2010

Role, Support and Road Ahead

Review of UNESCO's Support to
Education Sector Development in the Nairobi Office
Cluster Countries (2001-2009)
&
Proposal on the Way Forward for 2010-2015

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Explanatory Notes

Under the guidance and supervision of Joseph Massaquoi (Director and Representative), the UNESCO office in Nairobi (hereinafter referred to as the Nairobi office) and Yayoi Segi-Vltchek (Programme Specialist), the Nairobi office initiated and managed the review process with the principal objectives of providing information for realignment of UNESCO's 2008-2013 Mid-Term Strategy at both national and cluster levels, updating the UNESCO National Education Support Strategy (UNESS) for the cluster countries, and planning for the 35C/5 2010-2011 Programme Budget and Cycle in the context of the 'One UN Delivering as One' in Rwanda and UNDAF processes in other countries.

In order to ensure objectivity, impartiality and credibility, this review was undertaken at the request of the Nairobi office by Mr. Subramaniyam Venkatraman (UNESCO Asia Pacific Regional Bureau, Bangkok) during May and June 2009. The findings and recommendations in this document are based on available data and documentary evidence and interviews with various stakeholders directly involved in and concerned with UNESCO's programme at the country level.

While the review primarily focused on the programme of the Nairobi office with direct and indirect support from the Africa Regional Bureau for Education (BREDA), the International Institute of Educational Planning (IIEP), UNESCO's Institute for Lifelong Learning (UIL) and UNESCO's Institute of Statistics (UIS), the findings and recommendations result from assessment of the performance of the organization as a whole. It is intended to guide the organization's support for the next six years, to the end of the current period of Education for All in 2015.

All facts and figures in this document are current as at December 2009.

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Part 1

Introduction

1.1   Background, rationale and justification

The UNESCO Nairobi office represents Eritrea, Kenya, Rwanda, Somalia and Uganda, serving as a cluster office for these five countries and Burundi[1]. The education sector's programme in the Nairobi office was initiated in 2001 and has expanded over time in support of the countries' efforts progressing towards national education sector development and Education for All (EFA) goals by 2015, which will have a marked impact on the social and economic development of the countries concerned.

Following the preparation of National Education for All Assessment in time for the 2001 Dakar World Education Forum and the renewed commitments of countries to achieving Quality Education and Lifelong Learning for All by 2015, UNESCO made organization-wide concerted efforts towards working in Africa as the priority geographical area and the region most seriously at risk of not achieving EFA and Education-related MDGs by 2015. Consequently, in 2006 the Education Sector initiated a strategic and more focused approach to the organization's support, by putting in place a results-based and country-based programming tool known as the UNESCO National Education Support Strategy (UNESS), a cooperation document covering UNESCO's Mid-Term Strategy period of 2008-2013. In 2006 the organization launched a country programming tool called the UNESCO Country Programming Document (UCPD) that covers the organization's two-year programme and budget period. The strategic approach to country-based programming enabled the organization to proactively participate and occasionally take a lead role in the 'One UN Delivery as One' principally in Rwanda and UNDAF programming and processes in other countries. This in turn helped the organization mobilize human, technical and financial resources to achieve expectations of and commitments by UNESCO, as a lead agency for EFA.

Compared to the 34C/5[2] Regular Programme allocation (2008-2009), the budget for the following biennium period (35C/5 (2010-2011)) is expected to increase by approximately 35 percent. With regard to extra-budgetary resources, in 2009 alone the Nairobi office is expected to operationalize projects amounting to approximately 1.35 million USD focusing on Rwanda and Uganda, while an additional 1.0 million USD will be invested during 35C/5. These resources have been and are being mobilized in order to deliver on UNESCO's commitments as a lead agency for EFA, as evidenced in the Nairobi Cluster draft UNESS document[3].

While there is no doubt that the organization is progressing steadily towards its goal by improving its responsiveness and relevance to the cluster countries, there appears to be a need to take stock of and evaluate UNESCO's strategic position and direction, particularly in the changing context and environment of the One UN / UNDAF, SWAp[4] and the organization's shift to intersectoral programming and implementation. The aim is to maximize organization-wide support for deliveries to be made in a more cohesive, efficient and effective manner, to align with national priorities and achieve expected results as per UNESCO's programmatic strategic documents (34 C/4 and 35 C/5).

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[1] UNESCO has a national office in Burundi, hence support from the Nairobi office is provided in close consultation and collaboration with the Bujumbura office.

[2] 34C/5 is the document tabled at the 34th UNESCO General Conference held in Paris, France in October 2008 which contains the 2008-2009 programme and budget.

[3] The draft document for Eritrea, Kenya, Rwanda and Uganda was prepared with participation of the Ministries of Education and National Commissions for UNESCO, and was made available in October 2008. The final updated document for each country is expected to be ready in mid-2010.

[4] SWAp: Sector-wide Approach.

1.2 Objectives, expected output, methodology and structure of the report

1.2.1 Objectives

This review was undertaken primarily to determine how the programme should move forward over the next six years up to 2015, with special focus on areas where UNESCO could add value and make a difference by assisting countries in addressing their national education concerns, and reaching international goals such as EFA and Education-related MDGs. For this purpose, three main questions were taken up as guiding questions to address the main concerns:

(1) How has the UNESCO cluster office contributed to the education programme in the countries it serves for the period 2001–08, and how useful were these contributions?
(2) How effective has UNESCO's approach been in support of countries' national education sector development, in particular Education for All?
(3) What are lessons learned that might inform implementation of projects in the pipeline and the planning of 35C/5 (2010-2011), as well as the next five to six years through to the end of the current 34C/4 (2009-2013) and EFA 2015?

1.2.2 Expected output

A succinct, evidence-based report answering the above three guiding questions and proposing the way forward on UNESCO's programme for 35C/5, 34C/4 and through to the end of current EFA period of 2015

1.2.3 Methodology

The review was carried out mainly through desk research of all UNESCO plans, documents, reports and studies, One UN/UNDAF documents, UNESS documents, country reports and other strategic and policy reports and documents[5]:

Discussions were held with key stakeholders in Kenya, Rwanda and Uganda, such as the Ministry of Education, the UNESCO National Commission, and Director and Education sector staff of the Nairobi cluster office.

1.2.4 Structure of the report

The report consists of two parts. The first part looks at overall regional issues, focusing on how UNESCO has contributed towards building capacity and providing technical support in key education areas and how this in turn has helped the countries' initiatives towards achieving the EFA goals. It also looks more closely at country-level issues, reviewing key areas where UNESCO's role has made a difference, and gaps where UNESCO could have made an impact. This part further includes some key options for the way forward.

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[5]As part of the review officials from the Kenyan and Rwandan ministries of education were contacted, as were as the national commissions of Kenya and Uganda. Several documents were studied, including the UNESS Factbook, activities reported under UNDAF for all Cluster Countries, EFA 2000 Country Assessment reports, National Education Policy documents and other programme-related documents, reports and studies.

The second part discusses suggestions for the way forward, recommending areas that UNESCO should be focusing upon in future and how and why these may be undertaken.

It must be noted that details of many activities, including technical information for many cluster countries, were either scanty or unavailable for much of the early period under review. Furthermore, it is not the purpose of this review to engage in too much detail of activities conducted in the past. Only areas considered by the reviewer as having a direct relevance to programmes to be undertaken or continued during the next five to six years were included in this exercise. References are made to some country-specific examples, with a view to reiterating a statement or to better explaining an issue being discussed.

Part 2

Findings and Analyses

Review of cluster-wide issues and the contribution of UNESCO's inputs in supporting the countries' progress towards reaching the EFA goals

2.1   Monitoring EFA Progress

With Africa the priority area for UNESCO's support, one of the complementary objectives has been declared as 'promoting human capacity-building in the member states of the region and, at sub-regional level, fostering initiatives to facilitate the coordination of programmes in the field of science and technology education and to make basic education accessible to all"[6].

UNESCO's inputs were reviewed while keeping in mind its past and future dimensions, namely its roles as a laboratory of educational ideas and as a setter of educational standards, both of which are vital expressions of its future work entailing advisory services to member states, policy analysis and formulation, monitoring, reporting and research. The inputs also offer productive collaboration between UNESCO and its partners (academic, governmental and non-governmental) as well as within its own worldwide networks of institutes and other educational institutions.

UNESCO's downstream role focuses on capacity-building, information exchange, and other modalities of international cooperation. Particular attention is paid to generation of feedback loops so that field experience and knowledge from capacity-building and information networks can enrich and illuminate upstream work. By the same measure, the latter will inform and update the downstream activities through which UNESCO provides support to member states. While concentrating efforts and resources on EFA, UNESCO will continue to address other educational concerns and responsibilities especially significant for renewal of education systems and the building of knowledge societies.

2.1.1   The review

The above-mentioned context of EFA and the regional and national level initiatives and role of UNESCO are crucial to an understanding of the organization's role and impact in the region. In preparation for the Dakar World Education Forum in 2001, countries of the region produced EFA Assessment 2000 reports. Among the cluster countries such assessment reports were available for Kenya, Uganda, Eritrea and Somalia, which highlighted progress made by the countries and challenges they faced in achieving national and international goals.

These reports have formed the basis for the Nairobi Cluster Office programme since 2001. Several key events have been organised, mainly consultations with member states, such as *inter alia* the Provincial EFA consultation in Kenya in 2001, cluster-wide consultation for the cluster countries in 2002, and a meeting of the Forum of African Parliamentarians for Education (FAPED) .The

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[6]The six Dakar goals (adopted by the World Education Forum, Dakar, Senegal, 2000) are:
- (i)   expanding and improving comprehensive **early childhood care and education,** especially for the most vulnerable and disadvantaged children;
- (ii)   ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have **access to and complete free and compulsory primary education** of good quality;
- (iii)   ensuring that the learning needs of all young people and adults are met through equitable **access to appropriate learning and life-skills programmes;**
- (iv)   achieving a 50 percent **improvement in levels of adult literacy** by 2015, especially for women, and equitable access to basic and continuing education for all adults;
- (v)   **eliminating gender disparities** in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality;
- (vi)   **improving all aspects of the quality of education** and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.

primary function of these consultations and meetings appears to have been to disseminate and sensitize the Dakar Framework for Action. Another effort which also seems to have had a similar objective of disseminating the Dakar Framework for Action was the *EFA News* and the *EFA Fact book*, which were also available on the Nairobi office website.

The programme of the cluster office has laid emphasis on the need for post-Dakar meetings to disseminate the Dakar Framework for Action in order to achieve EFA by 2015 by countries of the region through consultations and newsletters. However, it appears that there have been fewer activities focused on providing technical capacity-building to countries on aspects relating to monitoring and evaluation (M&E) or on measuring progress and impact of education programmes in relation to the achievement of the EFA goals.

It is worth remembering at this point that in the implementation of any programme, measurements are important as *anything that is measured gets done*. In this context one major issue that most countries face is lack of valid, reliable and timely data to monitor progress towards achieving EFA goals. Countries also seem to need capacity-building in the use and analysis of data for policy planning. In order to do this effectively they need technical capacity-building to properly monitor progress of programme implementation. Again, to do this properly, a sound M&E framework is needed.

One of UNESCO's key strengths is the provision of such technical capacity–building, specially designed for each of the six EFA goals. Large-scale regional events may tend to overlook such nitty-gritty technical details that are needed to actually get the work done. Such capacity-building exercises should be conducted on a more needs-based basis, staying focused on specific requirements at national and provincial levels and delivered through specially designed technical training workshops and follow up exercises aimed at improving the capacity of both national and provincial level education officers.

2.1.2   Possible and Desirable areas of focus: EFA Assessment

The EFA target date of 2015 is not far off and countries of the region need to start evaluating progress made in this regard since 2000. An evaluation at this stage would assist in evaluating whether countries' interventions, as presented in their national strategic plans, have encountered setbacks that might hamper achievement of EFA goals and targets. Suitable mechanisms could then be put in place to get the implementation system back on track. To this end the Nairobi cluster office organized a consultation for cluster countries in 2006 to help them monitor progress at the cluster level. This meeting made use of the original 18 EFA indicators that were discussed, and a paper was produced (*Analysis and data requirements of core indicators for monitoring EFA goals*).

The consultation considered only 18 core indicators, while an Asia-Pacific regional consultation held during the same period expanded the core to 56 indicators[7]. The first decade of EFA focused mainly on quantitative expansion, particularly on access, while the second and current decade of EFA has increasingly shifted to equity and disparities in distribution of quality education. To do this properly, the list of indicators had to be expanded with clear targets to monitor and address such emerging areas in education.

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[7]Please see Guideline for EFA Monitoring, Evaluation and Assessment: Identifying and Reaching the Unreached, 2009, UNESCO Bangkok.

To illustrate the need for concrete technical input while preparing for the assessment, an example from the report is discussed below.

Discussion of technical aspects related to EFA analysis and indicators given in the report[8] (pages 5-8) need to be revised, as the format is inadequate for the purpose. For example, there should be columns to display the type of data, sources of data and ministry/department responsible for data collection, and the level of disaggregation as needed for the data. The present column 'Sources of information' is confusing, as EMIS, surveys, statistical abstracts and school censuses are all presented under this same column. While surveys and census are tools of collection of data, EMIS is a system where data is stored and used for monitoring purposes and abstracts constitute another form of presenting findings from data collected through various surveys and censuses. Explanatory notes on the exact definition and calculation method used for each indicator provided with analyses would be useful.

It is important that the Nairobi office starts initiating plans to prepare countries for the end-decade assessment of progress made so far, by incorporating wider indicators against which countries can measure their progress. This is a priority area that cuts across all sector programmes undertaken by the cluster office. The assessment process, if carefully structured, can also be seen as a capacity-building exercise in the countries concerned.

2.3 Early childhood care and education (ECCE)

ECCE is an important part of early childhood development, occupying a crucial stage in the transition of a child's learning process from infancy to childhood. A child's physical, motor and cognitive skills need to be developed properly at this stage by providing needed external support and stimuli. The learning process during this period is best supported by joyful methods of play.

Besides parents, there are other interest groups such as health care providers, child development functionaries, nutrition functionaries, pre-school workers and primary school teachers, who all have to work in tandem to ensure proper all-round growth and development of the child, and a smooth transition from pre-school to primary school learning. The quality of interventions provided at this stage in life are important in determining the future learning outcomes of the child at primary, secondary, higher-secondary and higher education at university and professional levels. Besides UNESCO, UNICEF is a lead agency in the area of early childhood education and development.

ECCE is a priority issue for UNESCO in 34/C5, with the main focus on pre-primary education. Many countries have high repetition rates in the first two years of primary education. However, there is evidence to show that this happens due to lack of ECCE experience. There is a need to improve quality of pre-primary education through adequate quality upgrading of curricula, contents and teaching materials used, as well as professionally trained teachers.

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[8]See Analysis and Data Requirements of Core Indicators for Monitoring EFA Goals, a discussion paper, UNESCO Nairobi Cluster, July 2006.

2.3.1 The review

Activities in some countries during the review period (2001-08) have focused mainly on assisting in policy framework development through consultations. For example, during the review it was learned that UNESCO had provided support for development and promotion of early childhood policy frameworks in Kenya as well as Rwanda. However, the role of UNESCO in development and dissemination of policy framework in ECCE in Somalia, Uganda and Eritrea is not clear.

A main weakness of programme implementation seems to be that very little effort appears to have been made to coordinate activities with UNICEF, which is considered to be the lead agency working in this area. Since UNICEF has strong levels of technical expertise and experience of ECCE work the world over, their inputs would be very valuable. Although school inspectors of Rwanda are reported to have been trained, it would have been more appropriate if the pre-school teachers had been trained first. It is not clear if this has been done. Similarly, trainers' training could have been based upon pre-school teachers' training needs and any gaps noted during such training.

UNICEF's expertise would have been helpful in doing this. It must be noted that under one UN Rwanda programme, UNESCO has supported some activities in collaboration with UNICEF Rwanda. However, there needs to be a clear strategy developed in areas where UNESCO can make useful contributions by addressing some of the ECCE issues along the lines suggested in the next section.

East Africa Early Childhood fora seem to have been established, but their objectives and plan of action vis-à-vis early childhood care and education in the field in the different countries of the region, are unclear.

2.3.2 Possible and desirable areas of focus

Efforts may be made to improve coordination with key donors such as UNICEF and Save the Children, who work more closely with the Ministry of Health and the Ministry/Department of Women & Child. UNESCO can assist by coordinating work with donors and the various ministries. Such a step would add value to the ECCE efforts, and is further warranted because UNESCO's resources are too thinly spread to allow them to get involved in technical issues by themselves; it would make sense to partner with UNICEF and other organizations for the purpose.

However, UNESCO should keep this area as an option for its direct intervention for the purpose of EFA assessment, as Goal 1 (ECCE or Early Childhood Care and Education) is important and little data is available on progress made by countries in reaching it. As an example, UNESCO would like to obtain data on the number of children successfully exposed to ECCE, i.e. with ECCE experience at the pre-school stage when they enter primary schooling.

2.4   Literacy

Literacy is a key factor for sustained human development, as well social, economic and cultural improvement of individuals and society. In order to achieve EFA objectives, education policies need to incorporate clear literacy perspectives and targets that take into account various policy measures to be developed, and continuing education programmes intended to meet basic learning needs of an adult population aged 15 years and above. Information on what needs to be done

in order to achieve this objective should be made available to policy planners and programme implementers.

It is a challenge amongst some developing countries to provide ongoing education programmes addressing basic education needs of women, and ethnic and linguistic minorities. It is widely acknowledged that both private and public institutions do provide services to such communities, but the impact of such programmes is often not well documented. The reason for this is the lack of systematic data being made available on providers of literacy programmes and on learners benefiting from such programmes. The hard reality is that disaggregated information on literacy status at various levels, country-wise, is not available on a routine basis. Collecting such information through special surveys is not an affordable option for many developing countries.

It should be remembered that literacy is a complex measure, because its definition can vary according to context such as geography, culture, society, economy, time period and polity. Literacy as an indicator may represent a package of skills acquired over a period of time. Because of such complexity, measurement of this indicator is fraught with difficulties. Data on literacy status have long been collected as part of several household and special surveys in various countries, and have been collected by governments and development agencies nationally, regionally and internationally. These include censuses, special household surveys, and special assessment studies. Such data feed into the base for policy planning, programme development and implementation of specific and need-based interventions in order to achieve a given set of goals within a given period of time. An important role for such data inputs would thus be their ability to provide a body of evidence on which informed decisions could be based. It must be noted however, that such evidence would be acceptable only if it is robust, relevant, comparable and interpretable.

2.4.1   The review

Many activities were carried out under literacy assessment during the review period. Adult literacy has been identified as a major area for UNESCO's intervention in all country sections of the draft UNESS document. Excepting Kenya, UNESCO's role has been minimal in all cluster countries.

Apart from initiatives that are mainly one-off events or provision of funding to events, one of the most important initiatives undertaken during the review period[9] was support given in 2006 to the Kenya Literacy Survey with financial assistance from the Canadian International Development Agency (CIDA). The intended assessment was a good attempt to obtain data on the literate population, but the results or findings of this study need to be evaluated in terms of how many of them have been taken into consideration at the policy level for making policy changes and in programme implementation.

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[9]There have been many events that the cluster office carried out, such as organizing the CONFINTEA regional conference in 2008 in Kenya, funding the establishment of a youth learning resource centre in Kenya, providing support to Uganda Literacy and Adult Learners Association (ULAL) and support to literacy projects in Rwanda such as 'Club-spic', and 'Jeunesse Voluntaire du Rwanda'.

2.4.2   Possible and desired area of focus

Results and lessons from the Kenya National Literacy Survey may be studied carefully, and perhaps similar assessment surveys conducted in other cluster countries. UIS has developed an assessment tool using psychometric principles to assess an individual's cognitive skills. The Literacy Assessment Monitoring Programme (LAMP) examines literacy using three domains: (i) skills involved in coping with continuous texts (prose), (ii) skills involved in coping with discontinuous texts such as tables or graphs (document); and (iii) numeracy skills. Niger and Morocco are the two countries currently involved in LAMP, while Kenya withdrew from LAMP and conducted its own national literacy survey.

Other possibilities of introducing cost-effective ways of measuring literacy may also be considered. It is worth considering UNESCO Bangkok's "Use of Literacy Module for Household Surveys", a methodological tool developed and adopted in several countries in the Asia-Pacific region for measuring an individual's access and use of a literacy environment for social and economic ends. This module acts as a proxy for individual's behaviour in access and use of the literate environment[10].

A country's progress at a point in time towards achieving EFA goals can best be measured only if suitable indicators have been developed for the purpose, and periodic indicators made available to programme managers for review and intervention. To do this effectively in the area of non-formal education, there is a need to introduce NFE-MIS (non formal education- MIS) similar to EMIS already been established in Kenya. Most literacy activities have been started in Kenya; but not many similar plans made in other cluster countries. This gap needs to be addressed.

Literacy assessment is an area where UNESCO has and can make a huge difference at the individual country level. It will add value by enabling countries to assess their progress towards achievement of national and international goals such as EFA, MDG and UNLD (UN Literacy Decade 2003-2012).

2.5   Life Skills

The Jomtien Conference held in 1990 defined life skills as "essential learning tools and basic learning content required by human beings to be able to survive, to develop their full capacities and to improve the quality of their lives". However, a decade later the Dakar Framework for Action revised this definition by expanding the life skills approach to include the acquisition of knowledge, values, attitudes and skills through the four pillars of learning: Learning to Be, Learning to Do, Learning to Know, and Learning to Live Together.

This shows the rather broad nature of this topic, that includes many areas depending on the country context and need. The Nairobi cluster office has approached this area by taking on one of the most important issues, namely, HIV and AIDS.

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[10]For further information see: Using a Literacy Module for Household Surveys: A Guidebook, 2008, UNESCO Bangkok.

In this context the United Nations Millennium Assembly set as an explicit goal the reduction of HIV infection rates in persons 15 to 24 years of age by 25 percent within the most affected countries, before the year 2005 and by 25 percent globally before 2010.

UNESCO's contribution to curbing the epidemic is through taking a lead role in prevention education within the global framework of the United Nations system, in particular UNAIDS. It can build on its unique interdisciplinary experience by combining educational policies, approaches and practices, knowledge from science, sensitivity to diverse cultural and social contexts and capacity-building in communication. Its strategy is supposed to focus on addressing the needs of those who are most vulnerable to HIV and AIDS, including the poor, young girls and women, and out-of-school children and youth.

Its response to the pandemic seeks "to combat complacency, challenge stigmatization, break the tyranny of silence, and promote more caring attitudes." In cooperation with UNAIDS co-sponsors, member states, development and civil society partners and the private sector, UNESCO's contribution to the fight against the pandemic concentrates on integrating HIV and AIDS prevention education into the global development agenda and national policies.

UNESCO also encourages high-level advocacy to facilitate a better mobilization of resources and effective integration of HIV and AIDS prevention into larger development frameworks, including poverty eradication strategies, comprehensive preventive and health education strategies against malaria and tuberculosis, and the follow-up to EFA. At the national level, it promotes wider policy dialogue and greater public information. It also attends to the institutional impact of the pandemic, especially by contributing to the stabilization of education systems.

With a view to adapting prevention education to a diversity of needs and contexts, UNESCO works on enhancing quality and effectiveness of prevention education and on developing access to scientific information provided by basic research. In the context of encouraging responsible behaviour and reducing vulnerability, prevention education is a concern and a responsibility for all, including people living with HIV and AIDS.

UNESCO's inputs include development of methods and materials to enable decision-makers, the educational community and youth to play an efficient and responsible role in prevention and to prevent discrimination against those living with HIV and AIDS. It also encourages innovative community responses that empower the most vulnerable, promoting respect for human rights in the context of HIV and AIDS. Finally, UNESCO's work will continue to explore the ethical dimensions of the pandemic, including access to treatment and vaccine trials.

2.5.1 The review

Comprehensive, broad-based HIV and AIDS education and prevention campaigns have been conducted, particularly in the 15-24 age group in the region.

Work on HIV and AIDS prevention education has been carried out since 2008 in Kenya, Rwanda and Uganda under the EDUCAIDS Initiative. The major accomplishment so far is promotion of the EDUCAIDS Framework developed in 2008. In Kenya, UNESCO has been providing technical support to the Ministry of Education to strengthen its capacities to coordinate education sector responses, assisting in development of HIV and AIDS district-level coordination guidelines and supporting the ministry to take a lead role in coordinating development partners' inputs to HIV and AIDS prevention education. In Rwanda, UNESCO has been working under the Joint UN Team on AIDS of the One UN Delivering as One.

2.5.2   Possible and desirable areas for future work

Major areas that may be useful to focus on in future, besides the current work foci, will include efforts to:

i.   Integrate HIV and AIDS programme into the EFA end decade assessment;
ii.   Provide technical help in integrating the AIDS data on schools (students, teachers) into the EMIS database;
iii. Develop M&E framework for measuring the impact of EDUCAIDS; and
iv.   Enhance the level of coordination with other agencies such as UNAIDS.

2.6   TVET and ESD

Besides HIV and AIDS, the Nairobi office has also been involved in other two important areas, namely TVET (Technical and Vocational Education and Training) and ESD (Education for Sustainable Development).

ESD is an emerging issue and there is much focus on development of strategies and indicators, and defining goals at a global level. Much of the country-based programme may also reflect more policy level changes and advocacy among policy makers and other stakeholders. The Nairobi office has initiated such dialogue and discussion through fora and meetings. This is an area that may require some time before UNESCO's role at the country level can be clearly defined, due to ongoing global efforts to sort out the many technical and methodological issues involved.

In the case of TVET, Kenya, Eritrea and Uganda have initiated activities which have been more on general and piecemeal in approach. There is a greater need to identify learning needs of young people and adults by reviewing existing mechanisms, looking at existing national standards and benchmarks on life skills, and incorporating life skills content into curricula and teaching/learning process.

2.7   Education quality: EMIS, school assessments & education outcomes

From the EFA perspective, education quality is about the extent to which quality standards have been met by countries with regard to all EFA goals and objectives. Quality standards in this context refer to "(i) quality of inputs into education including teachers and pupils, curricula and teaching/learning materials, school environment and physical facilities, financial resources; (ii) the quality of process encompassing teaching/learning methods, management, teacher-pupil interactions, community support and (iii) the quality of outputs and outcomes in terms of successful completion of a level or type of education having acquired specific knowledge, skills, values and behaviour, accessing or creating jobs, being able to function in society and the local community, continue to learn, to do, to live together and to be" (UNESCO, 1996[11]).

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[11]UNESCO 1996. Learning: The Treasure Within (report to UNESCO of the International Commission on Education for the Twenty-First Century), UNESCO, Paris.

In pursuit of this mandate, efforts are taken to reach an adequate balance between results and contents of education. The efforts need to go beyond increasing the material inputs for school systems or enhancing school effectiveness, including:

- Values and civic education, especially for human rights and democracy, peace and universally shared values such as citizenship, tolerance, non-violence and dialogue among cultures and civilizations;
- Reform of curricula, taking into account socio-cultural needs and promoting regional and sub-regional networks;
- Support to carry out bilateral or multilateral revision of textbooks, particularly textbooks on history and civic education;
- Measurement and monitoring of learner achievements;
- Structure, method and content of education systems;
- Improvement of human and material resources; and
- Prevention education.

The pursuit of quality education is inextricably linked with the processes and impacts of globalization, therefore UNESCO's approach towards quality education addresses the broad range of issues indicated above.

2.7.1   The review

In order to ensure that quality education standards are met, there are some basic questions that need to be addressed including (i) a review of national education goals and quality standards, (ii) availability of national standards for measuring learning achievement as well as participation in other international learning achievement tests such as TIMSS, PISA, LAMP, SACMEQ, etc, (iii) availability of a mechanism that provides easy access to school and student performance, (iv) presence of a child friendly environment to enhance student learning and improve school quality; and (v) availability of a systematic school self-assessment tool, involving active participation of students, parents and community organizations.

From this perspective the Nairobi office's activities in the past appear to have been very sketchy and *ad hoc*. Most documents used for the review do not indicate such a systematic planning, review or assessment looking at all these dimensions of quality education.

Two key areas need mentioning where UNESCO can play a significant role: (i) improving and strengthening the process of collection, processing and use of education data at all levels, from the Ministry of Education to provincial level; and (ii) the presence of standard tests for measuring learning achievement.

Improving data quality and using it for monitoring purposes is the essence of a good Education Management Information System (EMIS). EMIS is one of the main tools devised for monitoring progress of programme implementation in the context of achieving quality of education, as it is designed to capture all basic indicators needed to monitor progress towards ensuring quality. Many countries tend to see EMIS more as an IT tool rather than as an M&E tool. There is therefore a need for a shift in this belief among ministries, through capacity-building and sensitization on why and how an EMIS can be useful in ensuring quality.

The Nairobi office has identified this area and given some funding support to Kenya thanks to financial assistance from the Republic of Korea[12]. However, UNESCO's role should be clearly defined not as a funding agency providing hardware and developing software, but more as a technical agency helping countries build capacity to improve data quality and collection, its use for planning and monitoring and its effective dissemination to a variety of users.

2.8   Kenya EMIS

The EMIS unit of the Ministry of Education conducts regular workshops training provincial officers to use ICTs for data collection and reporting. ICTs are available only at the provincial level. The major drawback of the system is that there is no proper diagnostic analysis of current EMIS conducted in order to determine status of data quality and capacities of existing education statistical services. Such a study is required before planning further technical interventions, as without such diagnostic capacity it would be difficult to measure quality indicators and to advise policy planners and programme implementers on areas that need focused attention.

2.8.1   The need

There is a clear role for UNESCO in providing technical help in the area of EMIS to countries in the region. While major donors such as DfID are providing help in supplying necessary hardware, software and database development, UNESCO's role should not be one of providing such services but more of providing technical support on capacity-building to education officers, improving data quality and its use for policy and planning at both national and provincial levels. There is a current tendency observed among many MoE officials to look upon EMIS as an IT tool consisting of computers and databases, i.e. something to be dealt with by IT professionals. This warrants an urgent programme to sensitize and make such key users of EMIS realize that it is in fact a M&E tool, and hands-on training should be given on how to use the data for policy planning.

2.8.2   Describing UNESCO's role

With the appointment of the UNESCO Institute for Statistics (UIS) Statistical Cluster Advisor in the Nairobi office, the possibility of UNESCO's role in improving EMIS in the region is greatly improved. A detailed coordination and work plan needs to be developed, indicating roles and responsibilities between the cluster office and UIS such that the needs of regional member states can be fully met.

A good EMIS can help countries monitor and measure progress made by them in achieving both national and international education goals, particularly on aspects relating to quality of education.

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[12]EMIS is being developed at the provincial level in Kenya, with major funding from DfID. UNESCO has also contributed to the purchase of machines for the provinces. EMIS in Rwanda and Uganda are at preliminary stages with funding being provided for buying machines and developing the database. There is very little information on the status of EMIS in Somalia and Eritrea.

2.8.3   Improving learning achievement

Learning achievement is another important tool in monitoring quality of education. The introduction of such a sound assessment tool at school level helps monitor and improve the teaching/learning quality at school.

2.8.4   Suggested tools for measuring student outcomes

Kenya and Uganda have already been part of 'The Southern and Eastern Africa Consortium for Monitoring Educational Quality (SACMEQ)' aimed at developing capacities of education planners to apply scientific methods to monitor and evaluate conditions of schooling and quality of education, with technical assistance from UNESCO's International Institute for Educational Planning (IIEP). However, there is little evidence to show how this has been integrated into national level EFA monitoring.

Similar interest has been shown by Rwanda, currently developing a draft plan for monitoring learning outcomes. This is an area where UNESCO can take a lead role in providing technical help, coordinating with UN agencies such as UNICEF and other UNESCO institutes such as IIEP, UIL and the UIS.

Part 3

The Way Forward: 2010-2015

Following on from discussions in Part 2 above, this section highlights the way forward for the Nairobi office, as well as for the entire organization in its Education Programme Action Plan leading up to 2015.

3.1 Major role in EFA end-decade progress assessment at country level

UNESCO can play a major role in facilitating the process of end-decade assessment of EFA goals by member countries, since such an assessment would greatly assist in establishing where each country stands with respect to reaching EFA goals. Such an assessment would also help more accurate future programming. Similarly, the cluster office can make a significant contribution by helping all cluster countries prepare EFA end-decade assessment reports. A series of capacity-building initiatives may have to be taken at the country level, following these key steps:

- Expanding the list of indicators: There was a 2006 workshop organized by the cluster office, where the basic 18 EFA indicators were discussed - but the next step should look at the expanded list of 56 indicators needed for measuring progress of all six EFA goals.

- Data needs and data gaps: In order to measure the 56 indicators, a list of data types required and possible sources of such data should be identified by each country; the cluster office should prepare a revised list of measurable indicators based on this exercise.

- Country level capacity building exercise: This has to be done to facilitate each country in making use of its EMIS or other existing data sources in preparation and analysis of data, and in drafting of reports for the end-decade assessment.

- Country reports must be organized: A cluster synthesis report must be prepared to show EFA progress in each country and in the cluster, since 2000. This report will show the distinct role of the UNESCO cluster office in helping countries move towards achieving EFA targets by 2015.

- The process will take two to three years: From initiation until the preparation of the reports. Necessary funds and technical expertise should be identified for key stage in this period. The period 2010-13 will be ideal for countries to prepare for the end of decade assessment process.

3.2 Literacy

Literacy has been a focus area in activities of the Nairobi office. However, future activities may start focusing on provision of technical support to improve:

a. The M&E process through the MIS system for NFE activities;
b. Mapping of non-formal education providers. Most NFE programmes are provided by private providers or NGOs along with other government initiatives. A detailed inventory of the various providers may be prepared, as quality of programmes provided might be evaluated through a mapping exercise integrated into a good MIS system for the NFE programmes.

c. Improve literacy programme data quality on improving literacy skills. This may be done through comprehensive literacy assessment surveys, or other cost-effective literacy surveys such as the literacy module for household surveys.

3.3   ECCE

The main issues are:

a. One main area of UNESCO's contribution can be achieved through better coordination with other agencies such as UNICEF, who have extensive field-level operations experience focused on provision of health, nutrition, and overall child development including education care to pre- and primary school children. Providing technical help to the MoE and other key ministries to improve quality of provision of ECCE may be one of UNESCO's areas of intervention.
b. Another key area of focus may be capacity-building of teachers in providing high quality pre-primary education.
c. One of the main issues of EFA monitoring is the lack of both quality ECCE data and their timely availability for policy analysis. Since many EFA indicators are related to children's' health and nutritional status, it is key that the MoE coordinates with other ministries such as Health, Women & Child Development, etc. to access their data on early childhood care and to use such data in analysis of indicators to enhance overall learning capacity of children attending ECCE programmes.

3.4   Life Skills

Future work may focus upon the following areas:

a. Integrate AIDS programme with the EFA end-decade assessment;
b. Provide technical help in integrating the AIDS data on schools (students, teachers) with EMIS database;
c. Develop a M&E framework for measuring the impact of EDUCAIDS; and
d. Enhance coordination with other agencies such as UNAIDS.

3.5   Education Quality

Many countries now realise that provision of infrastructure and quantifiable inputs-driven planning does not guarantee quality educational outcomes. Focus has now turned to improving curricula content, teacher training methods, training materials, improving the teaching-learning process within classrooms, and making use of outside-classroom exercises such as community participation.

The UNESCO cluster office had several programmes in the past, mainly aimed at policy level changes towards improving education quality. This commendable effort should now focus on the following four key areas:

a. Provide technical help in developing better learning assessment methods at school level to countries in the region;

b. Develop sound M&E frameworks to monitor the teaching-learning process;

c. Achieve better integration of assessment data and other key school-based information (apart from regular school census data) into the EMIS and provide technical help in analysis of such data at all levels of the education system for planning and monitoring purposes; and

d. Achieve better coordination with other agencies such as UNICEF and Save the Children, who have introduced innovative processes such as CFS in making sure that overall educational quality is not only improved but measured at regular intervals to assess if desired quality education levels are achieved at school level.

e. ICTs in Education: There is an increasing trend in developing countries to introduce computers at schools, a process with which many donors are assisting. Kenya, Uganda and Rwanda have started this process and there is a need to determine the impact of computers on student outcomes. This is an area closely tied with the education quality goal of EFA. Currently UIS has developed methodological tools to measure and assess the impact of ICTs in schools. UNESCO's role in this area should again be more technical in nature rather than funding computers at schools. There is a need to improve quality of education provided via both formal and non-formal modes of learning and it is widely believed that ICTs can help this process. It remains to be seen if this is true, and studies and good data need to be regularly collected to measure the impact of such initiatives that are gaining more currency than other quality related issues listed earlier in this review.

3.6. Special areas

3.6.1   Reaching unreached populations

Many EFA 2000 country reports and national policy documents have highlighted that a major challenge to provision of education is how to reach the 'unreached populations of the country'. Providing quality basic education to semi-nomadic tribes in Kenya and Uganda and to minority or displaced groups living in remote areas in Somalia and Eritrea, is a major challenge. There is a clear role for UNESCO to assist countries in addressing this issue. One key area for improvement is the type of available information on such groups, particularly their overall education status. Available data are not systematic and are unreliable. There is a need for special surveys or studies (the Uganda Teso study is a good example) to find out more about such communities. Ministerial level discussions should be initiated to make necessary policy level changes leading to proper provision of education for such disadvantaged or unreached populations.

3.6.2   Dissemination of information

The following activities are suggested to improve the dissemination of information:

a. Improvement of website

b. EFA assessment reports and other country studies may be made available to wider audience through print and the internet.

c. Snapshots of country progress towards EFA may be widely disseminated, especially to policy makers, academia and the media.

3.6.3 Role of UIS

The UIS now has a Cluster and a Regional Advisor, both based at the Nairobi office. Although their main function will be UIS-related work and assisting UIS's regular data collection on education, science and technology, and communication and culture, there is still a need for their technical expertise to address the suggestions above dealing with statistics. A clear arrangement and agreement is needed to identify areas where UIS can help the cluster office, and areas where the cluster office may need assistance from other UNESCO institutes such as IIEP, UIL, other external agencies or experts.

3.7 Conclusion

The review has highlighted some key areas constituting UNESCO's main role in the past as the technical agency for providing assistance to member states in East Africa and the Horn of Africa. Through the process of this review the direction of the Nairobi office over the next five years is now much clearer. The cluster office has worked in a more supportive role by providing funding and coordinating large events such as CONFINTEA, the EFA regional meeting, etc. The review has also shown that, to a lesser extent, the Nairobi office has played a significant role providing technical support in building capacity among countries of the cluster. It has also acted as a platform to promote international goals among policy makers, helping them move towards achieving them.

Due to the diversified nature of demand from the countries on various subjects, there is a tendency to react to such requests on an *ad hoc* or piecemeal basis through provision of funding or facilitation support. Such initiatives often escape being properly evaluated or monitored for sustainability of the activity, or for any significant value added to the current or consequent issues. This may be better approached if there are clear programme implementation plans in place, with specific targets developed to regularly evaluate and monitor the quality and impact of programme activities.

Many project activities indicated in past progress reports, such as the UNDAF report, tend to generalize with no clear quantifiable information as to degrees of success or impact. Very general listing of activities may hinder planning processes for future activities, due to their vagueness. Prioritizing activities and developing performance and outcome indicators with quantifiable and verifiable results might assist with assessing UNESCO activities and help plan future activities in the region more effectively.

This review has highlighted key areas where UNESCO's cluster office in Nairobi can play a significant role, giving lesser importance to other areas. This is due to the fact that the cluster office needs to move from *ad hoc* and piecemeal approaches of providing funding support to one-off events or projects, to more substantial and coordinated efforts keeping the EFA process as the base on which every programme is initiated or reviewed. This not only gives a base for all programme activities but also a clearer message of the role of UNESCO among the cluster countries and beyond.

Financial and human resources at the disposal of the education unit of the Nairobi office are limited, and it is important that UNESCO does not spread itself too thinly by undertaking every possible activity under the education mandate, minimizing its impact on the countries. Picking up

a few key areas such as literacy, quality education and EFA assessment where technical support may be provided will help define UNESCO's role in the region.

There is a need for strengthening and working more effectively with other agencies such as UNICEF, which should be sorted out at programme planning and implementation levels. Many of these agencies have developed effective programmes (e.g. CFS of UNICEF) where UNESCO's role as a technical agency can greatly enhance the value of programmes whose primary objective is to improve education quality.

The presence of UIS at the cluster office needs to be discussed and more clearly defined so that resources of technical institutes such as UIS, UIL and/or IIEP can be used more efficiently.

This review has suggested areas for improvement and areas that need to be given higher priority. Country-level actions will then depend on available resources and technical expertise that can be mobilized within UNESCO in Africa or elsewhere, as well as on other available international expertise.

There has been significant momentum generated since 2001 by the education sector of the Nairobi office, which now needs to translate into actions that will make a distinct impact at both country and cluster levels. It is not only about initiating activities, but also ensuring that an impact is generated at country level through regular reviews, monitoring and evaluation. This review is just one such effort; more such efforts are warranted in the future to maintain momentum.

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