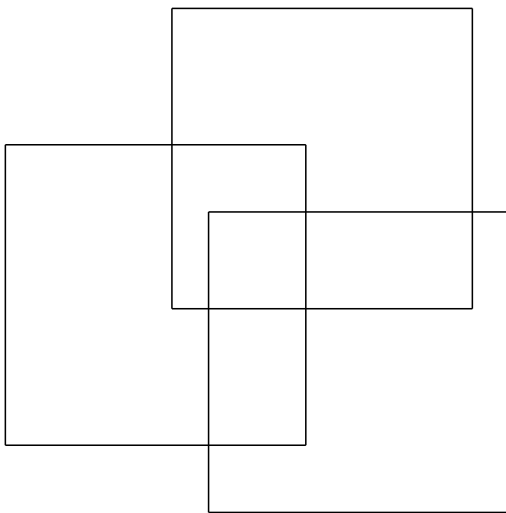




## Final report

**Meeting of Experts on Policy Guidelines on  
the Promotion of Decent Work for Early  
Childhood Education Personnel**  
(Geneva, 12–15 November 2013)





**MEECE/2013/10**

INTERNATIONAL LABOUR ORGANIZATION

**Sectoral Activities Department**

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Geneva, 2014

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## Introduction

1. The Meeting of Experts on Policy Guidelines on the Promotion of Decent Work for Early Childhood Education Personnel was held in Geneva from 12 to 15 November 2013.
2. The Meeting was attended by five experts from the Governments, five experts nominated by the Employers' group of the Governing Body, and five experts nominated by the Workers' group of the Governing Body, as well as by 34 Government and ten Worker observers. There were seven observers from intergovernmental organizations and international non-governmental organizations.
3. The purpose of the Meeting of Experts was to consider, with a view to adopting, draft policy guidelines on early childhood education personnel.

4. The Officers of the Meeting were:

*Chairperson:* Mr Sammy Nyambari (Government, Kenya)

*Vice-Chairpersons:* Ms Simone Geyer (Government, South Africa)

Mr Rick Cairney (Employer, Australia)

Mr Allan Baumann (Worker, Denmark)

5. The Chairperson said that early childhood education (ECE) was rapidly becoming a key strategy for ensuring the education and well-being of children from the very start, and enabling parents to remain in the labour market. However, as a profession, it had remained largely outside the professionalization process. The guidelines could therefore contribute to professionalizing and improving the status of ECE workers.
6. The Secretary-General, Ms Alette van Leur, Director, ILO Sectoral Activities Department, noted that ECE had become a top priority for many education ministries and a number of countries were expanding their ECE services to reach a greater number of children. However, while there were moves to establish ECE policies, the challenge remained to find the resources and strategies to render them effective. The private sector played an important role, which should be channelled towards ensuring access to education for all. Strategies were needed to provide appropriate training, and attract and retain ECE workers, who played an essential and often challenging role. Accordingly, they should enjoy decent working and teaching conditions, a degree of professional autonomy, and have access to social dialogue mechanisms, while remaining accountable for their work. In addition, more should be done to improve the gender balance among ECE workers. While ECE practices varied, the Meeting's aim was to establish international consensus on key principles. The guidelines were not binding, but set aspirational goals founded on decent work. Once adopted, the guidelines would be the first major international text in the field of ECE personnel.
7. The Executive Secretary explained that the guidelines were based on several sources including the Global Dialogue Forum on conditions of personnel in early childhood education, the ILO/UNESCO Recommendation concerning the Status of Teachers, ILO standards and the ILO Declaration on Fundamental Principles and Rights at Work. Feedback on the scope of the guidelines indicated that they should cover personnel working in early childhood institutions with a clear educational purpose. However, there was a clear understanding that ECE covered the education process from birth, and a certain

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amount of flexibility had been allowed to cover early childhood care arrangements. The guidelines touched on certain ECE objectives, including policy, curricula and financing, which had a direct bearing on the working conditions of ECE personnel. The guidelines did not aim to provide an exhaustive enumeration of principles or in-depth analysis but rather invited deeper reflection on selected issues at national level.

8. The Employer Vice-Chairperson highlighted the importance of ECE. It should be affordable, accessible and imparted by high-quality personnel. Although the guidelines were non-binding, they should nonetheless be flexible enough to take into account the diversity in ECE standards and practice throughout the world. There should be equality between private and public ECE providers. While he recognized the societal value of ECE, no unnecessary costs should be imposed on employers.
9. The Worker Vice-Chairperson said that his group was guided by the principle that all children had the right to free and quality education. There was a growing interest in, and recognition of, the benefits of ECE, based on pedagogical, scientific and economic research. To attract the qualified personnel that were needed, ECE teachers should be given the same status as other teachers. The sector faced problems of gender imbalance linked to working conditions; poor funding; low enrolment rates; and restrictive approaches to ECE. Although the policy guidelines were non-binding, they should nonetheless be followed up.
10. The Government Vice-Chairperson said that the Government group supported the document and looked forward to providing its insights on the draft guidelines later in the meeting.
11. An observer from Voluntary Services Overseas International (VSO) said that education was a key part of his organization's work. Its work had highlighted the gender dimension of ECE, where personnel were mainly female and suffered from lack of professional support and low pay. Equal education and learning outcomes could not be achieved without providing support for the professionalization of ECE.
12. An observer from the World Organization for Early Childhood Education (OMEP) indicated that the draft guidelines were in line with his organization's play-based and communication-centred approach to ECE. OMEP could raise awareness of the guidelines and of its importance among OMEP's partners.

## **Consideration of the draft ILO policy guidelines on the promotion of decent work for early childhood education personnel**

### **Scope**

#### ***Paragraph 1***

13. The paragraph was adopted without change.

#### ***Paragraph 2***

14. The Worker Vice-Chairperson proposed changing “or collective bargaining agreements” to “and collective bargaining agreements and suggested deleting the word “progressively”, which sent a mixed message to governments.



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15. The Employer Vice-Chairperson said that his group could not agree to the amendment on collective bargaining agreements because they were not used in all countries. In that light and, taking the Workers' concerns into consideration, he proposed an alternative amendment to replace "or collective bargaining agreements" with "and social dialogue mechanisms, including collective bargaining agreements". Retaining the word "progressively" could make it easier for countries to use the guidelines.
  16. The Worker Vice-Chairperson agreed to the Employers' proposal and accepted keeping "progressively", despite misgivings regarding the lax tone it might set.

### **Paragraph 3**

17. The Meeting agreed to the Workers' proposal to introduce a new subparagraph 3(b) that would read as follows: "basic principles as set out in the 2008 Declaration on Social Justice for a Fair Globalization".

### **Paragraph 4**

18. The paragraph was adopted without change.

### **Paragraph 5**

19. The Worker Vice-Chairperson suggested adding a new subparagraph 5(h) to read as follows: "development partners including institutional donors/foundations because such groups contributed to ECE funding and should therefore be included in the list of participants in ECE work".
20. The Government Vice-Chairperson said that development partners and donors were covered under NGOs in most countries, and further specification could lessen the importance given to NGOs in the paragraph.
21. In reply to requests for clarification on the reference to "home-based ECE", the Executive Secretary said that the text acknowledged a range of formal, semi-formal and informal ECE arrangements. It did not cover family arrangements, but included any employment relationship in a private home where a child education service was provided in exchange for payment.
22. Following the explanations provided by the Office and the Government Vice-Chairperson, the Meeting decided to keep the paragraph in its original form.

### **Paragraphs 6 to 8**

23. The Meeting adopted the paragraphs without change.

### **Paragraph 9**

24. The Worker Vice-Chairperson suggested replacing the words "safe physical environment" under subparagraph 9(a) with "safe and healthy environment". This was accepted by the Meeting. He also asked the Office to clarify the reason for different age-group distinctions throughout the text.
25. The Executive Secretary explained that differences and distinctions regarding age groups in the text were context-specific. In paragraph 9, the UNESCO international subdivision of

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groups had been used, whereas other groupings had been applied in other parts of the text when talking about development, child–staff ratios and age-group curricula.

### **Paragraphs 10 to 13**

26. The paragraphs were adopted without amendment.

### **Paragraph 14**

#### Subparagraph 14(a)

27. The Worker Vice-Chairperson proposed deleting from subparagraph 14(a) the words “experience suggests that in cases where ECE provision is centralized”, as a national policy was needed regardless of the kind of ECE provision and should not address only decentralization. The Meeting agreed.
28. The Government Vice-Chairperson remarked that the term “marginalized populations” in paragraph 14(a) might not be commonly understood. The term had not been included in the definitions, nor was it defined elsewhere in the draft Guidelines. Her group felt it was necessary to define the term as used in the document.
29. The Worker Vice-Chairperson noted that the terms “disadvantaged, marginalized and vulnerable” in the subparagraph came from a number of development resources; the idea was to avoid having a long list every time the Guidelines needed to refer to vulnerable groups. By referring to the groups in such terms, the list would remain dynamic and be able to include newly recognized vulnerable groups over time. Since the Meeting could not return to discussions of the definitions, the final Guidelines could include a definition of the term “marginalized populations” as a footnote.
30. The Government Vice-Chairperson agreed that a footnote could be a solution to defining the term “marginalized populations”.

#### Subparagraph 14(d)

31. The Worker Vice-Chairperson also proposed replacing the word “instrument” by “process” in subparagraph 14(d).
32. The Government Vice-Chairperson proposed that the word “arrangements” in subparagraph 14(d) should be replaced by the word “provisions”.
33. The Meeting adopted the subparagraph with both amendments.

#### Subparagraph 14(f)

34. The Government Vice-Chairperson proposed that subparagraph 14(f) be divided into two parts because it amalgamated two separate issues – children’s needs and needs of workers with family responsibilities. The revised text should be “(f) ensure that ECE policies and standards apply to all providers, public or private institution- or home-based; and that they address the needs of children that are marginalized and vulnerable; (fbis) ensure that ECE policies and standards apply to all providers, public or private institution- or home-based; and that they address the needs of workers with family responsibilities;”. The paragraph was adopted as amended.

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#### Subparagraph 14(g)

35. The Executive Secretary, in response to a request for clarification from the Employer Vice-Chairperson, explained that the phrase in subparagraph 14(g) “to mobilize additional resources from non-government sources” was intended to recognize ECE funding challenges, especially in developing countries where there was interest in seeking alternative modes of financing to public funding, including through public–private partnerships (PPPs), or foundations and NGOs. However, the text indicated that it remained a government responsibility to take those sources into account in their resource mobilization strategies.
36. The Employer Vice-Chairperson welcomed the Executive Secretary’s confirmation, emphasizing his group’s interest to ensure the Guidelines would reflect differences in the way public and private sector providers operated. The paragraph remained unchanged.

#### Subparagraph 14(h)

37. The Worker Vice-Chairperson proposed that subparagraph 14(h) be rephrased to add the words “developmentally” and “, exempt of all forms of discrimination” and would read: “ensure the provision and organization of a safe, healthy and developmentally appropriate ECE teaching and learning environment, exempt of all forms of discrimination, with good human resource policies”.
38. After lengthy discussions – and clarification from the Executive Secretary that “good human resource practices/policies” were common terminology and consistently used to refer to practices that went beyond an acceptable minimum – the subparagraph was adopted including a proposed amendment from the Government group to refer to “developmentally appropriate”, as well as to include the wording “exempt of all forms of discrimination and with good human resource policies”.

#### Subparagraph 14(i)

39. The Government group proposed and the Meeting agreed to split subparagraph 14(i) in two, one part dealing with initial training (“organize on an ongoing basis initial training of ECE staff;”, while the other addressed continual professional development). These were two separate aspects of a teacher’s career path. The new subparagraph 14(ibis) would read “support the active participation of ECE personnel in continuous professional development opportunities”.

#### Subparagraph 14(j)

40. The Employer Vice-Chairperson proposed including two qualifiers to subparagraph 14(j) by inserting “where applicable” after “minimum wages”, and “(where the government is the employer)” after “qualification standards”. Although governments were in practice responsible for overseeing and enforcing legislation, they neither monitored nor enforced individual collective bargaining agreements to which they were not party.
41. The Worker Vice-Chairperson underlined governments’ responsibility to oversee collective bargaining frameworks, which was particularly important in ECE, since the needs of children should determine conditions for institutions, whether public or private.
42. The Government Vice-Chairperson considered the central issue was ensuring all ECE workplaces were in compliance with the standards. While the Employers’ amendment fine-tuned the provision specifically to the government, she felt it excluded other structures.

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43. The Employer Vice-Chairperson felt the Workers' group was referring to the framework for collective bargaining, while, as currently worded, the reference to collective bargaining agreements implied that governments would monitor and enforce individual agreements between employers and workers. His group therefore proposed to amend their previous proposed amendment to the subparagraph so that it would read as "monitor and enforce the framework for ECE policies and standards, including minimum wages and conditions of employment, qualification standards and collective bargaining". This would remove the allusion to government enforcement of individual agreements, while retaining its responsibility for monitoring and enforcing the framework for collective bargaining.
  44. The Worker Vice-Chairperson believed that the Employers' proposal would limit government responsibility to enforcing legislation, whereas in some countries, such as Denmark, collective bargaining agreements were based on bargaining rather than on legislation. In that case, his group would prefer to retain the original Office wording.
  45. Responding to a request for clarification from the expert from the Government of the Republic of Korea regarding the reason for including the subparagraph, the Executive Secretary explained it was to highlight the considerable diversity of government responsibilities on collective bargaining in different countries, where they ranged from enforcement to establishment of frameworks, or both.
  46. The Secretary of the Employers' group stated that his group would accept only a paragraph that recognized government responsibility to monitor and enforce standards and policies governing the framework for collective bargaining, particularly since Employers firmly supported the 1998 Declaration on Fundamental Principles and Rights at Work, which explicitly included the right to collective bargaining. However, his group strongly opposed text that implied government interference in the outcomes of collective bargaining.
  47. The Worker Vice-Chairperson remarked that the text referred to enforcement of voluntarily reached agreements. Governments' responsibility for enforcement would thus be on something that workers and employers would already have agreed upon.
  48. The Meeting subsequently agreed to insert "where applicable" before "ECE policies and standards". The paragraph was adopted as amended.

### ***Paragraph 15***

49. The Employer Vice-Chairperson asked for clarification on the exact meaning of subparagraph 15(a). His group understood that employers contributed to ECE funding through normal payment of taxes, while the subparagraph seemed to widen their responsibility to additional obligations to fund ECE outside of government budgets.
50. The Executive Secretary explained that the section referred to private measures that could be taken by employers to ensure the provision of services to their own staff.
51. The Employer Vice-Chairperson reiterated his opening statement that ECE costs not be shifted to employers. The current wording was too vague, since it did not seem to differentiate between cases, where employers were voluntarily providing funding and cases where employers might be obliged to do so. This differentiation needed to be made, and the Office should suggest alternative wording for subparagraph 15(a) that would reflect that any additional contributions were voluntary and non-mandatory. He also proposed deletion of subparagraph 15(d) since it contradicted the employers' right to autonomy provided for under the preceding subparagraph 15(c).

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52. The Worker Vice-Chairperson wondered, however, whether such deletion of subparagraph 15(d), proposed by the Employers, might not have the effect of taking away the employers' social dialogue responsibilities.
  53. In response to requests for clarifications from both the Worker and Government Vice-Chairpersons, the Executive Secretary pointed out that section 11 of the Guidelines was devoted to ECE governance and social dialogue. Cooperation was voluntary, since it required two consenting parties, and did not imply restrictions on the autonomy of employers. He acknowledged that subparagraph 15(a) referred to contributions which were meant to be voluntary, and to government-mandated obligations such as taxes and social security contributions, which were not voluntary.
  54. Turning back to subparagraph 15(a), the Employer Vice-Chairperson repeated that the current wording was insufficiently clear since it did not differentiate between voluntary, non-mandatory contributions and applicable, mandatory taxes. A shifting of the costs of ECE from the public to the private sector was not acceptable.
  55. Following extended discussions and clarifications from the Executive Secretary, the Meeting agreed to the following text for subparagraph 15(a) proposed by the Workers' group: "As appropriate, directly contributing to ECE funding, on a voluntary basis, employers can also collaborate with other ECE stakeholders to mobilize the necessary resources for the realization of agreed policies".
  56. The Worker Vice-Chairperson emphasized the importance of parents' representatives being consulted and asked that subparagraph 15(d) should therefore be retained, as parents' representatives were included in the definition of ECE stakeholders (paragraph 13).
  57. The Government Vice-Chairperson also asked for subparagraph 15(d) to be retained.
  58. In view of the support for subparagraph 15(d), the Employer Vice-Chairperson proposed that the words "subject to 15(c)" be inserted at the start of subparagraph 15(d), in order to ensure that 15(d) would not override the principles of employer autonomy contained in the preceding subparagraph.
  59. The Worker and Government Vice-Chairpersons endorsed this amendment.
  60. With regard to paragraph 15(c), the Meeting accepted the Workers' proposal to insert "set by governments" after the word "standards".

### **Paragraph 16**

61. The Employer Vice-Chairperson, noting that paragraph 16 had a similar issue to paragraph 15, proposed to amend it by adding "Subject to 15(c)" before paragraph 16(b). The Meeting adopted the proposed amendment.
62. The Employer Vice-Chairperson also proposed, and the Meeting agreed, to add subparagraph 16(d), which would read as follows: "Contribute to the development, design, evaluation and revision of learning practices, objectives and curricula", which would be in the same wording as subparagraph 18(f).

### **Paragraph 17**

63. The Worker Vice-Chairperson proposed to insert in subparagraph 17(e) to the words "and international labour standards" (ILS) after the phrase "in accordance with national law and

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practice”. However, the Secretary of the Employers’ group pointed out that the proposal raised a problem of principle; there were core ILS, and there were many others which did not need to be translated into national legislation as long as they were not ratified.

64. Following the Government Vice-Chairperson’s confirmation that governments would indeed object to suggestions they comply with ILS they had not ratified, the Worker Vice-Chairperson proposed, and the Meeting agreed, to subamend the proposal to add the word “ratified” before “international labour standards”.

### ***Paragraph 18***

65. The paragraph was adopted without change.

### ***Paragraph 19***

66. The Meeting adopted the paragraph with an amendment from the Government Vice-Chairperson to include the word “disadvantaged” in the second line.

### ***Paragraph 20***

67. The Worker Vice-Chairperson proposed to replace in the second line the word “learning” with the word “quality”. The Employer Vice-Chairperson proposed that the wording relating to the design and organization of ECE services should be “Parents’ representatives should be consulted” instead of “Parents and their representatives”. The paragraph was adopted with both amendments.

### ***Paragraph 21***

68. The Meeting agreed to an amendment proposed by the Employer Vice-Chairperson replacing the original wording with “Community leaders should be consulted”. The amendment took into account a clarification from the Executive Secretary regarding the definition of “community leaders” that the term was used in recognition of the community level at which ECE is often organized. Such community leaders could include leaders of ethnic communities, locality-based groupings and indigenous peoples, and were obvious stakeholders in the consultation process. However, the Employer Vice-Chairperson expressed concern over the practical problems that might arise from the broadness of the term “community leaders”, in view of the fact there was potentially a plethora of people who may claim to be community leaders.
69. Given the continuing problem regarding a common understanding of who constituted a community leader in different national contexts, the Chairperson requested, and the Meeting agreed, that the secretariat propose a definition that could be agreed upon and which could be incorporated into the Guidelines through a footnote. Subsequently, the Meeting discussed the secretariat’s proposed definition, which was adopted as a footnote.
70. The Worker Vice-Chairperson also proposed, and the Meeting agreed, to replace the word “learning” with “quality” so that the wording in paragraph 21 would be consistent with that of paragraph 20.

### ***Paragraph 22***

71. The Worker Vice-Chairperson proposed an amendment to delete the words “affordable and, where possible” in line with the document’s intention to establish ECE as a public

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good and fundamental right, in accordance with the Brasilia Declaration on Child Labour and the UN Declaration on the Rights of the Child. His group considered that education ought to be free.

72. The Employer Vice-Chairperson indicated that the amendment did not provide for contexts where it was not possible to provide free ECE services. He agreed to the Workers' amendment to only delete "affordable", if the words "where possible" were inserted after the word "policy", for the sake of consistency.
73. The Government Vice-Chairperson accepted the changes, and asked that "quality" be inserted before "education" in the first line. The paragraph was adopted as amended.

### **Paragraph 23**

74. The Government Vice-Chairperson requested that, for the sake of consistency, the word "quality" be added before "education" and that "ECE arrangements" be replaced by "ECE provisions". The Meeting agreed.

### **Paragraph 24**

75. After some discussion, the Meeting decided to insert "any" before "discrimination", to insert a full stop after the word "discrimination" and to delete the rest of the sentence listing instances of discrimination. It was also agreed to list the United Nations Convention on the Rights of the Child (1989) in the bibliography.

### **Paragraph 25**

76. The Worker Vice-Chairperson proposed amending the third sentence to read "Such a framework should include all domains of development".
77. The Government Vice-Chairperson said that the age group "0-3" should be changed to "0-2", and "pre-primary education" should be deleted. She also proposed inserting the words "and organize" after "choose" in the fourth sentence, and deleting "learning" after "ECE". The paragraph was adopted as amended.

### **Paragraph 26**

78. The Government Vice-Chairperson proposed inserting "disadvantaged" after "marginalized" in subparagraph 26(c). The amendment was adopted.

### **Paragraph 27**

79. After some discussion on several changes proposed by the Government group, the Meeting decided to replace the word "choice" with "design" and to insert "selection of" before "learning methods"; to change "initial education" to "initial education/training" (which should also be applied to paragraph 14(i) for consistency); to insert "continuous" before "professional development"; and to replace the word "teacher" with "ECE professional", for consistency.

### **Paragraph 28**

80. The Government Vice-Chairperson asked that the word "revised" be replaced by "updated". The paragraph was agreed as amended.

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### **Paragraph 29**

81. The Worker Vice-Chairperson suggested replacing the word “equal” with “equitable” in subparagraph 29(b). The amendment was adopted, and “age-group 0–3”, also in subparagraph 29(b), was aligned with the rest of the document.

### **Paragraph 30**

82. The paragraph was adopted without change.

### **Paragraph 31**

83. The Worker Vice-Chairperson said that the paragraph raised problems because it again used the word “affordable” and continued to highlight private initiatives, which ran contrary to the aim of free education. In that light, he proposed that the whole paragraph be deleted. If that was not possible, he suggested that at least the word “voucher” be deleted, as his group was strongly opposed to that system.
84. The Employer Vice-Chairperson said that his group was unable to accept the amendment, which attacked the private sector. To avoid penalizing employers, making private sector ECE more affordable would require the use of the measures listed in the paragraph. The Employers’ position was supported by the Government group.
85. The Meeting subsequently agreed to delete the first sentence. The Worker Vice-Chairperson proposed the deletion of references to cash transfer programmes and vouchers, and to replace these with reference to “subsidies for ECE fees”. The Government Vice-Chairperson agreed as long as there could be reference to support for families in need. The paragraph was adopted as amended.

### **Paragraph 32**

86. The paragraph was adopted without change.

### **Paragraph 33**

87. The Employer Vice-Chairperson queried the wording “progressive basis, at master’s degree or higher level” in the introductory sentence to paragraph 33, given that few ECE professionals had those qualification levels in practice.
88. The expert from the Government of the Republic of Korea said that she had recently attended an Organisation for Economic Co-operation and Development (OECD) meeting on ECE where all participants had agreed to the goal of improving the quality of ECE by encouraging professionals to become more qualified. The current wording covered that goal.
89. The Worker Vice-Chairperson proposed deleting the words “where appropriate, to national, regional or local circumstances” in subparagraph 33(f), but accepted the Employers’ point that there were differences in national capacities. Accordingly, only the words “to national, regional or local circumstances” were deleted.
90. After some discussion, the Meeting also decided to change the term “special learning needs” in subparagraph 33(f) to “special education needs”, which was more widely used.



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91. The Employer Vice-Chairperson wished to delete the word “assessment” in subparagraph 33(g), considering that children in the age groups concerned should not undergo assessments.

92. The Worker Vice-Chairperson explained that, in the sentence, “assessment” was understood as a skill that a trained ECE professional should have, and not as an activity that should be imposed on those age groups.

93. The Employers’ group accepted the wording on the basis of that understanding.

### ***Paragraphs 34 and 35***

94. The paragraphs were adopted without change.

### ***Paragraph 36***

95. The Employer Vice-Chairperson requested the insertion of the word “voluntary” before “private sources”, in line with the Office’s earlier explanation. The Meeting agreed.

### ***Paragraph 37***

96. In response to a query from the Workers concerning the reference to “unqualified personnel” in subparagraph 37(a) and confusion about the qualification levels referred to in subparagraph 37(b), the Executive Secretary explained that subparagraph 37(a) acknowledged that many developing countries had unqualified personnel working in ECE. Instead of chasing them out of the profession, it suggested giving them the means of achieving qualifications. Regarding subparagraph 37(b), he proposed changing “lower-qualified” to “less-qualified”, to clear up the contradiction with previous terminology. The proposal was accepted.

### ***Paragraphs 38 to 42***

97. The paragraphs were adopted without change.

### ***Paragraph 43***

98. The Government Vice-Chairperson proposed to change “should” to “may” at the end of the introductory paragraph. The paragraph was adopted as amended.

### ***Paragraphs 44 to 47***

99. The paragraphs were adopted without change.

### ***Paragraph 48***

100. The Worker Vice-Chairperson asked that the words “, women and men,” be inserted after “personnel” in the second sentence, to address the gender-balance issue. The amendment was accepted.

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### **Paragraph 49**

101. The Worker Vice-Chairperson proposed covering all the possible forms of discrimination by deleting the list that followed the word “discrimination” and replacing “all forms of discrimination” with “any discrimination”.
102. The Employer Vice-Chairperson requested advice on recruitment scenarios where applicants lived with disabilities or health conditions that made them unable to perform ECE work.
103. The Executive Secretary indicated that promotion of employment of disabled persons would need to take account of appropriateness of employment in relation to disability. The Workers’ amendment was broad enough to encompass any standards addressing such scenarios.
104. On that understanding, the Meeting agreed to adopt the Workers’ amendment.

### **Paragraph 50**

105. The paragraph was adopted without change.

### **Paragraph 51**

106. The Worker Vice-Chairperson proposed the deletion of the words “if it exists”, as they might run counter to the Guidelines’ intention to influence policy by encouraging governments to develop education management information system (EMIS) or teacher management information system (TMIS) mechanisms. The Employer Vice-Chairperson accepted the Workers’ amendment, but stressed that the Guidelines should not create any further costs for private providers. To that end, the paragraph was understood to only concern the authorities. The paragraph was adopted as amended.

### **Paragraph 52**

107. The Meeting agreed to add the words “such as possibilities for” before “part-time” in the text in brackets in the second line, and to delete the bracketed words “mainly women” in subparagraph 52(b), since all concurred it was not only women who had family responsibilities. The Meeting similarly agreed to the proposal by the Worker Vice-Chairperson to add the words “, and provide these teachers with appropriate training and education in ECE” immediately after the words “these categories”.

### **Paragraphs 53 and 54**

108. The paragraphs were adopted without change.

### **Paragraph 55**

109. The Worker Vice-Chairperson suggested changing the last sentence to: “Authorities should consider initiatives that support community efforts to recruit ECE personnel.”, so as to clarify that the sentence was about recruitment strategies (rather than unspecified support to ECE). Following clarification of the intent of the paragraph, the Workers’ proposed amendment was further amended to replace the word “should” with “may”. The paragraph was adopted as amended.

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### **Paragraph 56**

110. The Meeting agreed to amend subparagraph 56(c) to read as “public relations campaigns promoting ECE as suitable work for men, as well as women.” and, as proposed by the Worker Vice-Chairperson, to delete subparagraph 56(d) which his group felt might cause unforeseen problems.

### **Paragraph 57**

111. The Meeting adopted the paragraph without change.

### **Paragraph 58**

112. The adviser of the Employers’ group explained that his group could not support paragraph 58 given the reference to Part VI of the ILO Indigenous and Tribal Peoples Convention, 1989 (No. 169), with which employers around the world had major problems. He also noted that his group’s positions at this specific Meeting could not be in contradiction with their positions elsewhere. Returning to the paragraph later, the Meeting agreed to insert “where ratified” after “(No. 169)”.

### **Paragraph 59**

113. The Meeting agreed to an amendment by the Worker Vice-Chairperson to insert a sentence “Couples separated by distance should be brought together to ensure family cohesion.” at the end of subparagraph 59(d).

### **Paragraphs 60 to 62**

114. The paragraphs were adopted without change.

### **Paragraph 63**

115. The Worker Vice-Chairperson asked for clarification about the intent of inserting “training programmes” after “by ECE and”, as this formulation could cause confusion.
116. The Employer Vice-Chairperson also felt the proposed corrective wording to replace “programmes” with “authorities” after the word “training” left out private sector ECE providers as, up to that point, the Guidelines clearly distinguished authorities from private employers.
117. Following clarification by the Executive Secretary that in this particular case the term “authorities” included both public and private sectors, the Employer Vice-Chairperson proposed an amendment to the first line to read as “Induction and training programmes may be developed in cooperation with the employee ...”. This would ensure greater clarity. An observer from VSO pointed out that technically induction was applicable to people who were already appointed while training was applicable to those who had just been recruited. The secretariat proposed to change “the trainee” in the second line to “the trainee/worker”.
118. The paragraph was adopted as amended.

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### **Paragraph 64**

119. The paragraph was adopted without change.

### **Paragraph 65**

120. The Meeting agreed to the Employer Vice-Chairperson's suggestion to insert the words "as far as possible" between the words "available" and "such" in the third sentence of the paragraph. The paragraph was adopted as amended.

### **Paragraphs 66 to 68**

121. The paragraphs were adopted without change.

### **Paragraph 69**

122. The Meeting agreed to a proposed amendment from the Employer Vice-Chairperson to add to the end of the first sentence a comma, followed by the words "to the greatest extent possible" and to delete it from the start of subparagraph 69(a). Subparagraph 69(a) was further amended to read as follows: "(a) professional development free of charge, on a cost-sharing basis that does not inhibit access for ECE personnel with low incomes;". It also agreed to a proposal by the Employer Vice-Chairperson to delete the words "where feasible," from the beginning of subparagraph 69(f). Returning to subparagraph 69(a) later, the Meeting decided to add the words "and where this is not possible" after "free of charge", and to add "cost-sharing should be based on a consistent fee structure of CPD [continual professional development] services to the greatest extent possible" after "low incomes". It was agreed to delete subparagraph 69(b).

123. The Meeting also agreed to a proposed amendment by the Worker Vice-Chairperson to add a new subparagraph 69(g) to read as "Offer equitable access to CPD to all regions, including remote areas." The paragraph was adopted as amended.

### **Paragraphs 70 to 72**

124. The three paragraphs were adopted without change.

### **Paragraph 73**

125. The Meeting accepted an amendment from the Worker Vice-Chairperson to replace "school directors" with "leaders" and "teachers" with "ECE educators" in the paragraph to ensure language consistency throughout the Guidelines.

### **Paragraph 74**

126. The Meeting accepted an amendment from the Employer Vice-Chairperson to include at the start of subparagraph 74(a) the words "to the greatest extent possible," which, as in previous paragraphs, was intended to recognize the reality of small ECE service providers. The Meeting also agreed to a proposal from the Worker Vice-Chairperson to amend the first line of subparagraph 74(d) to add the clause "including self-initiated professional development," immediately after "development".

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### **Paragraph 75**

127. The paragraph was adopted without change.

### **Paragraph 76**

128. The Meeting agreed to an amendment proposed by the Employer Vice-Chairperson to begin the paragraph with the words “To the greatest extent possible” to cater to concerns of small ECE providers.

### **Paragraphs 77 and 78**

129. The paragraphs were adopted without change.

### **Paragraph 79**

130. The Employer Vice-Chairperson proposed to delete the first sentence of paragraph 79 which, in his group’s view, represented an unwarranted value judgement that did not reflect reality across the world and had no place in Guidelines aimed at providing actionable guidance.

131. The Worker Vice-Chairperson opposed deletion and the Government Vice-Chairperson also supported the retention of the wording. As a compromise, the Worker Vice-Chairperson, proposed, and the Meeting agreed, to insert the word “always” in the first line between the words “not” and “reflect”.

### **Paragraph 80**

132. The paragraph was adopted without change.

### **Paragraph 81**

133. The Employer Vice-Chairperson observed that collective bargaining agreements were not the only form of social dialogue mechanism and therefore proposed to replace the words “collective agreements” in the first line with the words “appropriate social dialogue mechanism”.

134. Following some discussion, the Meeting agreed to the amendment without the word “appropriate,” which the Workers felt would raise questions about what was appropriate or not.

### **Paragraph 82**

135. The Government Vice-Chairperson proposed, and the Meeting adopted, an amendment to delete the words “in most countries 40 hours per week”, as this was not true everywhere.

### **Paragraph 83**

136. The Employer Vice-Chairperson proposed to amend the paragraph to delete the second sentence and replace it by adding the words “, which should be set in accordance with prevailing regulation or policy” to the end of the first sentence. His group did not see why wages should be set publicly and he was sure neither did the workers.

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137. The Worker Vice-Chairperson stated that they had a problem with that addition and proposed the outright deletion of the last sentence, which the Meeting accepted.

### **Paragraph 84**

138. The Worker Vice-Chairperson proposed and the Meeting agreed to the deletion of the words “in rural areas” in the last sentence of the paragraph as, in his group’s view, salaries should be equal everywhere and difficulties in modes of payment were just as much of an issue in urban areas.
139. The Employer Vice-Chairperson also proposed to add the words “where possible” after “TMIS” to reflect the limited ability of small ECE providers to implement EMIS and TMIS – if they existed, as well as their ability to afford them. After considerable discussion, the proposed Employer amendment was accepted.

### **Paragraph 85**

140. Following clarification by the Executive Secretary regarding the intent of the inclusion of the word “responsibilities” in the third line of the chapeau that it referred to such additional responsibilities as administration, mentoring, and training, the Employer Vice-Chairperson proposed an amendment and the Meeting agreed to add the words “in addition to normal duties” immediately after the word “responsibilities”. After extensive discussions, it was also agreed to replace “international” with “national” in the second line and to add the words “and where applicable, international” immediately after “national”. In addition, it was agreed to delete subparagraph 85(c).

### **Paragraph 86**

141. The Worker Vice-Chairperson felt that it was the issue of home-based ECE providers, an important category of workers in many countries, needed to also be covered by paragraph 86. His group therefore wished to propose a new second sentence to be inserted after the words “institutional regulation” to read as “As home-based providers are considered as ECE personnel, they should have rights of association, a decent income, and a work contract with appropriate government agencies”.
142. In response to the observation from the Employer Vice-Chairperson that the relationship between the home-based providers and government authorities was not clear, the Worker Vice-Chairperson noted that, even though service providers were home-based, their work was still regulated. He also pointed to the example of “family day-care” services in Australia and Canada, where there was a relationship between the Government and home-based providers. A Worker observer from the United States also gave the example of her own country where there was a relationship between the Government and home-based providers, many of whom were organized into networks that serve as bargaining units. After lengthy discussions, the Employer Vice-Chairperson accepted an amended paragraph, beginning with a new sentence reading as: “ECE personnel can be employed on employment contracts that comply with national laws and practices and provide decent work.”, inserts the word “an” before the word “open-ended”, deletes the words “or long term”, changes “contractual” to “contract”, deletes “guarantees”, and adds a new sentence “Home-based providers should have rights of association and a decent income” before the last sentence.

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### **Paragraph 87**

143. The Employer Vice-Chairperson expressed a major problem with the paragraph and proposed its deletion since – in the view of his group – it was, in today’s world and in the context of restructuring, unrealistic to expect private employers to offer job security.
144. The Worker Vice-Chairperson opposed the proposal to delete the paragraph, suggesting instead changing the first sentence to read as “As far as possible, encourage job security for a stable work environment to retain ECE personnel”.
145. The Employer Vice-Chairperson explained, however, that his group had further problems with text in other parts of the paragraph, for instance those calling for “ring fencing” of essential ECE jobs, and “deployment to other jobs” as these were similarly impossible for private employers to provide. Employers could accept a replacement text for the entire paragraph that read as “As far as possible, encourage a stable work environment to retain ECE personnel”.
146. The Worker Vice-Chairperson insisted, however, that if paragraph 87 had to be deleted and replaced with the text proposed by the Employers, then “job security” had to be included in the proposed replacement text.
147. The Meeting subsequently decided to replace the word “job security” at the start of the paragraph with “encourage stable employment provisions, as far as possible”; to delete the words after “should”; to conclude the chapeau with “This may include.”; to insert the words “as far as possible” at the beginning of subparagraph 87(b); and to insert “and ECE personnel” after “non-profit providers” in subparagraph 87(c). The paragraph was adopted as amended.

### **Paragraph 88**

148. The Worker Vice-Chairperson proposed an amendment to delete in the second line the words “endeavour to reduce precarious” and insert instead after the word “should” the words “promote stable and direct”.
149. After considerable discussion, the Meeting agreed to amend the paragraph to add after the word “should” in the second line the words “promote stable employment and as far as possible direct employment relationships” and to delete the rest of the paragraph.

### **Paragraph 89**

150. The paragraph was adopted without change.

### **Paragraph 90**

151. The Employer Vice-Chairperson proposed and the Meeting agreed to an amendment to the second sentence, which would read as follows: “These will include provision to dismiss in accordance with national laws and practices.”. After some discussion, it was also agreed to amend the beginning of the sentence starting with “Organizations” so that it would read as “Where ECE personnel request an organization to represent them, then such an organization ...”. The rest of the paragraph was retained as originally formulated.

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## **Paragraph 91**

152. Paragraph 91 was adopted without change.

## **Paragraph 92**

153. After lengthy discussions, the Meeting agreed to shorten the stem by deleting the words “certain contractual guarantees”, to read: “Employers may provide part-time work opportunities based on.”; to change “job security” to “stable employment” in subparagraph 92(a); and to add the words “on a proportionate basis” at the end of subparagraph 92(c).

154. The Employer Vice-Chairperson proposed inserting a new paragraph 85bis at the start of section 7.3 to read: “ECE personnel can be employed on employment contracts that comply with national laws and practices”. The new paragraph addressed a number of concerns raised by the Employers under paragraph 92, and was accepted by the Government and Workers’ groups.

## **Paragraphs 93 and 94**

155. The paragraphs were adopted without change.

## **Paragraph 95**

156. The Employer Vice-Chairperson proposed inserting “, to the extent possible,” after “should”. Employers, especially smaller employers, might not be able to accommodate such transfers. He also proposed deleting the last sentence and inserting “and by mutual agreement between the employer and personnel”, after “practice”. The paragraph was adopted as amended.

## **Paragraph 96**

157. The Employer Vice-Chairperson said that his group did not consider that the opening statement applied in all contexts. Therefore, in consideration of the other groups’ wish to retain it, he proposed alternative wording as follows: “Although acting in key roles in very early childhood education, auxiliary staff can be among the lowest qualified and paid staff in ECE”. The paragraph was adopted as amended.

## **Paragraph 97**

158. The Employer Vice-Chairperson said that, in keeping with his previous comments, the words “also benefit from job security and” should be deleted from subparagraph 97(c).

159. The Worker Vice-Chairperson proposed replacing “job security” with “stable employment”, as management and leaders should enjoy conditions that would set a standard for ECE workers. The paragraph was adopted with the Workers’ amendment.

## **Paragraph 98**

160. The paragraph was adopted without change.



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### **Paragraph 99**

161. The Government Vice-Chairperson proposed an amendment, which was adopted, to replace “arrangements” in the first line with “conditions”.
162. The Employer Vice-Chairperson proposed replacing “collective agreement” with “social dialogue mechanisms” in the third line. He noted that some countries did not use collective agreements and favoured other forms of social dialogue, such as individual flexibility agreements in Australia.
163. The Worker Vice-Chairperson said that, although his group recognized that collective bargaining was part of social dialogue, it was one of the most important ways of negotiating working conditions and they wanted to see a specific reference to it.
164. After some discussion, the Employers’ and Workers’ groups reached an agreement to keep the words “collective agreements”, adding “the outcomes of social dialogue mechanisms, including” before them, and “where they exist” after them. The paragraph was adopted as amended.

### **Paragraph 100**

165. The groups decided to change the word “guarantee” to “ensure”.

### **Paragraph 101**

166. The Employer Vice-Chairperson said that his group did not agree with the statement at the beginning of the opening sentence and proposed to start the sentence at “family-friendly” and to replace the words “Such” by “Subject to national laws and practices, such” after “worker”.
167. The Government Vice-Chairperson suggested also including a reference to international standards.
168. The secretary of the Employers’ group said that national laws included the provisions of international standards that a given country had ratified. Unratified international standards would not apply, save for the fundamental Conventions, which applied to all ILO member States.
169. The Government Vice-Chairperson explained that, even prior to ratification, international labour standards were a source of good practice for governments, with a view to ratification at a later stage.
170. The Meeting decided to reflect those considerations through an alternative amendment: “Subject to national laws and practices and ratified international labour standards, such ...”.

### **Paragraph 102**

171. The Executive Secretary, in answer to queries raised by the Employers, explained that the wording “necessary protection measures” in subparagraph 102(a) was taken from the HIV and AIDS Recommendation, 2010 (No. 200), which referred to non-discrimination regarding access to social security measures including health insurance. The reference to “reasonable accommodation in the working environment” was taken for the same Recommendation and from the UN Convention on the Rights of Persons with Disabilities

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(2006) and concerned modifications or adjustments to the workplace environment that helped persons with disabilities or living with HIV/AIDS perform their work.

172. The Employer Vice-Chairperson requested the Office to insert a footnote to clarify the meaning of “necessary protection measures”. He also proposed adding “the outcomes of social dialogue mechanisms, including” before “collective bargaining”. The amendments were accepted.

### ***Paragraph 103***

173. The Worker Vice-Chairperson said that, given the importance of health and safety in the context of HIV/AIDS, the authorities and representative organizations should be consulted in policy-making. To that end, he proposed replacing the word “should” by “, in consultation with organizations representing ECE personnel, should design,”.
174. The Government Vice-Chairperson accepted the Workers’ proposal, but said that it would entail the inclusion of organizations that were nationally recognized as representing persons with disabilities and living with HIV/AIDS.
175. The Executive Secretary explained that the workplace policies referred to in the paragraph were intended to apply to both public and private providers.
176. The Employer Vice-Chairperson accepted the amendments. However, in light of the Office’s explanation, employer representatives should also be included.
177. The Meeting decided to capture those considerations by adding after “ECE personnel” the following: “, employers and recognized organizations representing disabled persons and those representing people living with HIV/AIDS”.

### ***Paragraph 104***

178. In line with a proposal by the Employer Vice-Chairperson, it was agreed to add a footnote regarding the concepts of individualized learning and about maximizing time and efficiency.

### ***Paragraph 105***

179. The Employer Vice-Chairperson proposed and the Meeting agreed to the deletion of the paragraph’s opening statement.

### ***Paragraph 106***

180. Following some discussion, the Meeting agreed to an amendment in the first line to delete the words “or collective bargaining”, and to add at the end of the sentence immediately after the word “personnel” the words “or in the absence of elected representatives, with ECE personnel directly”. It was further agreed to respectively replace the words “custom” with the word “practice” and “workers” with “personnel” in the second line.

### ***Paragraph 107***

181. The paragraph was adopted without change.

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### **Paragraph 108**

182. Following a proposed amendment by the Employer Vice-Chairperson, and further amendments by the Worker Vice-Chairperson, the Meeting agreed to replace the words “set out in” to the words “stated in and communicated through national law,” and to add the words “so as” before the words “to ensure”.

### **Paragraphs 109 and 110**

183. Both paragraphs were adopted without any change.

### **Paragraph 111**

184. The Employer Vice-Chairperson proposed and the Meeting agreed to an amendment to begin the paragraph with the words “In accordance with national law and practice, elected representatives of”. The amendment would recognize the fact that it was only elected worker representatives would have the right to paid leave to participate in meetings.

### **Paragraph 112**

185. The Employer Vice-Chairperson proposed an amendment to the second sentence of the paragraph to include the need for overtime or night work to be regulated in accordance with national law and practice. The Worker Vice-Chairperson proposed a subsequent amendment to refer to compensation for such work to be at overtime rates. The paragraph was therefore amended as proposed and further amended to delete the words “on a voluntary basis” and to replace the words “, as established by law, regulation or collective bargaining” with the words “in accordance with national law and practice or the outcomes of social dialogue mechanisms, including collective agreements where they exist”.

### **Paragraph 113**

186. The Worker Vice-Chairperson proposed an amendment to include “, groups” between the words “classes” and “or learning” in the second line. The Government Vice-Chairperson also proposed to delete from the end of the sentence the words “frequent interaction between ECE personnel and children” and replace them with the words “ECE personnel to have frequent quality interaction with children”. The Meeting accepted both amendments.

### **Paragraph 114**

187. The Government Vice-Chairperson proposed and the Meeting agreed that the word “education” in the first line between the words “recommended that” and the word “authorities” be replaced with “relevant government”. The Employer Vice-Chairperson similarly proposed and the Meeting agreed that the words “, in consultation with organizations representing ECE personnel” be deleted from the end of the first sentence. He further proposed to amend the third sentence of the chapeau by rewriting it between the words “regulation or” and “, staff-child ratios” so that it would read as “the outcomes of social dialogue mechanisms, including collective bargaining agreements where they exist,”. The amendments were accepted.

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### **Paragraph 115**

**188.** Following extensive discussions, the paragraph's leading sentence was substantially redrafted to read as: "To ensure a safe and healthy ECE environment, relevant government authorities and public and private employers, in consultation with ECE personnel and organizations representing ECE personnel where they exist, should, in accordance with national law and practice, put in place safe and healthy conditions such as:". Subparagraph (a) was also amended to insert the following text in the first line between the words "framework" and "for each" "(in accordance with the Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187), and the Occupational Safety and Health Convention, 1981 (No. 155), adopted by the ILO, where ratified)". The sentence was further revised to delete the last words including the footnote, after the words "young children". The next sentence was similarly amended to replace the words "be agreed" with the words "address in consultation", and to delete from the same sentence the words "; should address". Subparagraph (b) was amended to delete the word "significant" from the first line; and to replace the words "issues of workplace stress, where it is perceived to be an obstacle to decent work in ECE" with the words "psychological aspects of the work performed". Subparagraph (d) was amended to delete the words "as recommended by international standards" at the end of the sentence.

### **Paragraph 116**

**189.** The paragraph was adopted without change.

### **Paragraph 117**

**190.** The Employer Vice-Chairperson proposed and the Meeting agreed to amend the second sentence of the paragraph to read as follows: "Where safety and health issues are also determined by the outcomes of social dialogue mechanisms, including through collective bargaining agreements where they exist, between employers and trade unions representing ECE personnel, they should complement government monitoring and regulation".

### **Paragraph 118**

**191.** The Government Vice-Chairperson proposed and the Meeting agreed to an amendment to make clearer the potential victims of violence within ECE institutions and also to make the paragraph clearer by converting some of the text into bullet points. The rest of the paragraph should be converted into a new paragraph 118bis to read as follows: "Using an occupational safety and health approach, anti-violence measures should: (a) seek to prevent problems through development of a policy specific to the ECE environment; (b) organize work around respective roles and responsibilities; (c) plan for contingencies; (d) provide training for implementation, monitoring, and review and adaptation of the policy or procedures as needed". The paragraph was adopted as amended.

### **Paragraph 119**

**192.** The paragraph was adopted without change.

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### **Paragraph 120**

**193.** The Worker Vice-Chairperson proposed an amendment to subparagraph 120(b) to clarify what would be considered appropriate and non-offensive to local culture by inserting after the words “adequate and” the words “developmentally and culturally”. The Employer Vice-Chairperson proposed an amendment to the same subparagraph to insert “, where practicable,” before “ICT equipment”. He also proposed replacing “based on” before “consultations” with the word “in”. The Government Vice-Chairperson proposed to amend the same subparagraph by inserting “and assistive devices” after “ICT equipment”. She also proposed adding “as well as specialists in this area” at the end of the subparagraph. In their group discussion, the Government experts had come to the consensus view that essential devices to help children with disabilities could not be categorized as “ICT equipment”. The Employer Vice-Chairperson appreciated the explanation given by his Government counterpart, but proposed to further amend the proposal on the inclusion of “specialists in the area of disability” by preceding it with the phrase “and where practicable,” as such wording would make it clear the reference to specialists was only about disability specialists, not any other type of specialist. Following some discussion, the Meeting agreed to the amendments as subamended; the new subparagraph (b) reading: “Adequate and developmentally and culturally appropriate teaching aids or materials, including, where practicable, ICT equipment and assistive devices, in consultation with experienced ECE staff and their representatives, and, where practicable, specialists in the area of disability”. The paragraph was adopted as amended.

### **Paragraph 121**

**194.** The paragraph was adopted without change.

### **Paragraph 122**

**195.** The Employer Vice-Chairperson proposed an amendment to replace “adequately staffed ECE inspection services” with “national law and practice” as this covered the differences among countries with varying ECE infrastructures and resources. However, the Government Vice-Chairperson opposed the proposed deletion of the reference to inspection services as, once granted, ECE licenses were not for an unlimited duration and the licensing and renewal process could only occur after inspection which was an important part of ECE infrastructure and a practical tool for ensuring quality ECE. Following some discussion, the Employer experts agreed to retain the reference to “inspection services”, subject to an Employers’ group amendment to complete the paragraph by replacing the phrase after the words “enforced by” with “national law and practice, and which can include adequately staffed ECE inspection services”.

### **Paragraphs 123 to 125**

**196.** Following extensive discussions, the Meeting agreed to replace the paragraphs with the following new paragraph: “Where social security systems are in place, all ECE personnel should be entitled to benefits provided at national level. Where these systems are not in place, governments should, in accordance with national circumstances, establish social protection floors comprising basic social security guarantees as set out in the ILO Social Protection Floors Recommendation, 2012 (No. 202).”

### **Paragraph 126**

**197.** The Employer Vice-Chairperson proposed the deletion of the reference to international standards at the end of the leading sentence of the paragraph and to amend the sentence to

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read “maternity leave protection in accordance with national law and practice”. Given the opposition of both the Worker and Government experts to this deletion and following long discussions, the Meeting agreed to an alternative text to the chapeau of the paragraph to replace the words after “good human resource policies,” with the words “maternity protection, taking into account national law and practice, ratified international labour standards and the outcome of social dialogue mechanisms, including collective agreements where they exist. Such provisions should include:”.

### **Paragraph 127**

**198.** The Government Vice-Chairperson proposed an amendment to the second sentence to emphasize “performance”. The new sentence would thus read: “Evaluation of performance with a view to encouraging performance improvements that lead to better child development in line with overall ECE objectives is particularly important.” The Meeting agreed to the amendment.

### **Paragraph 128**

**199.** The Government Vice-Chairperson proposed an amendment to subparagraph (b) by inserting the words “and protection” after “education” and to align subparagraph (d) with other amendments by deleting the word “learning”. The Employer Vice-Chairperson proposed a number of amendments: subparagraph (e) should read “be conducted regularly throughout ECE personnel employment”. Appraisal should be undertaken more often than every three to five years for better child development. He also suggested replacing “practitioners and managers” in subparagraph (g) with “ECE personnel” to make its application more comprehensive; to change the wording of subparagraph (h) to read as “serve to enhance teamwork and cohesion, collegiality and leadership”. In relation to subparagraph (j), he proposed inserting “if requested, with” after “personnel and” and to delete “, and stakeholders” since, in his view, including “stakeholders could lead to lengthy and unmanageable procedures”. The Workers’ group agreed to the amendments, although they indicated that, in practice, many “stakeholders”, including parents, took part in such appraisals. The paragraph was adopted as amended.

### **Paragraph 129**

**200.** The paragraph was adopted without change.

### **Paragraph 130**

**201.** The Worker Vice-Chairperson proposed an amendment to delete “in the form of evaluation councils”, which was too specific. In response to questions regarding the reference to “parental involvement”, a Worker observer from the United States explained that it was common practice in many countries to involve parents in institutional assessment, asking them to carry out surveys on programme quality. In her country, for example, the National Association for the Education of Young Children involved parents in their accrediting process. The Government Vice-Chairperson proposed that, for the sake of consistency, “early years education” should be changed to “ECE”. The Employer Vice-Chairperson, noting the information, proposed and the Meeting agreed to the following wording: “Given the close involvement of parents in ECE, parental involvement in institutional assessment may also be considered, based on assessing the centre or site as a whole rather than purely individual performance”.

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### **Paragraph 131**

202. The Government Vice-Chairperson proposed and the Meeting agreed to an amendment to replace the word “assessment” in the first line with “evaluation”.

### **Paragraph 132**

203. The Employer Vice-Chairperson proposed and the Meeting agreed to an amendment to replace the words “the framework of due process” in the second sentence with “in accordance with national law and practice”. It was also agreed to amend the end of the last sentence after the word “should” to read as “be done in consultation with representatives of ECE personnel where requested and the employer should make the ECE personnel aware of their rights to representation”. The amendment was aimed at avoiding forcing employers to consult with ECE representatives unless personnel so requested and the wording protected personnel who might be unaware of their rights.

### **Paragraph 133**

204. The Worker-Vice Chairperson pointed out that the section dealt with professional ethics, which should be determined by the profession, and not with conduct, which was a matter for administrative authorities. The Meeting therefore agreed to delete the word “conduct” in the paragraph where it appeared, and to refer to “codes of professional ethics”.

### **Paragraph 134**

205. In line with the discussion on the previous paragraph, it was decided to replace “codes” with “professional codes of ethics”, and to remove the words “and practice” after “responsible behaviour”.

### **Paragraph 135**

206. The Worker Vice-Chairperson proposed to amend the paragraph to indicate that codes of ethics were to be developed by the profession. He also requested the deletion of the word “fix”. A Worker observer from the United States further explained that the profession included ECE teachers, ECE government authorities, special education teachers, and teachers with higher, as well as minimal, education in the ECE profession. The Government Vice-Chairperson agreed with the Workers’ point. Ethics should not be determined by the employer but by persons in the profession as they established the criteria for entering that profession. Codes of ethics provided the means to defend the teaching profession and subgroups should therefore not be allowed to interfere and undermine such codes. The Employer Vice-Chairperson noted that the point raised an issue of national diversity, since codes of ethics differed from codes of conduct and practice. The latter related to employees’ behaviour at the workplace, which fell within the remit of employers. He therefore proposed to make that clear by removing any reference to “conduct” and “practice” in section 10.2 and referring to “codes of professional ethics” instead. The paragraph was adopted as amended.

### **Paragraph 136**

207. In line with the discussion on the previous paragraph, the text was amended to insert “professional” between “Codes of” and “ethics” and to delete the word “conduct”.

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### **Paragraph 137**

208. The Executive Secretary explained that “evidence from national experiences” referred to practices where there was coordination and governance of ECE, and those were drawn from sources referenced in the bibliography. The Employer Vice-Chairperson requested the Office to insert a footnote to that effect. He also considered that “incorporated” would be better than “enshrined” in subparagraph (d). The Government Vice-Chairperson, noting that country differences made it difficult to prescribe such provisions, proposed deletion of subparagraph (e). The paragraph was adopted as amended.

### **Paragraph 138**

209. The Employer Vice-Chairperson proposed changing “evidence shows” to “evidence suggests”, asking the secretariat to insert another footnote in there. Although the Guidelines had a bibliography, footnotes to specific sources would be useful when reading paragraphs in isolation.

### **Paragraph 139**

210. The Employer Vice-Chairperson requested a further footnote to this paragraph.

### **Paragraph 140**

211. After considerable discussion, the Meeting agreed to amend the last sentence to read: “Social dialogue should be based on fundamental principles and rights as set out in the 1998 ILO Declaration on Fundamental Principles and Rights at Work, which includes freedom of association and the effective recognition of collective bargaining, as well as relevant, ratified ILO standards.”

### **Paragraph 141**

212. The Employer Vice-Chairperson introduced an amendment to insert “or other social dialogue mechanisms, including collective agreements where they exist” in subparagraph (b) after the word “regulation”, and to insert “where practicable” in subparagraph (d) after “collective bargaining”. Small employers did not necessarily deal with employees collectively, but individually. The Worker Vice-Chairperson proposed “where applicable”, which was less subjective. The promotion of social dialogue could not depend on a judgement of practicability, but should be based on a defined framework. The paragraph was adopted in line with both proposals.

### **Paragraph 142**

213. The Employer Vice-Chairperson introduced and the Meeting agreed to three amendments. The introductory paragraph would read: “To accommodate the diversity of national experiences, the frameworks or processes for social dialogue in ECE might include:”; “or collective bargaining” was replaced in subparagraph (e) with “or social dialogue mechanisms, including collective bargaining where applicable,”; and in subparagraph (f), “, where applicable,” was inserted after “targeted mechanisms”.



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### **Paragraph 143**

214. The Employer Vice-Chairperson proposed and the Meeting agreed to insert “provided by national law and practice” after “targeted mechanisms”.

### **Paragraph 144**

215. The Employer Vice-Chairperson proposed an amendment to delete subparagraphs (c) and (d) under “national level” and (a) and (b) under “international level”, considering that the other subparagraphs provided sufficient detail. The Worker Vice-Chairperson proposed a reference to the joint ILO/UNESCO Committee of Experts on the Application of Recommendations concerning Teaching Personnel (CEART) in the stem. His group further proposed inserting “piloting the guidelines, and” at the beginning of the old subparagraph (c) under “international level”, as it was important to work with the guidelines and develop methods to monitor them. The paragraph was adopted as amended.
216. The Meeting adopted the Guidelines.

### **Closing remarks**

217. The Worker Vice-Chairperson expressed satisfaction at the adoption of the Guidelines. The meeting had at times proved a disappointing experience; his group felt it had lost track of its purpose which had been to bring governments, employers and ECE professionals together to promote decent work in ECE, giving hope and providing inspiration to move forward. Regrettably, the discussion had often been more about maintaining the status quo than about making the maximum out of the potential. Workers would nevertheless promote the resulting guidelines as much as possible. He encouraged the Office to continue its work on this subject, and hoped the ILO Governing Body would provide follow-up in March 2014.
218. The Employer Vice-Chairperson stated that his group did not consider that the purpose of the Meeting was only about giving hope, although that was important. It was also about producing guidelines that would result in better outcomes for children. The Guidelines, based on consensus, provided a good way forward.
219. The Government Vice-Chairperson highlighted the importance of education as the basis for the advancement of individuals. There was unfortunately a lot of unevenness in the profession and many teachers continued to work in conditions that did not meet labour standards. The Meeting had developed an instrument that provided an opportunity to level the field. She thanked the Office for providing an enabling environment for the discussions, which had also provided an opportunity for experience-sharing between governments. Governments had also learned much from the private employers, with whom they normally had little interaction. She similarly appreciated the insights gained from the Workers’ group, and looked forward to seeing the Guidelines implemented effectively.
220. The Government observer from Kenya hoped the Guidelines would contribute to the improvement of the working conditions of ECE personnel.
221. A Government expert from the Republic of Korea thanked the Office, noting that it was the first time in her 40 years working in the ECE sector that she had been involved in developing such a document which would provide a base for decent work for ECE personnel. She encouraged the social partners to work together towards that end.

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- 222.** The Secretary-General commended participants for an achievement for which they should be proud. Exceptionally, the Guidelines had been adopted within the same biennium as the Global Dialogue Forum on the same subject, which had called on the Office to undertake the task. The Meeting had also been a practical demonstration of social dialogue and a genuine intention of reaching consensus. She thanked the Chairperson for presiding so ably over the proceedings, noting that it was the second time for him to act in that capacity at an ILO global meeting.
- 223.** The Chairperson expressed his great pleasure at having presided over discussions which had operated in a true spirit of tripartism and had resulted in guidelines for a largely voiceless sector, which was a major milestone in providing them with support and improving the prospects of children. The Meeting had produced a document ready to be submitted to the Governing Body with a view to implementation.

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**List of participants**  
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