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Experience in Informal Pre-school Education in the  
South-western Region of the Dominican Republic

"A process which seeks to respond to needs of large populations of children by combining the service function with those of applied study and research."

UNICEF - Santo Domingo  
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## A. Introduction

In 1980, after only nine months of operation, the informal pre-school education project in the Dominican Republic was 8,802 children in rural and suburban areas. In 1981, a year later, direct pre-schooling and nutrition services were reaching 17,161 children of ages 3,4,5 and 6. A follow-up field study showed that the services were functioning regularly in 365 participating communities. However, the minimum number of children attending was greater than the number of children enrolled. Parents and local residents at the centres observed did play their part and contributed resources which stabilised the services.

In this present paper the UNICEF-Santo Domingo team analyses these experiences and answers to the following questions:

1. How were the results to date achieved?
2. How were the Government and local residents motivated to set the project in motion?
3. How did the Government workers and parents acquire the skills to carry out the project and develop positive attitudes towards it?
4. What communications media were used in this social development effort?

In preparing the sections set out below the authors have relied on their observations and on interviews with project personnel, parents, and local residents. The facts are presented just as they occurred and are intended to serve as material for discussion and analysis by the participants in the workshop on Communication for Social Development.

## B. Basic Information

The South-western region of the Dominican Republic is located within the following geographical co-ordinates:

North Latitude: from 17°30' to 19°30'

West Longitude: from 70°30' to 72°00'

It is made up of seven provinces: Azua, Barahona, Bahoruco, Elías Piña, Independencia, Pedernales and San Juan. Its area is 14,511.09km<sup>2</sup> (30% of the country's territory). Average annual temperature is 25.09 centigrade and average annual rainfall is 1,004.11 mm.

In 1978 the population of this region was estimated at 677,946. Density was 46 persons per km<sup>2</sup>. Population growth was comparatively slow: 2.3%. Average family size was 5.7. The population was young, 50.8% under age 14. The number of children 0-6 was estimated at 135,587, of these 63,048 were in the pre-school age of 3 to 6.

The highest rates of malnutrition (58%) and of infant mortality

(118 per 1000) in the country were to be found in this area. Per capita calorie consumption was 1,192 calories below the national average (1,569 calories) and the protein consumption of 34 grams was below the national average of 42 grams. The same region also had the greatest shortages of drinking water (only 21% of the population had a potable supply), sewerage, modern and sanitary housing, and medical and para-medical care.

Educational services were also not up to standard. The illiteracy rate was 41.4%. Schooling facilities at the primary level reached only 59% of the school-age population. Of every 100 children who began school, 83 left before completing it. At the primary level the pupil-teacher ratio was reckoned at 56.47 and the pupil-class ratio at 61.3 to 1. The quality of the schooling suffered from the fact that only 31% of the teachers were trained. Only 19 pre-school education courses were offered in the State sector and 5 in the private sector, altogether covering 0.98% of the pre-school population.

Basic features of the region's economy gave rise to marked inequalities in income distribution and a scarcity of employment opportunities. Of the active population of 162,341, some 24% were unemployed and 30% under-employed. 78% of those employed worked in agriculture. The prevailing pattern of landholding was the minifundio or smallholding. In 1977 the Gross Internal Product of the region was an estimated RD\$ 151,123,000, which accounts for 6% of national GDP. With regard to income distribution, it was estimated that 75% of the population had incomes under RD\$125 per month. Finally, private investment in industry for the region that same year accounted for 1% of total national investment.

### C. Arousing Governmental Interest in Children's Problems (Advocacy)

The conditions described above made the South-West one of the country's most underdeveloped regions, and its rural areas constituted "an environment of socio-cultural deprivation" (that is, an environment in which a set of adverse circumstances converge, directly affecting the development of satisfactory intellectual and social development in children: thus blocking or delaying their progress).

The problem lay in the fact that the majority of school-age children and their families lived in these unsatisfactory environmental conditions and no action was being taken to address the problem in a systematic way. Possibly the majority of children in the country side were facing irreversible damages and effects upon their growth and potentials. These effects persist throughout school age and adolescence, leading, among other things, to failure and school drop-out.

From the standpoint of socio-economic development, this situation was alarming, for it jeopardized a whole new generation of men and women in the region.

The "take-off point" in the development of the South-West had

been defined in terms of an improved standard of living and increased production, employment, and productivity. Could the level of technology needed to meet production targets be reached with illiteracy of 41.9% and with a population in which only approximately 16% succeeded in completing primary education?

Given these circumstances, which may be considered typical of the great majority of Dominican pre-school children, UNICEF staff decided to take the initiative. They promoted a series of meetings with the national authorities to discuss various aspects of the critical situation faced by children, and urged that attention be paid to the needs of the pre-school population. After some 18 months of activity, the Government lent its full support and commitment to the UNICEF initiative. UNICEF then adopted and initiated a bold approach incorporating informal strategies. It took the form of a pre-school education based on an Integrated Services Program framework, which conformed to the regional development plan. The good reputation earned by early successes placed UNICEF in a position to conduct a dialogue with the Government through which it provided consultative aid and guidance. Thus UNICEF responded speedily and effectively to difficulties encountered by the Government because of a lack of technology or resources.

The project was part and parcel of the development of the South-West and its people. The project was designed to address itself to five key factors influencing child development:

- genetic factors
- biological factors (the growth process)
- learning
- family environment
- socio-economic environment

Accordingly, it developed along the following lines:

As a social development project, it sought to enhance intellectual, socio-affective, communication, and psycho-motor skills for a large number of children (44.4%) in rural areas, as a prerequisite for authentic socio-economic development in the region.

As an informal pre-school education project, it took the form of direct action by a trained community promotion worker organizing learning experiences for groups of pre-schoolers with the participation of the community and technical support from the Secretariat for Education.

In order to improve the family environment, the project included educational activities for parents organized in study groups and educational programs disseminated through communications media.

As an ecological action project, it addressed the social and economic factors in the macro-system which affect the lives of families and children, functioning in the context of the regional development plan, of which it forms an integral part.

As an applied educational research project, it attempted to

answer theoretical concerns and disclose empirical evidence pertaining to the effectiveness of a comprehensive informal program aimed at a large pre-school population.

D. Aim and Objectives

The purpose of the project was "to meet the comprehensive development needs of a large-scale population of rural pre-school children (ages 3 to 5), combining the delivery of services with applied educational study and research." The following service goals were set for the period 1979-1982:

Year:	1979	1980	1981	1982
No. of Children: (ages 3 to 6)	7000 (11.1%)	14000 (22.21%)	21000 (33.31%)	28000 (44.41%)

The plan of action was as follows:

1. Updating information regarding the socio-economic and cultural profile of the families covered by the project in order to provide a basis for planning and curriculum programming.
2. Preparing technical-pedagogical guidelines and instruments to direct and implement the educational process in the programs of pre-school education, parent education, and project personnel training.
3. Training and refresher courses for technical personnel and community promotion personnel in the theoretical, technical, and organizational aspects, in accordance with the requirements of project implementation and the educational needs of the children and parents of the region.
4. Promotion, implementation, and setting in motion of informal pre-school educational services for rural children ages 3 to 5.
5. Promoting and directing organized participation by parents in the operation of the project and in the comprehensive development of their children, furthering integrated and continuous education through various forms of self-education or mutual teaching.
6. Utilizing social communications media to encourage and guide parents and local residents of the South-West in furthering integrated education for children and strengthening family life.
7. Continuous applied research and evaluation activities designed to ascertain the extent to which goals are being reached, and gathering of information to initiate a process of feedback and evaluation that regularly adjusts and improves project execution, aiming at an optimum performance and impact.

## E. Setting the Project in Motion

### 1. Setting up the administrative structure

The Government's first task was to draw up the project's technical-administrative manning table. Before the project began, there was a Pre-school Education Section within the Department of Primary Education. It consisted of two technical experts and support staff. For this project the Government established a Pre-school Education Department consisting of a director, a technical staff of seven, and a support staff of four. A Regional Pre-school Education Advisor and Pre-school Education Supervisors were assigned to each of the three regional education offices (Azua, Barahona, and San Juan). Three project execution teams consisting of a Regional Advisor and seven Supervisors were thus established.

Training the central technical staff and the project execution teams was critical to the success of the project. The first task was to ensure that a professional and technical staff with a satisfactory knowledge of the project and expertise in the methods and techniques were available to execute the project.

### 2. Organizing and motivating the project communities and selection of the promotion workers

In each case communities were selected by the supervisors according to criteria adopted for their geographical areas. In Azua communities with more than 100 pre-school children (ages 3 to 6) were considered eligible. In Barahona the poorest and most isolated communities were eligible. In San Juan the more accessible communities with community organizations were considered eligible.

Two forms of approaching the community emerged: either through community organizations and leaders, or through "natural leaders" or persons with respected or influential occupations.

Once a community had been introduced to the program, meetings were organized to discuss children's needs and problems, to explain the content of the project, and to convince the residents that its success depended on their readiness to become involved and assume some responsibilities, just as the Secretariat for Education assumed others. If response was positive, a subsequent meeting was devoted to talking about working with children and discussing with the residents the qualifications a community promotion worker should have in order to carry out his task successfully. These workers were in every case selected in an open assembly by the community from among candidates proposed on the basis of moral conduct, capacity for work, and education completed.

The main obstacles encountered were initial distrust, opposition by certain teachers, lack of transportation, the intransigence of some political committees in the selection of promotion workers, and a lack of co-operation by some Government departments and institutions.

Nevertheless, 100% of the motivated communities said yes to the project. In most cases they elected the best community workers. When the need arose, they defended their right to select them against outside interference. There was involvement of all the economic, cultural, or religious organizations present in the community. In the selection processes the people began participating by bringing together building materials, outfitting premises, and calling for action and fulfilment of commitments by the Secretariat for Education. At every stage, health workers at the community level from the office of community development extended their support.

### 3. Developing the Curriculum

Pre-school education in the Dominican Republic lacked a planned curriculum and an early task was to prepare one. To aid community workers and teachers in implementing the curriculum plan, the technical staff of the department prepared "methodological guides" which lay down pedagogical guidelines and methods of carrying out the activities suggested. Alternative curriculum programming schemes were designed for the informal programs and an evaluation process was defined which contemplated levels, contents, phases, methods and instruments.

The centres were equipped with educational materials chosen from among those supplied by UNICEF and local materials previously identified within the communities. This was the first time that toys had reached the children of the countryside. Parents outfitted community locations such as warehouses, clubs, private houses, or thatched enclosures with the basic physical facilities: a play yard, a learning environment, a kitchen, toilets, a water fountain, and a storage space. This made it possible for the centres to start operating quickly, without waiting for the construction of buildings. Time was organized on the basis of a 3 1/2 hour daytime period, and two annual cycles were defined (one of them for the coffee-growing district).

### 4. The centres at work

Within 30 days of completing their training, all the community promotion workers had organized centres in their communities. To that end, they called upon parents and residents, who fulfilled their duty and promises of providing suitable premises and participation. In 1980, nine months after its inception, the project was reaching 8,808 children aged 3 to 6; by 1981, it was covering 17,141 pre-schoolers. Food for the centres was provided by the Student Welfare Department of the State Department of Education and by CARE. Parents supplied fuel, crockery, local foods, and cooking. The project is being implemented throughout the seven South-western provinces and in 25 municipalities of the region.

## F. Community Participation and Inter-sectoral Co-ordination

### 1. Community Participation

The supervisors have reported that they found the communities very active and endowed with functioning organizations. "The leaders take initiatives on their own and are enthusiastic. Leaders and residents require only a little guidance to carry on. Leaders of

associations have taken the initiative with the project. They encouraged parents and residents to set work, to gather materials, and made trips to town on project business. Pre-schoolers have become an agenda item at association meetings, and that is where their problems are discussed. Communities have shown a willingness to help each other even when they were not involved in the project."

Community leaders, parents and residents, when they discuss pre-school children, talk about "our project". They feel that whatever problems and needs arise are their own problems and needs, to be faced earnestly and responsibly. They like to tell about what they've done, what initiatives they have taken, how this or that problem was tackled, what succeeded and what failed. What is striking in all of this is the position of the community promotion worker. Sometimes he acts as advisor and sometimes he is advised by parents and community leaders. It is a lively and symbiotic relationship. It was they, for example, who thought of instituting a lunch quota and of asking each mother to make her own children's uniforms. When the community worker must be absent for some valid reason, a young person is called on to take his place, with the support and co-operation of the mothers who are most involved.

It appears that "the ability to act consciously and constructively in different programs to solve specific problems" and "the sense of responsibility and ability to plan and take decisions regarding the development and/or transformation of a given situation that has been studied" are emerging as a way of life for the residents: one embodying cultural and social features inherent to their existence. The reality is that community involvement was already there before the project began. What the project has probably done is to encourage and mobilize that involvement at the beginning of the project, and then to guide it towards fruitful opportunities.

In developing this movement, an effort was made to identify modes of participation familiar to the population, existing structures, and participatory machinery which was actually in operation. These were then adopted and utilized to achieve project objectives. Moreover, both the Regional Advisors and the Supervisors have shown great flexibility and adaptability to diverse realities and situations. In working with the community, they have shown deep respect for the people's ways, and have tried to adopt attitudes conducive to promoting participation.

## 2. Inter-sectoral Co-ordination

At the central level, co-ordination efforts have begun to bear fruit in terms of programming health, nutrition, sanitation, and education activities. This will mean an improvement in the concerted implementation of regional activities. Plans are being made to strengthen and institutionalize joint undertakings in the



following sectors: education-agriculture; education-Community Development; education-Dominican Agrarian Institute; education-health. But there has been a sustained, flexible co-ordination at the community level among health workers, pre-school education workers, CD staff, and agricultural extension workers.

#### G. Educational Programs Through the Media

The project included plans to use the media to disseminate motivational and support programs. The production of these programs was the purview of the Educational, Cultural and audio-visual and cultural dissemination programs. The project components planned comprised: (a) radio broadcasts, (b) audio-visual productions, (c) posters, and (d) booklets.

For the radio messages a national station and ten local stations were available. The central and liaison stations for the South-western network were identified. Motivational radio spots were produced, together with a 30-minute daily program on "comprehensive child care" including "voices of the countryside" (personal accounts by local residents).

The media unit produced mini-programs of high technical merit. The South-west network began broadcasting these programs in June of 1979, when the centres were already in operation. But financial difficulties encountered in September of that year prevented the radio spots from going on the air. Budget cuts made it impossible for the Department of Education to subsidize the radio stations. Today the media unit is at work on the audio-visual components of the project. This activity receives 5% of the project's annual budget.

#### H. Training and Educational Efforts for Development

##### 1. Training

##### 1.1 Refresher training for technical staff, Regional Advisers, and Supervisors.

A first step was the preparation of a program of study in the form of intensive yearly courses and day-long workshops once per week. Goals were arrived at by analyzing the requirements of project execution at various stages, the functions expected of technical staff, advisers and supervisors at each stage, the knowledge and skill which those functions implied, and the geographical and socio-cultural characteristics prevailing at project locations. The Study Program was the equivalent of the required core curriculum in programs leading to a degree in pre-school education by the Dominican university expected to grant credit for these field-work specialization activities.

##### 1.2 Training for community promotion workers

It is important to emphasize that these young people had volunteered to carry out a mission for their respective communities

and felt a certain moral obligation to satisfy the hopes entrusted to them. Accordingly, their training could not consist of mechanical acquisition or transmission of information. Methods appropriate to the case had to be developed. The starting point consisted of identifying and analysing the skills and aptitudes the community worker would need in order to begin immediately working with children, parents, and the community. Learning goals were formulated on the basis of this practical know-how and methods and materials were defined which would reinforce the acquisition of the required skills. At a later stage attention was given to any skills or knowledge the recruits already possessed which might provide a basis for skills directly relevant to their activities in the program.

The training was designed to provide the trainees with a means of self-realization. It was expected to pose a constant challenge to their ability to learn and to reflect about themselves and their experience. It was conducted in the context of the South-West, open to the interplay of diverse interests and opposing forces, so that the trainee would learn to bear in mind his own limitations and those of the community and the project, since they would affect the effectiveness of his action. The training was intended to cultivate a spirit of constructive initiative, creativity, and the ability to take situations in hand. All of these young trainees were committed in one way or another to bringing about more human conditions for rural children and families. The training was designed to release those previously underutilised personal energies, directing them towards the children and the community in effective work, creating vigor and an active commitment from the beginning of training. Another basic feature of the training program was dialogue, for each community worker is a resource-person who imparts knowledge and skills. A horizontal dialogue was expected to emerge between trainees and instructors. Learning was to be a joint endeavor pursued by means of dialogue between the instructors and trainees. Dialogue would generate communication. Training activities were to take place in a calm, cheerful, and united atmosphere, placing faith in the trainees, their potential, their ability -- believing in them. Discipline and responsibility was to come from the trainees themselves and the community members.

The community workers organized themselves in working groups. The groups formed consisted of those community workers who were responsible to the same Supervisor. This was done in order to create esprit de corps and forge links between the community workers who would be working in the same area.

Practice provided the most direct, objective and specific form of learning for the trainees. As they themselves put it, practice "put flesh on the courses" and helped them "keep their feet on the ground." That is, it quickly enabled them to perceive what their training was aimed at and gave meaning to their theoretical training and enhanced the activities they were pursuing.

The instructors adopted the goal of following these methods and spared no effort to ensure that learning occurred "not only through action but above all by example and exercise." Emerging

traits viewed as likely to enrich the performance of each community worker were made apparent in the instructors' own conduct and endeavors. Trainees were not told that they should be responsible and efficient; they were shown responsibility and efficiency at the key points in the course of a training program which was designed to make learning active, participatory and dynamic. Great care was taken to ensure that performance lived up to the conduct prescribed.

## 2. Educational Activities for Parents;

### Educating the Community to Participate in Development.

Under the project, this type of adult and community education included two aspects which made it particularly meaningful: educational activities for parents, and educational activities designed to promote community involvement in self-development. The aim was to inspire or reinforce parents' determination to achieve, to the extent possible, satisfactory levels of health, nutrition, sanitation, and psychological stimulation which would foster the psychological and social development of their children. To achieve this, educational activities must stimulate parents to become responsible and effective protagonists of the socio-economic advancement of their own families and - in an organized manner - of their own communities.

One feature of this adult education program is that the educational activities and practical projects are organized around a central theme: "Securing a better future for our children." This permanent focus of parental interest can become a rallying-point for all the educational activities and environmental improvement schemes that may be undertaken. It is a powerful motivating force, for most parents have a deep desire to give their children the best they can in the world. Parents and community are thus provided with a clear, comprehensive and consistent frame of reference for community development which preserves a balance between economic and social development.

In view of the multi-sectoral character of these activities, a course was offered on the techniques and methods proper to this kind of informal education. It was attended by technical staff and supervisors from the Office of Adult Education, technicians from the Communications Media Unit of the Department of Education, health education workers from Regional Health Offices, regional co-ordinators from the Office of Community Development, social promotion workers from the Dominican Agrarian Institute, promotion workers from the Office of Rural Organization of the Regional Departments of Agriculture, and technicians from the National Planning Bureau. A first step was to work out uniform criteria regarding the focus and methodology of work to be applied with rural residents of the South-West. A second achievement now in sight is that each sector is preparing educational materials for the curriculum subjects that fall within its competence, for use by its personnel in the respective sector. A third stage will be the concerted programming of these educational activities in the communities where pre-school centers are in operation and where the residents have concluded the assessment tasks for their community. Each sectoral worker will assume the role for which he is suited in these educational activities.

It should be stressed that these activities are being carried out with a view to addressing sets of problems that have been subjected to study. Physical undertakings are to run parallel to the educational activities. The participation of the communities of the South-West has its limits. Hence the practical relevance of sectoral co-ordination in developing an original program that derives from the assessments of their own situations made by 315 communities. The difficulties of co-ordination are not being underestimated, but this is the approach that has been adopted and the first steps have been taken.

## I. Machinery for Supervision and Evaluation

### 1. Supervision and Advising

Supervisory and advisory functions have been instituted at three levels in the project. Three technical workers at the central echelon have been entrusted with the task of monitoring and recording all project activities. The Regional Advisors are charged with conducting observation and lending technical support to the Supervisors in the discharge of their duties. The Supervisors, in turn, are expected to visit the twenty centres under their responsibility once per month; they collaborate with the community promotion worker, talk with the parents, and make their comments and recommendations. Supervisors have been known to cover 20 kilometers on foot to visit a centre. Supervisory data files are kept for each level.

### 2. Evaluation

The goals used in evaluation pertain to the determination of: the progress made by children in terms of their level of health, nutrition, and psycho-social development; the levels of knowledge and motivation acquired by parents; efficiency of the technical material in use; and project cost. Since the project encompasses both research and service functions, a research design has been adopted which facilitates flexible project management and leaves open the possibility of making systematic adjustments in the course of implementation.

This is the first time that an evaluation study of this kind is carried out in the Dominican Republic. An effort has therefore been made to ensure that the design, as it proceeds through its methodological stages, should be the fruit of work done by national experts. With this in mind, the Department of Education brought together a team of Dominican specialists who are directing the task of verifying the soundness of the course taken by the project, thus establishing a frame of reference for later comparisons and replication.

Evaluation will therefore be the business of project execution personnel at every stage. The initial evaluation is being carried out as this report is written. The first stage was completed when residents, community leaders and community workers, with the support of supervisors and technicians, completed progress reports for 165 communities. Health surveys, anthropometric surveys, and questionnaires are currently being administered to an experimental project sample and to a control group. In the third stage, growth development scales and neuropsychological co-ordination tests will be applied to a sample of 300 project children and to 300 children from the

control group; scales will be used to evaluate extent and quality of parent-child interaction; and socio-drama will be used to ascertain the quality of inter-family relations with samples of 300 project parents and 300 control-group parents.

The processing of this information will not only be confined to producing percentages, levels, or scores. These, in turn, will be linked and correlated according to a variety of questions which are of interest in adjusting and improving the present and future programming.

#### J. Results Obtained

1. In 1980 project services were extended to 8,808 pre-school children (25.83% above target); in 1981 the project reached 17,161 children of ages 3,4, 5 and 6. This currently includes 345 rural communities and 20 suburban neighborhoods. The scope of the project encompasses all 25 municipal centres of the South-western region.

2. Educational technology has been developed to enable informal pre-school educational activities to offer programs that will develop skills. The 450 education workers are operating in accordance with a monthly schedule. Parents are preparing and serving a daily meal to the children who attend the centres.

3. The impact of project activities on the children has been encouraging. Changes in the children have been noted by the parents, who express satisfaction with these early results. The project's success has given encouragement to other communities. A motivational campaign was necessary in the second year because communities were calling for the project's services in their areas.

4. The impetus gained by the project under adverse material conditions, and the early achievements noted, can be attributed to the effectiveness of the methods and techniques used in the training of the 7 technical experts, 3 Regional Advisers, 20 Supervisors, and 415 Community Promotion Workers.

5. Communication in the project has been characterized by dialogue and by person-to-person contacts. Conventional communications media, although contemplated in programming and allocated a share of the budget, were not actually utilized.

6. Project costs have been low:

In 1979, US\$307,640:	\$155,702 from the Government
	\$151,938 from UNICEF
In 1980, US\$436,218:	\$238,178 from the Government
	\$198,040 from UNICEF

This is particularly true if one bears in mind the variety of activities fulfilled (initial evaluation, development of curriculum components, training, community motivation, organization, outfitting and operation of 365 informal pre-school education centers), the growth rate reached (4,313.3), the annual rate of growth attained (657.7 annually), the territory covered (25 municipalities throughout the 7 South-western provinces), and the short time in which these activities have been carried out (1 year and 9 months).

7. The Government assumed the direction and conduct of the project and made use of the resources of the educational system. The Department of Education, Fine Arts, and Worship assumed its

responsibilities under the program. The investment required to launch the project fell within the real means available to the Government.

8. UNICEF took a comprehensive view of the entire range of requirements necessitated by an undertaking such as this project: external consultancy in the area of curriculum development, adult education methods, pre-school education methods, etc., funds for training, research, equipment, supervision, evaluation, etc. Co-operation covered these initial elements and key factors in the consolidation of the project.

## K. Prospects and Problems

### 1. Prospects

It is expected that:

By 1982, pre-school education and nutrition services will reach 44% of the pre-school population of the entire South-western region.

Parallel sectoral activities and existing non-institutional channels of co-ordination will be integrated, giving the project greater impact.

The use being made of cuadernos campesinos (study booklets for rural areas) in parent study groups, and educational programs via the media for local residents will consolidate community involvement and strengthen the knowledge, skills and attitudes acquired by parents and residents.

The evaluation of the project will bring to light new knowledge about the children and families of the region, aiding in the development of effective technology for informal pre-school education suited to the socio-economic context of the region.

The Government will set in motion a national plan designed to encourage the spread of pre-school education for children in rural and suburban areas, drawing its inspiration from the experience of the South-western region and making use of a tested educational program.

### 2. Problems

The main problems pertain to two processes:

a) Supervision Budget cuts and the steady rise in gasoline prices are making supervision at the central and regional levels increasingly difficult. The difficulties at the Supervisor-Community Worker echelon arise because the poorest and most isolated communities were selected. Some of these require an entire day's work by a supervisor moving on foot.

b) Multi-sectoral Co-ordination Efficient inter-sectoral co-ordination has not yet been achieved in the Program of Integrated Services. There are persistent conceptual and methodological differences which are inherent to the traditional, vertical structure of public services.



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