participating countries</td>
<td>Launching of the Synthesis Report/Summary</td>
</tr>
<tr>
<td></td>
<td>Submission and/or Presentations of the Review Reports to national authorities and stakeholders for discussion and follow-up; capacity-building workshop(^6)</td>
<td>Finalisation of the manuscripts of the Synthesis Report/Summary</td>
<td>Overview of the synthesis report/Summary</td>
</tr>
</tbody>
</table>

3.4. Detailed information on the preparation of the Background Report, Review Team Visit, and Review Report is provided in Annexes 1 and 2.

4. **OUTPUT**

4.1. In each of the four participating countries, there will be a Background Report and a Review Report containing specific policy recommendations that will form the basis of ECCE planning and implementation in the country.

4.2. A Synthesis Report and Executive Summary, published as a joint UNESCO/OECD publication, will be the global output of the Project. The Executive Summary will serve as reference material for other countries’ ECCE policy planning.

4.3. In addition to reports and publications, the UNESCO Field Offices may organise Satellite Activities, for capacity building or for wider dissemination of the review experience in the country. Thus, another important outcome of the Project will be increased technical capacity among government officials, as well as increased awareness in the participating countries.

5. **IMPLEMENTATION STRUCTURE**

5.1. In each of the participating countries, the education ministry\(^7\) will form a **Country Task Force** to serve as the national authority in charge of executing the Project. The Task Force will make key decisions on the Project with its Secretariat. The relevant UNESCO Field Office will join and

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\(^5\) Detailed information on the composition of the Team is found in Annex 2.

\(^6\) Depending on the presence of the Field Office’s relevant work plan

\(^7\) Or its affiliated offices or institutes.
assist the Task Force. This body need not be formal, or even new. To “form” the Country Task Force, it will suffice to identify the authorities who will carry out the following tasks:

5.1.1. Identify national experts to compile the Background Report; assist in the collection of baseline information, and approve and submit the Background Report to UNESCO

5.1.2. Identify sites for the Review Team Visit, in consultation with the Secretariat, and assist and participate in the visit

5.1.3. Approve the Review Report, organise a national meeting in cooperation with the relevant UNESCO Field Office to present the Review Report to national authorities and stakeholders

5.1.4. Review and comment on the draft Synthesis Report

5.1.5. Plan and conduct Satellite Activities and coordinate the Project with other similar processes being launched or planned in the country

5.2. At the global level, the personnel responsible for ECCE at UNESCO headquarters and the OECD personnel identified for the joint initiative will form the Secretariat, whose responsibilities will include the following:

5.2.1. Develop guidelines for the Background Report, Review Report and Review Team Visit

5.2.2. Monitor the preparation of Background/Review Reports

5.2.3. Identify experts for and participate in the Review Team Visits

5.2.4. Submit Review Reports to the Country Taskforce

5.2.5. Prepare, disseminate and launch the Synthesis Report/Executive Summary

6. PARTICIPATING COUNTRIES

6.1. The four countries participating in the Project are Brazil, Indonesia, Kazakhstan, and Kenya. They are not intended to represent their three geographical regions – Latin America, Asia and Africa – nor were they selected on the basis of fixed criteria.

6.2. In selecting these countries, the following factors, however, were taken into consideration. First, since the 10th E-9 Ministerial Meeting on EFA was devoted to ECCE, E-9 countries were given priority. Second, the presence of a related work plan in the concerned Field Office was another important criterion. The country’s participation in existing joint UNESCO/OECD projects on PISA and WEI was considered favourably. Most importantly, each of the four countries requested UNESCO’s technical assistance with policy development for ECCE. Countries confirm their participation in the Project by signing a Memorandum of Understanding with UNESCO.

6.3. In the final Synthesis Report, the cases of the participating countries will be presented in a comparative manner, while efforts will be made to address each situation with reference to the specific context.

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8 For details, see Annex 2 on the Review Visit.
9 All these activities will be carried out in close collaboration and discussion with the Country Task Force; the format of collaboration between the Country Task Force and the Secretariat can vary across countries.
10 The nine highly populated countries: Bangladesh, Brazil, China, Egypt, India, Indonesia, Mexico, Nigeria and Pakistan.
6.4. In order to broaden the implication of the Project beyond the four participating countries, and also to examine them in a fair framework of comparison, Reference Countries will be identified. These countries are not participating in the Project, but have educational, social, political and/or cultural contexts similar to those of the four participating countries, and will be referred to in relation to the situations in the four countries, notably in the Review and Synthesis Reports.

6.5. Following are profiles of the four participating countries:

<table>
<thead>
<tr>
<th></th>
<th>Brazil</th>
<th>Indonesia</th>
<th>Kazakhstan</th>
<th>Kenya</th>
</tr>
</thead>
<tbody>
<tr>
<td>GDP per capita (PPP USD, 2001)</td>
<td>7,360</td>
<td>2,940</td>
<td>6,500</td>
<td>980</td>
</tr>
<tr>
<td>GDP index</td>
<td>.72</td>
<td>.56</td>
<td>.70</td>
<td>.38</td>
</tr>
<tr>
<td>Inequity measures, richest 10% to poorest 10%</td>
<td>65.8</td>
<td>7.8</td>
<td>7.1</td>
<td>15.6</td>
</tr>
<tr>
<td>Human development index value, 2001</td>
<td>.777</td>
<td>.682</td>
<td>.765</td>
<td>.489</td>
</tr>
<tr>
<td>Total population, in millions (2001/15)</td>
<td>174 / 202</td>
<td>214.4 / 250.4</td>
<td>15.5 / 15.3</td>
<td>31.1 / 36.9</td>
</tr>
<tr>
<td>Annual population growth rate (% 2001-15)</td>
<td>1.1</td>
<td>1.1</td>
<td>- 0.1</td>
<td>1.2</td>
</tr>
<tr>
<td>Total fertility rate per woman (2000-05)</td>
<td>2.2</td>
<td>2.4</td>
<td>2.0</td>
<td>4.0</td>
</tr>
<tr>
<td>Urban population (%) (2001/15)</td>
<td>81.7 / 87.7</td>
<td>42.0 / 55.0</td>
<td>55.9 / 58.2</td>
<td>34.3 / 47.2</td>
</tr>
<tr>
<td>Public expenditure on education, as a percentage of GDP, 1998-2000</td>
<td>4.7</td>
<td>--</td>
<td>3.2 (1990)</td>
<td>6.4</td>
</tr>
<tr>
<td>Public expenditure on PPE\textsuperscript{11} + PE\textsuperscript{12}, 1998-2000</td>
<td>41</td>
<td>--</td>
<td>--</td>
<td>1.4</td>
</tr>
<tr>
<td>Age group of PPE</td>
<td>4 - 6</td>
<td>5 – 6</td>
<td>3 – 6</td>
<td>3 - 5</td>
</tr>
<tr>
<td>PPE gross enrolment ratio, 1999, GI\textsuperscript{13} / 2000, GPI</td>
<td>48.3, -- / 63.1</td>
<td>18.1, -- / 18.8, 1.04</td>
<td>72.3, -- / 12.9, .96</td>
<td>33.1,13 / 41.6, .98</td>
</tr>
<tr>
<td>Private enrolments in PPE, 1990 / 2000</td>
<td>33.6 / 27.8</td>
<td>99.6 / 98.9</td>
<td>/ 12.1</td>
<td>-- / --</td>
</tr>
<tr>
<td>Pupil / teacher ratio in PPE, 1990 / 2000</td>
<td>21 / 19</td>
<td>17 / 16</td>
<td>11 / 7</td>
<td>39 / 26</td>
</tr>
<tr>
<td>Repeaters, all grades in primary education, 2000 (%)</td>
<td>3.7</td>
<td>6.2</td>
<td>0.2</td>
<td>--</td>
</tr>
<tr>
<td>PE\textsuperscript{14} net enrolment ratio, percentage of relevant age group, 2000</td>
<td>97</td>
<td>92</td>
<td>89</td>
<td>69</td>
</tr>
<tr>
<td>Gender-related development index (GDI) value</td>
<td>.770</td>
<td>.677</td>
<td>.763</td>
<td>.488</td>
</tr>
<tr>
<td>Female adult literacy rate, percentage age 15 and above, 2001</td>
<td>87.2</td>
<td>82.6</td>
<td>99.2</td>
<td>77.3</td>
</tr>
<tr>
<td>Female labour participation (%) (2001)</td>
<td>43.8</td>
<td>55.6</td>
<td>61.1</td>
<td>74.7</td>
</tr>
<tr>
<td>Females in agriculture</td>
<td>19</td>
<td>42</td>
<td>--</td>
<td>16</td>
</tr>
</tbody>
</table>

\textsuperscript{11} Pre-primary education
\textsuperscript{12} Primary education
\textsuperscript{13} Gender parity index
\textsuperscript{14} Primary education
<table>
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<tbody>
<tr>
<td>40 / 46</td>
<td>29 / 30</td>
<td>260</td>
<td>470</td>
<td>80</td>
<td>29 / 30 / 50</td>
</tr>
<tr>
<td>21 / 38</td>
<td>40 / 46</td>
<td>50</td>
<td>80</td>
<td>30 / 30 / 50</td>
<td>29 / 30 / 50</td>
</tr>
<tr>
<td>21 / 38</td>
<td>40 / 46</td>
<td>50</td>
<td>80</td>
<td>30 / 30 / 50</td>
<td>29 / 30 / 50</td>
</tr>
</tbody>
</table>


7.  BUDGET

7.1. The Project is funded by UNESCO, while the participating countries will cover the in-country travel (transportation) costs of the invited Review Team experts.
Annex 1

Guidelines for the Preparation of the Background Report

1. WHAT IS A BACKGROUND REPORT?
A Background Report is the official document providing the basis on which the country’s ECCE situation will be reviewed. It will be prepared according to the present guidelines. The Report has two purposes. First, it provides the participating countries with an opportunity to review their ECCE situation. Second, the Report provides baseline information for use by the Review Team in conducting the visit. Both the government and the Review Team will make constant reference to the Report, which will be an important working document as they develop their recommendations. A complementary Review Report will analyse the Background Report in more detail.

2. WHO PREPARES IT?
At least two national experts specialised in early childhood and in statistics will be contracted to collect baseline information and prepare a draft, according to the guidelines. The preparation is expected to take about three to four months. The Secretariat, in collaboration with the concerned UNESCO Field Office, will assist the national team’s preparation process, especially with the data collection that may require a sample survey. The draft is to be commented and approved by the Country Task Force, which will submit it to the Secretariat.

3. HOW WILL IT BE USED?
The Secretariat will circulate the Report to identified experts of the Review Team prior to the visit. The Country Task Force can publish both Background and Review reports for its own use and distribution. With the permission of the Country Task Force, UNESCO will also print the Review Report as part of its UNESCO Early Childhood and Family Education Policy Series as well as make both Reports available online at the UNESCO website. The twin reports from all four participating countries will eventually be incorporated into the Synthesis Report.

4. HOW SHOULD IT BE STRUCTURED?
Suggested below is how the Report could be structured. As necessary, the national team can reorganise the structure.

- Preface
- Acknowledgements
- Table of contents
- List of tables, figures, text boxes
- Glossary
- Executive Summary

1. Contexts
1.1. Political and administrative systems
1.2. Socio-economic development
1.3. Educational system and achievements
1.4. Demographic trends

2. National ECCE framework
2.1. Historical developments of ECCE in the country
2.2. Legislations for ECCE
2.3. Policies for ECCE
3. Access
   3.1. Introduction and definitions
   3.2. Current status
   3.3. Perceived problems
   3.4. Policy and legislative measures

4. Quality
   4.1. Introduction and definitions
   4.2. Current status
   4.3. Perceived problems
   4.4. Policy and legislative measures

5. Resources
   5.1. Introduction and definitions
   5.2. Current status
   5.3. Perceived problems
   5.4. Policy and legislative measures

6. Government coordination
   6.1. Introduction and definitions
   6.2. Current status
   6.3. Perceived problems
   6.4. Policy and legislative measures

7. Data and research development
   7.1. Introduction and definitions
   7.2. Current status
   7.3. Perceived problems
   7.4. Policy and legislative measures

8. Other country agenda

9. References

10. Annexes

The first chapter, *Contexts*, concerns the country’s overall political, socio-economic, educational and demographic situations. The second chapter, *National ECCE Framework*, covers background information about the overall historical, cultural, conceptual, legislative and policy contexts of ECCE. The following chapters on *Access*, *Quality*, *Resource*, *Government coordination* and *Data and research development* are the main body of the Report, containing key information and data for review. These chapters all have sub-chapters entitled *Introduction and definitions, Current status, Perceived problems, and Policy and legislative measures*. The *Introduction and definitions* sub-chapter describes the chapter’s overall purpose and structure and provides the operational definitions of the key concepts and terms used in the chapter; the *Current status* sub-chapter gives quantitative information and data and comments on them; in *Perceived problems* sub-chapter, the perceived or assessed obstacles and problems related to the concerned sub-categorical policy issues will be described; in the *Policy and legislative measures* sub-chapter, the current or future actions needed to tackle the problems and issues will be presented. The final chapter, *Country agenda*, is reserved for policy issues requiring immediate attention that may not have been sufficiently covered in the preceding chapters.

5. WHAT INFORMATION IS TO BE PROVIDED?
The data sought for each of the above chapters are detailed below. Importantly, these data are to be complemented or reinforced by information that each participating country needs to analyse in view of its specific policy goals. So, the national team should feel free to add further information and data to the global ones suggested below. The requested data are extensive, and since some may not be readily available, proxies may be used, or sample surveys may be necessary. The Secretariat, the Country Taskforce and the
national team will discuss and undertake, as necessary, additional data collection processes needed. The requests below are itemised in the interest of clarity, but the Report should present the collected information and data in an integrated manner.

1. **Contexts**

1.1. **Political and administrative systems:**

(1) Describe briefly the country’s political system (e.g., political/legislative decision-making bodies).

(2) Describe the levels of government (e.g., province, district, villages, etc.; their names, in both the national language and English, and the number of units (e.g., how many provinces, districts, or villages)). Attach a country map in the Annex.

(3) Describe the status of the country’s decentralisation policy (e.g., since when has it been in effect, the distribution of responsibility for funding, policy development and delivery of various public services, etc.) and its impact on the development and implementation of government policies.

1.2 **Socio-economic development:**

(1) Provide data and information on the country’s GDP, income distribution, household (monthly) income, and poverty. To the extent possible, sort them by provinces or by urban or rural categories. Discuss the trends.

(2) Provide measures for women’s development (e.g., participation in the labour market (identifying the sectors), literacy, education, access to maternal care, mortality rate, etc.) and their implications for the demand for ECCE services. Discuss the trends.

(3) Describe the country’s poverty reduction strategies and other major economic development plans and policies, including privatisation and its impact on ECCE services.

1.3. **Education system and achievements:**

(1) Describe the country’s education system (e.g., levels of education, starting ages, structure of formal and non-formal systems, years of compulsory free education and the scope of basic education). If ECCE is included in the education system, indicate the service(s) recognised within the system and the age group concerned. Attach an organisational chart of the Ministry of Education in the Annex.

(2) Provide information and data on internal efficiency (e.g., dropout, repetition, absenteeism) access, quality and equity in primary and secondary education, and level of adult literacy. Discuss the trends.

(3) Describe educational finance (e.g., expenditure by source of funds, by level of education, relative to GDP), stating which levels of government are responsible for different levels of education and their respective contributions. Discuss the trends.

(4) Describe the country’s EFA priorities, targets and financial strategies. Also describe major education reform efforts and their implications for ECCE, if any.

1.4. **Demographic trends:**

(1) Provide population data (e.g., size, growth rate, urban/rural distribution, fertility rate, etc.). Discuss the trends, the factors that influence the trends and the influences of these trends on the demand for ECCE services.
(2) Provide family-related data (e.g., predominance of the nuclear family, divorce rate, single parents, average age of marriage, etc.). Discuss the trends, factors that influence the trends and the influences of these trends on the demand for ECCE services.

(3) Provide data on young children’s health and nutritional status (e.g., the under-five mortality rate, stunting, etc.), or other information showing the status of young children’s general well-being. Discuss the trends, the factors that influence the trends and the influences of these trends on the need for ECCE services.

2. National framework of ECCE

2.1. Historical developments of ECCE in the country:

(1) Describe briefly how different ECCE services (e.g., education and care services) have developed in the country and/or how different sectors in the government came to be involved in ECCE. Discuss how they have influenced poor children’s access to ECCE.

(2) Describe how the child is viewed in the culture and how early childhood, childrearing and early education are practised, and discuss how traditional concepts have evolved and influenced the promotion of ECCE, specifically the development and implementation of ECCE policy.

(3) Discuss whether there have been any foreign influences in ECCE theory, practice, policy and/or training, including those from international organisations and agencies. Discuss how they have influenced or interacted with the country’s indigenous thinking and approaches to ECCE.

2.2. Legislation for ECCE

(1) Describe the key legal frameworks related to ECCE (e.g., Kindergarten Act, Childcare Act, etc.), paying special attention to the prescription of government support for ECCE. Note specially whether ECCE has separate legislation or is subsumed under general legislation (e.g., pre-primary education subsumed under primary education law).

(2) Describe any government or legal decisions concerning the division of ministerial auspices for ECCE among different ministries or sectors of the government.

(3) If access to ECCE is a statutory entitlement, describe the eligibility criteria and the services concerned.

(4) Describe any legal frameworks that concern non-public ECCE services and their providers (e.g., the kinds of support they are to receive from the government, and the administrative procedures such as registration, licensing, etc., that they are subject to).

2.3. Policies for ECCE:

(1) Identify the main ministries involved in ECCE and describe the rationales underpinning their involvement in ECCE (e.g., that ECCE is a part of basic education, that ECCE promotes poverty reduction, that ECCE is part of family health care, etc.).

(2) State whether there is an integrated national policy framework that is followed by all the concerned government ministries. If so, describe its aims and how it is implemented in different ministries.

(3) Describe briefly the government policy for supporting families with young children (e.g., cash, tax benefits for parents with young children, parental leave entitlements, etc.). Describe gaps, if any, between principle and reality (e.g., take-up rate of the leave policy).

(4) Describe the government’s EFA objectives and its financial strategy for ECCE.
3. Access

3.1. Introduction and definitions

Describe the purpose and structure of the Chapter, which is to take stock of the level of participation and equity in access to quality ECCE services. Reintroduce the specific queries that are to be answered in the Chapter, namely: What are the causes of low participation in ECCE? Is it a problem of availability, accessibility and/or affordability? Or is there a problem of low demand or awareness of the need for ECCE? Is there a need to review the government’s access policy for ECCE? What would be the most cost-effective and pedagogically correct service options for the government to focus on in order to expand access? Who are the advantaged and the disadvantaged in terms of access to quality ECCE services and how is the gap between them generated? What are the most feasible policy and financing strategies for increasing the participation of disadvantaged children? Provide clear operational definitions of the services being referred to in terms of age group served and other key concepts repeatedly referred to in the chapter.

3.2. Current status

(1) Identify the Reference Services to be reviewed in the Project. These should be the flagship ECCE services of the concerned ministries, covering the majority of ECCE provision in the country. They will be referred to systematically in the following chapters.

(2) In a table, provide the following information about these Reference Services:

- Age range of children served
- Objective (e.g. care, education, integrated)
- Daily opening hours
- Number of opening days per week, month and/or year
- Setting (e.g., home, centre, school)
- Educational requirements for personnel
- Inclusion in the national data collection on pre-primary education or ISCED-0 (yes or no)
- Ownership (e.g., public, non-public (e.g., family, community, NGO, enterprise, for-profit individuals))
- Financial sources (e.g., public, non-public (e.g., family, community, NGO, enterprise, for-profit individuals))
- Fees charged (e.g., free, obligatory, voluntary)
- Administrative auspices (e.g., education, social assistance, health)

(3) Provide information on the number, regional distribution and participation rates (e.g., gross or net enrolments) of the Reference Services. [Conduct a sample survey of one or two of the Reference Services to determine the numbers of places available and accessibility.]

(4) Provide information on average development costs, average monthly recurrent costs, average monthly per-child unit cost and/or average monthly fee charged by the Reference Service. [If the information is not available, conduct a sample survey on selected Reference Services in both rural and urban areas.]

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15 When sources are multiple, mention them all in order of magnitude.
16 If the rates are not available, provide the total number of children in the age cohort concerned by the service and the number of children in the service.
17 If the number of children that can be maximally accommodated in a service is 50, and 35 children are currently enrolled, there are 15 places available.
18 The time or distance required for the child to come to the service. Related information can be found in UNICEF ChildInfo file.
(5) Provide any information, data or anecdotal observations that reveal inequitable access to ECCE (e.g., regional, socio-economic, ethnic, special-needs-wise, etc.) and/or that reveal varying demand for ECCE services among different population groups or regions.

(6) Describe the extent to which ECCE services are arranged on an informal basis at home by private domestic carers, older siblings or other relatives, with reference to the socio-economic and regional backgrounds of the parents, and stating how much the services cost, if purchased.

3.3. Perceived problems: Describe the causes and obstacles related to low demand or awareness of the importance of ECCE among parents, especially those in disadvantaged regions. Describe the particular plight of disadvantaged children preventing them from attending ECCE services (e.g., HIV/AIDS, housework, etc.). If there has been a sharp decrease of participation, discuss the reason. Also discuss the problems causing inequitable access to ECCE among different populations.

3.4. Policy and legislative measures: Describe government policy on ECCE access (i.e., Is the goal to provide universal access or to make targeted investments?) and assess its effectiveness (i.e., What has been achieved or not achieved in relation to stated policy goals?). Describe related legislations or legal framework that concerns children’s access to ECCE. Describe the government’s future policy plans or legislative efforts regarding ECCE access (e.g., target groups, access targets, financing strategy, etc.). If parenting education is a key strategy for expanding access to quality ECCE at home, describe the government plan for it.

4. Quality

4.1. Introduction and definitions: Describe the purpose and structure of the Chapter, which is to take stock of the integration of care, education and formal schooling and the level of physical and material support for ECCE services. Reintroduce the specific queries that need to be answered, namely: To what extent are the content, practice and personnel training of ECCE services integrated with formal education? How should policy and/or the system be adjusted to better integrate ECCE services and to facilitate the child’s transition from ECCE to formal schooling? Is the physical infrastructure of ECCE services adequate? Which improvements are needed most urgently and how could the necessary resources be mobilised? Are ECCE teaching and learning materials adequate, quantitatively, culturally and developmentally? Which best practices in the development and supply of quality materials can be scaled up? Provide clear operational definitions of the key concepts referred to in the chapter.

4.2. Current status:

(1) Identify the pedagogical guidelines (e.g., the curriculum or any guidelines to assist the teacher’s daily interaction with children) being used in the Reference Services and provide the following information about them:

- Developer (e.g., which ministry or office in the ministry either developed or commissioned the development)
- Context of development (e.g., why the curriculum or guidelines were developed)
- Target service (e.g., where the curriculum or guidelines are to be used, or are being used)
- Content (e.g., care, holistic development, pre-primary education, family education, etc.)
- Linkage with primary school, in the case of services for children over three
- Any attention to cultural context

(2) Identify the major categories of ECCE workforce (e.g., pre-school teachers, care workers, informal carers, etc.) and prepare their profile with the following information [If necessary, conduct a sample survey]:
• Training/educational requirements\textsuperscript{19}
• Responsible authority/institution for pre- and in-service training
• Monthly salary\textsuperscript{20}
• Daily hours of work
• Transferability to early childhood care service,\textsuperscript{21} to educational service\textsuperscript{22} or to formal school\textsuperscript{23}

(3) For comparison, prepare the same profile for primary school teachers. State in particular whether primary school teachers are eligible to teach in early childhood services; if so, if they are required to take ECCE-related courses or training.

(4) Provide data on how much of the ECCE workforce is qualified (i.e., meeting the educational and training requirements, e.g., percentage of pre-school teachers, care workers meeting their respective requirements); and/or data on the training and education levels of the different categories of ECCE workforce. Provide data on the gender distribution of ECCE workforce.

(5) Describe the training and education status of the non-formal or informal workforce vis-à-vis the formal workforce.

(6) Provide information on the student-teacher ratio in Reference Services.

(7) Describe how pre-primary education is organised (e.g., whether it is provided as part of ECCE services or primary education) and the extent of its provision (e.g., number of first-grade students who have received some sort of pre-primary education). Describe the physical conditions of pre-primary classes set up in primary schools, the availability of teachers for these classes, and the training and education background of these teachers (e.g., whether they have attended courses on child development).

(8) Provide information and data on the status of the physical infrastructure (e.g., facilities, equipment, etc.) of the Reference Services. Describe the inspection procedure and how inspection results are reported and used.

(9) Describe the supply and quality of teaching and learning materials used in the Reference Services. Make special note of differences between private (fee-paying) and public services in their access to good teaching/learning materials. Give examples of low-cost quality materials.

4.3. Perceived problems: Identify the services that need to be further integrated either with education or with care and the challenges involved. Identify main challenges regarding the education and training of ECCE personnel. Identify problems with pre-primary education and with first- and second-grade classes in primary school that need to be corrected in order to smooth the child’s transition from ECCE to formal schooling. Describe particular problems or obstacles, besides the lack of resources, to improving the physical infrastructure of ECCE services and the teaching/learning materials in use.

4.4. Policy and legislative measures Describe major initiatives or government policy or legislative measures to integrate the Reference Services further, both in practice and in training, to improve the working conditions of the different categories of ECCE workforce, especially those in non-formal and informal services, and to smooth the child’s transition from ECCE to formal schooling. Describe any major government decisions (policy plans or legislative efforts) to reinforce the regulations and standards for service infrastructure.

\textsuperscript{19} Note on the specialisation required in early childhood care, education or formal education
\textsuperscript{20} Including in-kind pay
\textsuperscript{21} In the case of education personnel
\textsuperscript{22} In the case of care personnel
\textsuperscript{23} In the case of both care and education personnel
5. Resource

5.1. Introduction and definitions

Describe the purpose and structure of the Chapter, which is to take stock of the distribution of public resources and mobilisation of non-public resources. Reintroduce the specific queries that need to be answered, namely: Who is benefiting from public investment in ECCE? What should be done to ensure that public resources are channelled to the poor? Who are the key non-public actors and what are their contributions? How can the partnership with the non-public sector be systematised? Provide clear operational definitions of the key concepts referred to in the chapter.

5.2. Current status

(1) Provide data on expenditure on ECCE, by source of funds, relative to GDP, etc. Provide data on government expenditure on ECCE by ministry, relative to each ministry’s total budget. Provide figures on per-child (student) expenditure in pre-primary education and other ECCE services where available.

(2) Describe the schemes used by the government (which may differ across ministries) to finance ECCE (e.g., creating public services, subsidising private services, subsidising parents (cash, tax benefits and maternity/paternity leave policy, etc.)).

(3) Identify the services that are subsidised, either entirely or partly, by the government; and provide the following information about them:

- Expenditure on subsidised item(s) (e.g., development or recurrent costs; if recurrent, teachers’ salaries, maintenance costs, etc.)
- Subsidised cost as a percentage of either the total development or the monthly recurrent costs
- SES backgrounds of the children attending the subsidised services, or the regional distribution of the subsidised services
- Age group served

(4) Describe the government’s financial strategy for ensuring equity in access to ECCE (e.g., funding levels, distribution strategies (e.g., to whom, through what kind of funding schemes) and impact measures).

(5) Identify the levels of government responsible for financing ECCE and their relative contributions. Describe how funds are decentralised (e.g., whether they are earmarked or decentralised as a block grant, etc.)

(6) Identify the major non-public actors in ECCE (e.g., families, communities, NGOs, enterprises, for-profit individuals, etc.) and describe the nature and extent of their contributions (e.g., advocacy, creation of services, training, pedagogical innovations, etc.).

5.3. Perceived problems

Describe problems related to the mobilisation and distribution of public resources in terms of misuse (e.g., public funds benefiting rich children, ECCE funds channelled to support primary education, etc.) or waste. Assess the effectiveness of the government’s financial strategy for ensuring equity in ECCE and identify areas for improvement or revision. Assess the effectiveness of the government’s policy for mobilising non-public resources, especially for expanding access, and identify areas for improvement or revision. Explain why partnerships with the non-public sector have not materialised or are ineffective.

5.4. Policy and legislative measures

Describe major policy/legislative measures being planned or undertaken to increase the provision and improve the distribution and use of public and private resources, especially with the aim of ensuring equity and mobilising non-public resources or resolving problems identified above.
6. Government coordination

6.1. Introduction and definitions: Describe the purpose and structure of the Chapter. Note the policy issues of coordinating ECCE across different sectors and across different levels of government. Reintroduce the specific queries to be answered, namely: How are the different sectors coordinated for the development and implementation of ECCE policy? What would be the most feasible and effective way to muster inter-sectoral coordination? What are the respective responsibilities of the different levels of government for ECCE? What should be done to improve implementation of the decentralisation policy? Provide clear operational definitions of the key concepts referred to in the chapter.

6.2. Current status

(1) Identify the ministries that have administrative responsibility for the Reference Services and provide the following information about each:

- Age group concerned
- Reference Services under its responsibility
- Access coverage as a percentage of age cohort
- Amount it receives of the annual budget for ECCE
- Responsibilities24
- Main legal framework under which it operates25
- Partnerships or coordination schemes with other ministries26

(2) Describe any mechanisms set up to coordinate different sectors of government for ECCE. Provide their names, their mandates or responsibilities (e.g., whether they deal with development and implementation of integrated or coordinated policies; or whether they promote the coordination or integration of the delivery of ECCE services at the level of practice). Also describe major achievements or point out examples of ineffectiveness. Describe any other measures being taken to promote inter-sectoral coordination.

(3) Describe the general division of responsibility across different levels of government and their respective autonomy in funding (e.g., decisions on funding priorities, teachers’ salaries, service fees and subsidies), service management, training and monitoring/evaluation.

6.3. Perceive problems: Describe instances of waste, whether financial or in the form of technical or human resources, which could be prevented or reduced with better coordination among different government sectors. Describe areas of responsibility (e.g., funding, teacher training, service provision, etc.), where cross-sectoral coordination is most needed.

6.4. Policy and legislative measures: Describe the main policy and/or legislative initiatives for promoting ECCE through decentralisation. Explain any regional variations in implementation of the decentralisation policy. Describe policy/legislative initiatives to improve cross-sectoral coordination and the implementation of a decentralisation policy, especially in regions that are lagging behind the most.

7. Data and Research Development

7.1. Introduction and definitions: Describe the purpose and structure of the Chapter. Note the main policy issues of availability and development of reliable indicators, and of ECCE research. Reintroduce the specific queries to be answered, namely: What ECCE data are available and how are they collected and

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24 E.g., providing services, training personnel, developing curriculum or pedagogical guidelines or teaching/learning materials, and/or monitoring/evaluating services
25 Relevant laws, acts, decrees
26 Aimed at avoiding duplication or dividing responsibilities
used? What specific data are needed to improve ECCE policy planning and implementation? Is ECCE policy development and implementation conducted on the basis of evidence? Is there sufficient research capacity to support evidence-based policy development and implementation? What specific issues should be researched? Provide clear operational definitions of the key concepts referred to in the chapter.

7.2. Current status

(1) Identify the ECCE data (statistics and indicators) that are collected and reported by the relevant ministries. Attach the survey forms in the Annex. Identify ECCE data collected and reported regularly by other sources (e.g., NGOs, international organisations, etc.).

(2) Describe how data are collected (e.g., how often, by whom) and how the data are used and disseminated (e.g., the extent to which they are used in government planning and policy debate, etc.). Describe how or whether ECCE data collected from different government sectors are coordinated for reporting and dissemination.

(3) Describe the country’s capacity to provide useful research information for policy-makers. Describe to what extent research has influenced the development and implementation of policy planning for ECCE (e.g., the type of studies or projects carried out or commissioned by the government). Describe any mechanisms or measures aimed at facilitating a linkage between research and policy-making.

7.3 Perceived problems

Describe the most urgent ECCE data demanded by policy-makers. Discuss conceptual, technical or administrative problems in developing and collecting ECCE data. Describe obstacles to enhancing the linkage between researchers and policy-makers.

7.4. Policy and legislative measures

Describe major initiatives or government plans to eliminate or reduce such problems. Specify any ongoing government-commissioned studies or research projects.

8. Other country agenda

This chapter is reserved for specific information on major ECCE policy issues or developments that require immediate attention, but that may not have been addressed sufficiently in the preceding chapters. Clearly describe the policy issues/developments, as well as questions and issues that the Project should address.

9. References

10. Annexes

6. HOW TO COLLECT AND PRESENT INFORMATION

Scope

6.1. The Report is concerned with all types of ECCE services (formal, non-formal and informal) catering for children between birth and 6 or the age of entry into primary school, and for parents with childcare needs.

6.2. The requested information is to be collected from all concerned ministries/government sectors, especially the Reference Services. However, when a sample survey is required and when it is difficult to sample services from all ministries, the Country Task Force could focus on one particular ministry or sector.

Terminology
6.3. Give the names of services, ministries, regions, etc. in both the national language and English. The English translation should remain consistent throughout the report. All abbreviations should be listed in the Glossary.

6.4. In presenting or identifying a service, the age group it concerns should be stated clearly and systematically. Ages may be expressed as follows: 0-1 for children between birth and their first birthday; 1-2 for children between their first and second birthdays, and so on. 3-year-olds, thus, are children who are between their second and third birthdays. Children beyond their third birthday should be referred to as 3+-year-olds.

6.5. The word non-public necessarily refers to any of five specific groups: families, communities, NGOs including religious institutions, enterprises and for-profit service providers.

Presentation of data
6.6. Disaggregate data, wherever possible, by region, gender, age and/or socio-economic distribution.

6.7. It is important to show trends over time. Include as much time-series data as possible.

6.8. If requested data are not available, note their non-availability, which itself is important information. Any problems in collecting and presenting the requested data and information should be described in the Problems section.

6.9. Provide operational definitions of the statistical headings in tables, and state information sources clearly.

6.10. Use tables, figures and graphs as much as possible for easy reference and comparison.

Length
6.11. The entire report may not exceed 50 pages, excluding Annexes. The following lengths are suggested for each of the main chapters:

- Contexts: six pages
- National framework of ECCE: five pages
- Access, Quality, Resources, Government coordination, Data and R&D: five pages each, 25 in total
- Other country agenda: three

6.12. Use 10-point Times New Roman typeface, single spaced (e.g., as in these guidelines).

6.13. Number individual paragraphs as follows: 1, 1.1, 1.1.1, etc. Do not leave any paragraph without a reference number.

Other considerations
6.14. In describing Problems, be specific (e.g., if lack of resource is a problem, mention the specific obstacles in mobilising more resources). Point out specific procedures, practices, policy measures or system structures that need to be improved or changed to bring about the desired outcome.

6.15. When cases and examples are numerous, prioritise them and present only the major ones.

Useful sources of information
6.16. Some of the information requested in the guidelines can be found easily in the following references:

- *EFA Global Monitoring Report.* UNESCO.
- *EFA National Plan*
- *Financing education: Investment and returns.* UNESCO/OECD
- *Human Development Report.* UNDP
- *World Development Indicators*. World Bank.
- *UNESCO National Case Study Report on ECCE*
Notes on the Review Visit and Review Report

1. WHY IS A REVIEW VISIT NECESSARY?
Basic information about the country’s ECCE situation will be provided in the Background Report. But some realities are elusive, and cannot be fully captured through written information. The Review Visit is designed to verify and complement the Background Report with on-site observations. It is also an opportunity for the country to review the situation with experts from various fields. The Visit may consist of field visits to services, institutions, and/or government offices, participation in meetings with concerned stakeholders, and/or work with individuals to verify information and data. The Visit will last a minimum of five working days and a maximum of 10.

2. WHAT IS A REVIEW REPORT?
The Review Report contains policy recommendations of the Review Team. It focuses on concrete policy options and strategies for the key policy issues that have been identified. The main job of the Reviewers is to assess different options and strategies in the light of the country’s specific situation. The Review Report is not intended to reiterate information provided in the Background Report or to state principles or ideals without a clear indication of how they can be implemented. The Review Team will prepare the Report after the Visit. Each Team member is expected to contribute to the writing of the Report. The Secretariat will identify a coordinator to coordinate the work of the members. The Report will be submitted to the Secretariat, which will submit it to the Country Task Force, which in turn will discuss it with a wider audience of stakeholders and authorities at a national seminar. The government can then use the Report in policy planning and implementation.

3. WHO ARE THE REVIEWERS?
The Review Team will consist of four or five senior experts from four areas of specialisation: early childhood, education sector analysis, health/social policy and data/economic analysis. Each country will have a different group of experts, while a specialist and member of the Secretariat will take part in the Review Teams of all four countries. Inclusion of a national expert in the Team, either from the Country Task Force or from an independent institution designated by the Country Task Force, is a decision to be made by the country, which will be respected by the Secretariat. Members of the Review Team are all expected to contribute to the writing of the Review Report. The Country Task Force should take part in the Visit alongside the Review Team as a way of enhancing the sense of ownership of the process and its outcome. The Country Task Force and the Secretariat will jointly decide the composition of the Review Team.

4. WHAT ARE THE TASKS OF THE COUNTRY TASK FORCE AND SECRETARIAT?
The Review Visit is the most important task of the Country Task Force and Secretariat, who schedule it on the basis of the Background Report and suggestions from Review Team members. The Visit should be programmed with a view to avoiding redundancy and general observations. Visit sites will be selected on the basis of specific policy issues to be assessed. The two parties will also discuss how to reflect regional differences in the Visit, but only if different regions reflect different policy issues warranting attention. The Country Task Force will help make administrative and logistic arrangements for the Visit, while the Secretariat will make contractual arrangements for the Team members.