International Institute for Educational Planning



NEWSLETTER

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SACMEQ – from project to development model

SACMEO's successful evolution over the past decade offers agencies and donors an important 'model' for delivering sustainable development projects. The Consortium started its life as an experimental IIEP research project in one country. It has since grown into a powerful and respected inter-governmental agency that designs and implements research and training programmes across 14 countries in Southern and Eastern Africa.

NE of the key features of the worldwide discussion and debate on the need to achieve Education for All (EFA) has been a broader interpretation of this challenge to ensure that increased participation in education is delivered in association with improvements in the quality of the conditions of schooling and student achievement levels. This intense focus



on quality has been encouraged by the emerging understanding that education systems can act as pathways to national economic development in an increasingly globalized world.

These trends, coupled with the enormous expenditures by governments on education, have precipitated demands for more information and accountability concerning the quality of education. Governments can only respond to these demands if they have trained personnel who are able to employ modern research methodologies to make valid comparisons of a) the performance of single education systems across several time points (Are we improving, or staying the same, or getting worse?), and b) the relative performance of several school systems - particularly those that share similar socio-economic conditions, ethnic profiles, and patterns of historical development (Are we better, or worse, or the same, as other countries like us?).

Most industrialized nations have already established arrangements for monitoring and evaluating the quality of education as part of the normal operations of their management information systems. A number of ministries of education in developing countries have also shown increased interest in building the capacities of their staff to conceptualize and manage monitoring and evaluation mechanisms. The IIEP's work in this area has included extensive technical and logistical support

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All correspondence should be addressed to:

The Editor IIEP Newsletter, International Institute for 7-9 rue Eugène-Delacroix, 75116 Paris France Telephone: +33.1.45.03.77.00. E-mail: newsletter@iiep.unesco.org



editorial

Quality and equality

RESEARCHERS have often wondered why education is not more directly linked to economic growth, reduction of inequality and poverty reduction. Why is it that some countries have invested heavily in primary and secondary education but have not witnessed rapid economic growth and development? A country's social and political context partially explains this. Furthermore, education cannot be equated to the number of years of schooling. What matters is learning - what children learn in school. Hence the concern of policy-makers and educational planners for improving educational quality. But what is quality? In the past, quality was equated to inputs: qualified teachers, reasonable class size and pupil teacher ratios, sufficient textbooks and suitable classrooms. Later on, more attention was paid to the way the resources were actually used throughout the system, within each school and each classroom, and to the results obtained. For the past ten years, attention has focussed on measuring learning outcomes and learning achievements. The sixth objective in the Dakar Framework for Action specifies that the international community is committed to "... improving all aspects of the quality of education and ensuring excellence for all, so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills".

The Southern and Eastern Africa Consortium for Monitoring the Quality of Education (SACMEQ) has been measuring student learning achievements at the end of primary education in Eastern and Southern Africa for ten years. Ten years of steady support to a network of national researchers undertaking thorough and high quality investigations. It has helped to strengthen national research capacities in the different member countries, and the creation of an extremely rich and valuable database. The first two articles in this issue of the IIEP Newsletter describe how this Consortium developed from a small IIEP project to a formal African inter-governmental organization, steered by the ministers of education of the countries

concerned. In September 2005, an International Research Conference took place at IIEP, where selected researchers from developing countries presented the results of their analyses of SACMEQ data. Some of the findings discussed with SACMEQ ministers at the Conference in Paris, had interesting implications for policy-

There can be no quality without equality. A system where 10 per cent of the population learn sufficiently and achieve high test scores, while the majority does not learn much or little that is relevant to their lives, is not a high quality system. It may facilitate rapid economic growth in the short term, but it does not promote social and human development. Nor can it promote peace and understanding. Research has shown that social inequalities are often reinforced by education systems. A child from a middle-class family has a lot more of the school-type knowledge when he/she enters school for the first time than a child from a low-income family. The differences in knowledge and reasoning skills between these two groups rarely decrease throughout primary schooling.

If the vicious cycle of inequality is to be broken, then child care and education have to start very early, before primary school. In most developing countries, early childhood education is restricted to urban middle-class children. Children from rural areas and low-income families not only are denied access to this kind of education, but they enter primary school later than other children. If inequalities are to be reduced, and if education is to benefit disadvantaged children, much more attention has to be given to providing early childhood care and education (ECCE) for the poor. Making this a reality requires imagination and flexibility - yet another challenge to be taken up by policy-makers.

> Françoise Caillods Acting Director of IIEP

for the co-operative educational policy research and training programmes conducted by the 14 countries (Botswana, Kenya, Lesotho, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Tanzania (Mainland), Tanzania (Zanzibar), Uganda, Zambia, and Zimbabwe) that together comprise the Southern and Eastern Africa Consortium for Monitoring the Quality of Education (SACMEQ).

Evolution from experiment to inter-governmental agency

The evolution of the SACMEQ Consortium - from its humble origins in 1995, as an experimental IIEP research project conducted in Zimbabwe, to its current status as a formal African inter-governmental organization - has been remarkable. SACMEQ now has a permanent home base in Africa (the SACMEQ Co-ordinating Centre, or SCC) with a full-time Director. It has also completed two large-scale cross-national studies, is commencing a third, and has become an important source for training in quantitative research methods. It has a unique governance structure that ensures ministerial involvement in the choice and implementation of its own research and training programmes.

The IIEP has accommodated these important developments by moving its

support for SACMEQ through three phases. First, starting from an 'initiator role' in the design and delivery of an IIEP research project in a single country, then moving to a 'facilitator role' with a focus on the IIEP, using the results of this research as a medium for training educational planners and researchers in a network of nearby countries, and finally, taking an 'external friend role' whereby the IIEP provides guidance and support for the research directions that the network of countries has selected according to its own objectives and requirements.

The main focus of IIEP's recent cooperation with the SACMEQ Consortium has been on expanding the dissemination of the Consortium's information resources with the aim to encourage their wider usage for educational policy purposes. This has included the launch and improvement of the SACMEQ web site, the further distribution and support of updated versions of the SACMEQ Data Archive, and the organization of the inaugural SACMEQ International Research Conference.

The Consortium's web site, available at www.sacmeq.org, contains a wealth of useful research-based information about the quality of education in Africa. Throughout 2005, it was receiving around 600 to 800 visitors per month. In late 2005, the site was expanded to contain a comprehensive downloadable coverage of SACMEQ research reports, published articles, and data tabulations. In addition, training modules were made available for download – and these have proved to be very popular with professors and postgraduate students.

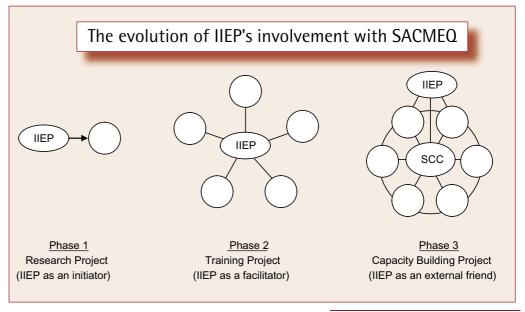
The SACMEQ Data Archive now has around 200 registered users around the world, and has been used at the national level to prepare a range of educational policy reports and at the international level for projects, including UNESCO's EFA Global Monitoring Report (2005 and 2006).

A SACMEQ International Research Conference was held at the IIEP in September 2005 which attracted research papers from 50 senior professors and researchers located in Africa, Australia, China, Japan, United Kingdom, United States, Uruguay, and Viet Nam. Seven papers presented at the Conference were awarded the SACMEQ Research Medal in recognition of their quality and their utility for educational policy purposes.

The Consortium has now turned its attention to the design and implementation of its third cross-national educational policy research project. The SACMEQ III Project will provide important trend data for monitoring the quality of education in sub-Saharan Africa, and will also examine the impact of the HIV/AIDS pandemic on the daily functioning of schools and the educational achievement of students. A number of donors, especially the Government of the Netherlands, have provided generous support for this research programme.

The implementation of the SACMEQ III Project will mark a turning point in the nature of the support that the IIEP provides for the Consortium's network. In 2006, a premium will be placed on transforming the more experienced SACMEQ National Research Co-ordinators from 'trainees' into 'trainers' – with the aim to establish SACMEQ as an African-based source of advanced training in quantitative educational policy research methods.

Kenneth N. Ross k.ross@iiep.unesco.org



SACMEQ Ministers meet in Paris



On Sunday 2 October 2005, SACMEQ's Governing Body – the SACMEQ Assembly of Ministers – held its fifth biennial meeting at the IIEP, Paris in order to discuss the Consortium's research and training programmes, and to develop plans for its third large-scale survey of the quality of education in 14 Southern and Eastern African countries.

The discussions and debates held at the Ministers Meeting demonstrated clearly that the Southern and Eastern Africa Consortium for Monitoring Educational Quality (SACMEQ) has evolved, from its modest beginnings in 1995, as a small IIEP experimental training initiative, into an important African inter-governmental agency that delivers highly respected research and training programmes, aimed at building the capacity of member countries to monitor and evaluate the quality of their education systems.

The Meeting was attended by nine ministers of education, two ambassadors, and four senior officials who represented their ministers. In addition, there were around 60 observers, including senior UNESCO officials, principal and permanent secretaries, senior educational research professors, education directors, and officials from UNESCO National Commissions.

Feedback on policy impact

The message that resonated among the Ministers at the Meeting was that SACMEQ is now a key driver of educational policy reforms in participating countries. One after another, the Ministers took turns to share with colleagues the manner in which SACMEQ research results had been used to inform national policy debates, guide education policy reforms, shape educational programmes, deal with quality-related challenges, and expand the technical skills of educational planners and researchers working within ministries.

Engaging debate on research

A major highlight was the very lively discussion generated via a policy forum that provided a showcase of some of the key findings emerging from SACMEQ research programmes. Three presentations were made by SACMEQ research teams. The first focussed on the negative impact of streaming (sometimes called 'ability grouping' or 'tracking') on equity, showing how SACMEQ research results had triggered major policy reforms and high level actions aimed at stopping this practice.

The second presentation compared the formal curriculum expectations of one country with the actual (and much lower) achievement levels of its students. It formulated some exciting challenges for more realistic approaches to curriculum design in school systems that are moving towards Education for All.

The final presentation took an overview of the policy messages contained within various SACMEQ national research reports and showed how these could be synthesized into a regional agenda for action in Southern and Eastern Africa.

Guided 'tour' of SACMEQ's web site

The Ministers were taken on a virtual tour of SACMEQ's web site (www.sacmeq.org), which is attracting hundreds of visitors each month from developed and developing countries. As part of the tour, they were shown valuable information

resources available to a rapidly growing number of registered users of the SACMEQ Data Archive (drawn from ministries, universities, agencies, and donors). These resources included downloadable files, background information on SACMEQ and its project activities and co-operating partners, and an extensive series of SACMEQ-related reports, articles, technical documents, and field manuals. The Ministers also examined the latest addition to the web site - a set of training modules on test development, instrument design, and research that were written and presented in an easy-to-understand style. These training materials have become extremely popular with professors and graduate students in many countries.

Towards SACMEQ's next project

In 2006, SACMEQ's attention will turn towards the implementation of its third large-scale cross-national educational policy research project. This integrated research and training programme will generate valuable trend data (covering 1995 to 2006) on the conditions of schooling and the quality of education in Africa. A special feature of the study will be the collection of data aimed at assessing the impact of HIV/AIDS on the functioning of schools. The Sixth SACMEQ Assembly of Ministers Meeting will take place at the IIEP in 2007.

Saul Murimba, Director, SACMEQ Co-ordinating Centre s.murimba@unesco.org

Early childhood education: in the limelight at last!

Early childhood development is not often given much recognition by policy-makers. The articles which follow, highlight the importance of a child's early years and how pre-school education can make a big difference, particularly to the lives of children from poor communities.

The positive impact of early childhood care and education (ECCE) has been amply demonstrated, by its impact on: the development of the **child** (psycho-social, affective, cerebral, psychomotor and cognitive); increasing opportunities for access to **basic education** and improving retention; supporting and educating the **parents**, and enhancing **social cohesion**. Far from being a luxury reserved for the privileged, ECCE programmes offer greater benefits to the poorest and most marginalized children. It is therefore essential that the resources available be allocated in priority to the neediest.

Paradoxically, these facts are not widely known, which partly explains why so little attention has been given to such programmes. Another reason for this neglect is the precarious status of young children, due to cultural factors.

Let us not forget that early childhood care and education is the first EFA goal, so surely it is high time educational planners integrated this field fully into their work. Furthermore, UNESCO's EFA Global Monitoring Report 2007 will be devoted to this issue, monitoring its progress since the Dakar EFA Forum.

In addition to describing a few strategies, the articles which follow discuss key aspects of ECCE in order to fully understand all the issues involved. Early childhood development programmes concern the child as a whole, in his or her environment. This explains, in part, why the field is so complex and why it is difficult to define the concept of quality for these programmes, as shown by R. Myers (cf. article p. 8).

Pre-primary education cannot be addressed in isolation from primary education. On the contrary, proper continuity of instruction is a necessary prerequisite for its success. Bearing in mind the importance of this transition, S. Shaeffer examines the pedagogical approaches used, which vary from formalization to



'informalization' (cf. article p. 7).

In most industrialized countries, although enrolment rates in pre-schools are high (in some cases, nearly 100%), a number of questions remain, particularly where equity and quality are concerned. The article by J. Bennett (*p. 9*) examines this issue in OECD countries.

To lead into the debate, the main concepts involved need to be clarified. This is the purpose of the interview below with Ms Soo-Hyang Choi, Chief of UNESCO's Section for Early Childhood Care and Inclusive Education, in which she also presents UNESCO's work in this field.

Patricia Dias da Graça p.dias-da-graca@iiep.unesco.org

For further reading

David P. Weikart. 2000. *Early childhood education: need and opportunity*. Paris:IIEP/UNESCO. Fundamentals of Educational Planning No. 65.

ECCE – the main concepts involved

How has the Jomtien Declaration on Education for All changed the way countries view the field of early childhood learning?

In many countries, early childhood was not included in their education policy. Child rearing and development was regarded as the business of the family. Governments, if involved, tended to approach it from the perspective of social or health services. After Jomtien, which states that learning begins at birth, countries began to discuss

early childhood within the context of education.

UNESCO uses the acronym 'ECCE' to refer to its activities in this field, while it is sometimes reflected elsewhere as ECE (Early Childhood Education), ECC (Early Childhood Care) or ECD (Early Childhood Development). Why the name 'ECCE' at UNESCO?

The field of early childhood has two traditions – care and education. At UNESCO, we are not promoting one component more than the other. We favour a balanced approach that covers both traditions for the overall development of the child. This is reflected in the term 'ECCE' used at UNESCO. Our position is that countries are free to choose and use any name, as long as they understand that the ultimate purpose of any early childhood service is to promote the child's holistic development.

What is the focus of UNESCO's early childhood programme?

We focus on upstream policy work. This year at UNESCO Paris, we implemented

the joint UNESCO/OECD Policy Review Project, where we reviewed the early childhood policies in Brazil, Indonesia, Kazakhstan and Kenya. We will expand the review activities with other field offices in the next biennium, as well as undertake capacity building exercises for government officials. And, of course, our regular publication, the *Early Childhood Policy Brief Series*, will continue.

Does UNESCO focus on a specific age-group?

Early childhood, as a field, covers children from birth to eight years of age; however, it is difficult for countries to address all children within this age bracket equally and simultaneously. Prioritization is necessary, and in this regard, UNESCO focusses on holistic pre-primary education for children over the age of three, where emphasis is placed on its linkage to primary education. In doing so, we are thereby promoting two EFA goals, namely the first goal of expanding and improving early childhood learning and the second goal of universal primary education.

If countries are focusing their early childhood resources for children over the age of three, then what should be done for children under three years?

There are two useful planning strategies to resolve this dilemma – phasing and

partnership. A phased plan can impel the education sector to eventually respond to the needs of the younger children as part its overall commitment to early childhood.

Partnership could be another effective strategy. For instance, the social and health sectors often interact more closely with families. If partnership is developed with them, the care and education of younger children can be addressed alongside those of older children.

Do you see a big difference in the approach of developed and developing countries towards early childhood?

There is one striking difference arising from the rate of female labour participation. In developed countries, economies have advanced in such a way that women participate actively in economic and social development. The rate of female labour participation determines a government's investment in early childhood services. However, in developing countries, where female labour is less valorized, mothers work, but often in the informal sector where their work is not recognized. Their demand for childcare services is difficult to translate into concrete needs for domestic investment in early childhood services.

Are there any similarities between developed and developing countries?

Of course. There are similarities in the policy objectives pursued, namely: expanding access, improving quality, ensuring equity and co-ordinating across different sectors. In small villages in developing countries, you will hear individuals speak about quality services for young children as much as you would hear it in urban areas of a developed country.

What do you see as the future challenges of UNESCO for the further advancement of this field?

Within UNESCO's Education Sector, many see the field of early childhood as the last frontier to be incorporated into the education arena. My view is different. Early childhood is the first frontier that can help other education sub-sectors move into a new paradigm of learning, more focussed on the learner. The concept of a holistic pedagogy from early childhood can and needs to be extended to formal schools. In this way, the emphasis for children to learn and develop can continue throughout their lifelong learning path.

Soo-Huang Choi, Chief of Section for Early Childhood and Inclusive Education, Division of Basic Education, UNESCO sh.choi@unesco.org

Others**

HARD FACTS

The effect of pre-school programmes on the lives of poor children

CONTRACTOR DESCRIPTION OF THE PROPERTY OF THE		
Repetition rates	24%	45%
High school drop-out rates	33%	51%
Employment rate	59%	32%
Juvenile delinquency and criminality rate	31%	51%
Average annual welfare payments	633 US\$	1,509 US\$

Perry Programme Group*

* The Perry Pre-school Project was undertaken in the U.S.A. by the High/Scope Educational Research Foundation – a non-profit research, development, training, publishing and public advocacy organization whose mission is to improve lives through education. Their Project targeted African-American children from low-income families in Michigan, U.S.A. For more detailed information: www.highscope.org/Research/PerryProject/perrymain.htm

^{**} Control group

Formalize the informal or 'informalize' the formal

The transition from pre-school to primary

The nature of pre-school education – what it is, what it looks like, what it is meant to do for children, and what role the government, especially the Ministry of Education, should play in promoting it - is one of the dilemmas facing educational planners today, particularly in South-East Asian countries.

PRE-SCHOOL EDUCATION and how it relates to primary school is a particularly problematic issue which needs to be addressed by educational planners.

Conflicting theories

Here are two slightly exaggerated examples of the transition from kindergarten to primary school. First, in one small, welldeveloped island nation in South-East Asia, children in their last weeks of at least one state kindergarten school are no longer allowed naps and are given heavy book bags to carry in order to prepare them for their forthcoming experience in Grade 1. Second, in a larger, but less welldeveloped country in the same region, teachers of Grade 1 are trained to make the first six weeks of their classes more like kindergarten: more child-centred, more informal, with more play than is called for in most Grade 1 programmes, and introducing the children to rows of desks and chairs at a later stage.

Hence, the conflict: to ease the transition from pre-school to primary school, should we formalize what is meant to be informal, in order to give children a better start towards achieving academic success in an increasingly competitive world, or de-formalize what is usually considered formal, in an attempt to reverse the increasingly formal nature of the early years of education?

Unfortunately, the former seems to be the trend. Evidence exists of a growing number of élitist private primary schools (and even kindergartens) with entrance examinations of some kind, to prove not only learning readiness, but also early mastery of (at least) reading. This is partly due to the fact that pre-schools are often the first rung of favoured private systems that, once attained, make the frantic search for enrolment, at every new level of education, unnecessary. However, this puts pressure on pre-schools and kindergartens to be more academic, more formal, and more competitive, with less time for informal, child-centred learning and less ability or willingness to offer services linked to the child's family background, such as learning in the child's mother tongue. This is contrary to the concept both academics and practitioners have of how schools should be.

Another reason for this trend is that many governments are expanding pre-school/kindergarten services, but, for purposes of cost-efficiency, are attaching the resulting new classes to primary schools. This is especially the case in countries where populations are decreasing and where there exist unused primary school classrooms and underutilized primary school teachers who can teach these pre-school classes. This can result in both the learning space and the learning style becoming formal rather than informal - teacher-centred rather than child-centred, with more work and less play, and often with teaching in an incomprehensible majority language rather than the children's mother tongue.

So what to do?

In a utopian world, of course, the best qualified teachers would teach in primary schools (if not pre-schools) - where classes would be larger and the challenges of individualized instruction greater - rather than in secondary schools. This could only be feasible if a government committed resources to a unified system of education requiring the same level of training (and giving the same level of remuneration and status) to teachers in both primary and secondary education. Failing this, ministries of education could require that all trainee primary school teachers (or at least those who opt to work in the early years of primary school) receive a healthy dose of knowledge and skills related to the more informal, child-centred processes of pre-school education. Depending upon the extent of their control over the curricula and methods of such pre-schools, whether public or private, ministries of education can try to ensure that these remain places of play and learning readiness, rather than regimented study, homework and academic competition. Only through such measures can the infomalization of the formal become possible.

> Sheldon Shaeffer, Director, **UNESCO Bangkok Office** s.shaeffer@unesco.org

Quality issues related to early childhood learning

In the article below, Robert Myers has set out more



s quality a universal, absolute, knowable, coherent, reasoned, orderly, value-free truth, arrived at through disinterested inquiry, and transcending place, culture and history, or is it relative, multiple, uncertain, diverse, disorderly, value-laden, dynamic and changing, contextually and temporally specific meanings arrived at through continuing, inclusive dialogue and negotiation? (Dahlberg, Moss and Pence, 1999)

- ➤ If quality is relative, with contextually specific meanings, showing respect for diversity, how do we guarantee that the result is enervating and not a "... possible reduction to a disconnected individualism or a group self-interest, which has no room for interdependence and relationships of responsibility for others, and no interest in the common good"? (Moss, 2005)
- ➤ Can quality be defined nationally (or internationally) or must it be defined locally? If locally defined, how does one monitor national programmes and draw conclusions for national policy and programming?
- ➤ If quality means different things to different people, can it be captured in a specific test or scale or do we need multiple measures? Can (should) the same standards be applied to all people and to all programmes or services?

Quality and outcomes

The most common way of looking at quality, at present, seems to be in terms of standardized learning outcomes. For questions than answers, hoping to stimulate the reader's reflection and discussion. The focus is on one issue which affects all others: conceptualizing quality. How would you answer the following? instance, the Education for All Global

Monitoring Report 2005 (GMR 2005) entitled 'The quality imperative' recognizes that many educational traditions have "enriched the quality debate and spawned distinct visions of how the objectives of education should be achieved," and presents a broad framework within which to consider quality. Nevertheless, its worka-day definition is in terms of cognitive outcomes. Hard-to-measure social and emotional and value outcomes are put on a side burner. The quality of the teaching and learning process is judged mainly in terms of the relationship of its characteristics to cognitive learning outcomes (particularly international tests).

Although outcomes provide one important basis for judging quality, there are pitfalls. It has proven extremely difficult, everywhere, to agree upon a definition, and a measure, of desired developmental and/or learning outcomes for very young children. Which definition do we take? And, do we associate quality with immediate outcomes or to outcomes over a period of time (allowing for possible 'wash out' or 'sleeper effects')? How long is long? How do we take contextual variables into account?

As we grapple with these conceptual issues, I would urge that we:

- ➤ Take multiple perspectives into account and look for ways to negotiate meaning.
- ➤ Be willing to pay more attention to local definitions that take context into account.

➤ Work hard at obtaining clarity about outcomes we would like, but remain aware of narrow definitions linked only to cognitive or literacy outcomes.

Quality and the learning environment

For a learning environment and process to be one of quality, it should reflect the society in which we would like to live and where we want our children to socialize. If the process is not democratic or does not respect diversity or treat children equitably, if it continues to use physical punishment or fails to foster creativity or ... (choose your own values), it may not promote quality, regardless of what cognitive outcomes it produces. Looking at such measures of quality in the educational process, let us know how well we are trying to affect those difficult-to-measure but desired outcomes too often set aside.

Rather than starting from a discussion of social values, many definitions of quality learning environments seem to be derived from effectiveness studies, most of which have been carried out in highincome countries, often at the primary school level, and in relation to narrowly defined outcome measures. This approach produces a long list of desirable attributes (often converted into standards) that a learning environment should have (meet) if it is to be judged to be one of quality.

However, can a programme be judged to be of quality by these presumed effective programme characteristics and not produced desired effects? It might meet a set of social and learning requirements but not observe the desired results because: a) outcomes are narrowly defined and by a different set of criteria and b) because family and social contexts intervene. Can a programme of poor or mediocre quality produce important results? The standard answer from colleagues in income-rich countries is that even to ask this question is out of line. However, in low income countries, the question must be asked and, in some circumstances, the answer is 'yes'. Recent evaluations in countries such as Bangladesh or Nepal, where conditions are far from ideal (Bartlett, Arnold and Sapkota 2003; Aboud 2004), suggest there are important outcomes from the participation of children in programmes that would not qualify to

be of high quality. This does not infer that programme quality should be disregarded, or that efforts to improve are futile and not a good investment, but it does suggest the need to put the search for higher quality in perspective.

We should therefore urge to:

- ➤ Give greater attention to the quality of the educational process as important in and of itself, beginning with discussions as to how that process should reflect the social values we espouse and desire.
- ➤ Beware of placing too much emphasis on simple, easily observed indicators of programme quality (such as the quality of materials present or the number of children per adult or the formal qualifications of teachers). Profiles are probably preferable to individual indicators.

➤ Work hard on improving quality in all educational programmes but bear in mind the possible danger that the excellent becomes the enemy of the good.

> Robert Myers, Researcher rmyers@laneta.apc.org

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EARLY CHILDHOOD CARE AND DEVELOPMENT

The results of the OECD 'Starting Strong' project

N 1998, the OECD Education Committee, composed of ministries of education, authorized the Secretariat to undertake a series of national reviews of early childhood policy. Subsequently, 20 Member States invited OECD expert teams to review their early childhood services. The results of these reviews are published in two volumes: Starting Strong: early childhood education and care (OECD 2001) and Starting Strong II (OECD, 2006, in press). The age range covered was from birth to school entry, with attention also given to the early classes in primary schools and to after-school care of children.

In order to examine what children experience in the first years of life, the reviews adopted a broad, holistic approach, covering a wide range of policy issues. Expert teams studied programmes and provision for children from birth to compulsory school age, including the transition period from early childhood care and education (ECCE) to primary schooling. In addition, consideration was given to the roles of families, communities and other environmental influences on children's early learning and development. In particular, the review investigated concerns about quality, access and equity, with an emphasis on policy development in the following areas: governance, regulations, staffing, programme content and implementation, family engagement and support, funding and financing. Eight key elements of policy likely to promote equitable access to quality ECCE were proposed:

> a systemic and integrated approach to policy development and implementation;

- > a strong and equal partnership with the education system;
- > a universal approach to access;
- > substantial public investment in services and the infrastructure;
- > a participatory approach to quality improvement and
- > appropriate training and working conditions for staff in all forms of provision;
- > systematic attention to monitoring and data collection
- > a stable framework and long-term agenda for research and evaluation.

These elements were selected to be broad and inclusive, so that they could be considered in the light of diverse country contexts and circumstances, values, and beliefs. To be truly effective, they should form part of a wider multistakeholder effort in each country to reduce child poverty, promote gender equity, improve education systems, value diversity, and increase the quality of life for parents and children. Of particular importance is the recommendation to adopt a participatory approach to quality and indeed, to the purpose of the early childhood institutions. The current ideology of 'school readiness' needs to be balanced by local reflection on the needs and possibilities of young children and communities. Through participation, early childhood centres can be seen also as social and cultural spaces, reflecting the relationships, social practices, values and language of the communities in which they evolve.

John Bennett / bennet.paris@gmail.com

Pakistan: reconstructing shattered education systems



After the earthquake that shook northern Pakistan on 8 October 2005, IIEP's Operational Activities Team has been providing continual support to the devastated regions.

ELCOME TO MY OFFICE", said Mr Zubair Ahmed Awan, Director of Secondary Education for Azad Jammu and Kashmir (AJK), as he pointed to his small red car, when he met our small UNESCO Islamabad/IIEP delegation in the parking lot of the ruined Ministry of Education buildings in Muzaffarabad. "When the earthquake hit, I was working in my office on the third floor. Suddenly, I was on the ground floor, with the ceiling just inches above my head." Mr Awan spent the next three hours pulling pieces of concrete and steel out of his way, until he saw daylight and called for help. After his rescue and initial medical treatment, Mr Awan went straight back to the ruins of his office building, pulling surviving colleagues and the bodies of the deceased from the rubble. He said with quiet pride, "I went back to work in the Ministry on the 9th October."

One month after the disaster, other Ministry officials were still in shock, sleeping in tents, working out of temporary shelters, struggling to concentrate on their duties.

The earthquake that struck northern Pakistan on 8 October 2005 was responsible for the deaths of more than 18,000 school children and 900 teachers in the North West Frontier Province (NWFP) and Azad Jammu and Kashmir (AJK). The civil servants responsible for the education system's planning and management have themselves suffered the loss of family members, colleagues, homes and

offices. In the five most affected districts of NWFP, 3,517 out of 7,577 schools and colleges (46%) were destroyed or very severely damaged. The equivalent figures for the three most affected districts of AJK Province are 3,680 out of 3,845 schools and colleges (96%). The facilities and buildings of the Education Departments of NWFP and AJK located in those districts have also been destroyed or severely affected by the earthquake. With the approval of the Governments of NWFP, AJK and the Federal Government, many schools have been reopened in tents by local governments, supported mainly by the army, non-governmental organizations (NGOs), UNICEF, and some by UNESCO.

UNESCO's response

In November and December 2005, two IIEP staff members undertook consecutive missions, at the request of the UNESCO Islamabad Office to assist in designing a programme for the early recovery and reconstruction of the education system in the earthquake-affected regions, build partnerships with UN agencies and NGOs and prepare proposals for financial support. UNESCO's activities over the next two to three years will focus on: capacity building for education officials; rapid re-orientation and training of teachers; curriculum enrichment in topics relevant to the earthquake; reestablishment and upgrading of the **Educational Management Information**



System (EMIS) in AJK; school clusters; reestablishment of secondary, technical and vocational education; re-establishment of tertiary education; advice to government Education Departments on regulations and guidelines for private and religious education; and non-formal education programmes for children in isolated communities.

IIEP's role in this programme

Over the past four years, IIEP has gained considerable experience and tools through its work on education in emergencies and reconstruction (research, publications, operational activities, summer schools). Building upon that experience, as well as the missions of its Operational Activities team, IIEP will play a leading role in the capacity building component of UNESCO's programme for the earthquake-affected areas. Drawing on its own resources and networks, the Institute will also provide support to activities in the areas of EMIS, school clustering, technical and vocational, and tertiary education. IIEP will work with the UNESCO Islamabad Office to assist the Ministry of Education draft federal plans for the early recovery and



reconstruction of the education sector, elaborate provincial plans and complement these with district action plans.

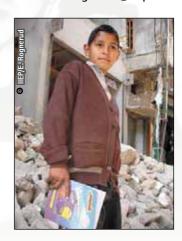
All of UNESCO's work in the earthquake-affected zones will be underpinned by the *Minimum Standards* for Education in Emergencies, Chronic Crises and Early Reconstruction (MSEE), developed by many agencies through INEE, the Inter-Agency Network for Education in Emergencies. In the week prior to the earthquake, IIEP staff had organized training for Pakistan-based agency staff

working on education in emergencies, primarily in the Afghan refugee operation (for details see *IIEP Newsletter*, Vol. XXIII, No. 4, October-December 2005, p. 11). UNICEF's Project Officer for Education in Pakistan commented on the pilot MSEE training: "How did you guys know?". Several of those who participated in the pilot training now play key roles in co-ordinating their agencies' response to the earthquake.

Valuable lessons have already been learned in the response to Pakistan's devastating earthquake. UNESCO field offices need rapid and reliable back-up from Headquarters and the Institutes when an emergency strikes. While UNESCO is not a humanitarian relief organization, it is vital that the Organization be present in the very early stages of an emergency, providing its technical competencies and policy advice. IIEP and UNESCO's current

experience in the devastated areas of Pakistan is providing some elements of a model for their future action in other emergency situations and reconstruction elsewhere.

> Chris Talbot c.talbot@iiep.unesco.org Eli Waerum Rognerud e.rognerud@iiep.uneso.org



IIEP/WBI 2006 Summer School

Education in poverty reduction strategies

IIEP, Paris, 26 June - 6 July 2006

Human development through education and skills development is expected to play a major role in efforts to achieve the commitment of the Millennium Development Goals (MDGs) to halve global poverty by 2015. However, education alone is not enough. It has to be incorporated into an overall national strategy promoting economic growth and democracy, creating employment opportunities, providing access to health care for all, and improving governance. Finally, poverty reduction strategies must target certain disadvantaged groups, such as: girls and women, populations in rural areas or living in extreme poverty, etc.

The IIEP 2006 Summer School, organized in collaboration with the World Bank Institute (WBI), sets out to examine the role of education in reducing poverty and the strategies needed to provide access to quality education for the poorest groups. It will also train participants to prepare, implement and monitor the education chapter of a Poverty Reduction Strategy Paper



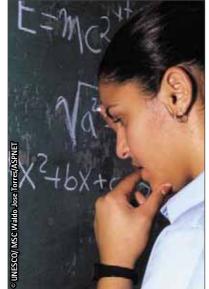
(PRSP) – a World Bank/IMF initiative to assist developing countries to reduce their debts and obtain financial aid for development.

In 2005, the IIEP organized a very successful course on this theme, in English. This year, the course will be in French only. It will be based on lectures, exchanges of experiences and practical exercises.

Detailed information and an application form are available on the IIEP web site:
www.unesco.org/iiep/ss2006/sschool.htm
e-mail contact: f.caillods@iiep.unesco.org



Latin America: The need for a new approach to teaching



IIEP-BA held its annual International Seminar on 9 to 11 November 2005. This year, the discussions focussed on A new approach to teaching: its mission, work and the profession in the 21st Century.

THE overall aim of the IIEP-Buenos Aires 2005 International Seminar was to address an issue which is currently at the heart of education policy in most Latin American countries. Indeed, the 'teacher issue', in all its complexity and with all its conflicts, is a major factor in efforts to achieve objectives such as universal access to education, and improve the quality of basic education.

What sort of teacher?

The Seminar targeted certain basic aspects of teacher professionalization. First of all, the very meaning of the term was discussed, from an historical point of view, and on the basis of major social, cultural, scientific and other changes, as well as the need to redefine what it means to be a teacher. Among other things, it was agreed that teacher professionalization is not a linear process. It takes place within a context of conflict, in which different national traditions and interest groups (such as unions and political parties) are often at variance.

On the other hand, access to basic education for all, and the accompanying changes in the cultural and social background of pupils (with, for example, the appearance of new and old forms of social exclusion, new child and youth cultures, changes in family structure), affect a teacher's day-to-day work in the classroom.

In today's classroom, traditional methods of imposing a teacher's authority, as well as the mechanisms used to transmit culture, are no longer as effective as they once were and they too need to be reviewed and redefined. Social expectations of a teacher's role in school have changed substantially. Teaching must also take into account the new challenges brought about by decentralization, and new demands for school autonomy, that will profoundly change the institutional environment in which teachers work. It is therefore necessary to provide suitable conditions enabling teachers to concentrate on actually teaching the pupils, rather than focus on discipline and other administrative matters.

What sort of training?

Thus, the requirements of greater professionalization in the teaching profession and the need to address the constantly changing social, cultural, and organizational environments in which teaching takes place, necessarily imply that teachers must have, and make use of, greater knowledge, skills, and judgment in the classroom. This led to some discussion, not only about the content and structure of what a teacher must know, but also about which institutional models are best suited to provide initial and on-going training for teachers.

The need for innovation

Finally, the Seminar addressed recent innovative experiments governing teaching. This reflected diverse national traditions, both in Europe and in Latin America. Rather than providing one universal remedy, it was felt that there is a need to innovate, both as regards the division of teaching tasks (by including new professionals in schools, for example), as well as in the recruitment and provision of teaching career paths which encourage innovation, creativity and constant improvement in the quality of teaching staff.

Emilio Tenti Fanfani emilio@iipe-buenosaires.org.ar

On course for French education! ATP study visit to Lille and Arras

The odyssey of the participants in IIEP's 2005/2006 Advanced Training Programme (ATP) took them to northern France from 20 to 25 November 2005 for their first study visit. Their activity-packed week in one of France's largest regional education authorities closely blended work and exploration of their surroundings.

This year, it was the Lille education authority who kindly hosted the study visit for the 32 participants in IIEP's ATP. This traditional expedition to explore the French education system divided its time between the cities of Arras and Lille, and once again enjoyed the flawless organization of the French National Commission for UNESCO.

The purpose of the visit, which was organized around plenary sessions and on-site visits, was to put trainees into direct contact with an education system recognized for its good performance. Over the course of the week, every effort was made to encourage observation and dialogue, not only with the decisionmakers and managers, but also with the direct beneficiaries of the system, namely the pupils and secondary students. The group visited a number of educational institutions at all levels - from nursery schools to Lille's Ecole Supérieure de Journalisme, paying special attention to priority education zones and networks for disadvantaged children - with reactions

ranging from admiration to questioning and criticism, but always with genuine interest on the part of the visitors.

Working groups examined three major themes: decentralization, educational quality and vocational guidance. On the basis of their observations and discussions, the participants drafted reports that were presented to the Lille education authority at the end of the visit. The apposite and constructive nature of these observations made by education officials from 28 countries in Africa, Asia, the Middle East, Europe and the Pacific were greatly appreciated by the officials of the Lille education authority and recognized as a rare opportunity for inspiration and improvement.

Despite the heavy workload, the study visit also gave participants a unique opportunity to explore French culture. From the top of the Town Hall belfry to the depths of the thousand-year-old *boves* of Arras – the famous underground passages that played a strategic role during World War II – with detours to taste regional



specialities, the IIEP delegation was able to see a number of the region's tourist attractions. And all this was crowned by the famous hospitality of the North of France.

During the week, the trainees fully appreciated the activities planned for the visit. Work in small groups, visits to schools, official receptions and singing on the bus – every moment was lived to the full.

Like argonauts aboard the ship of educational development, the trainees were able to benefit from this unique professional experience to consolidate the ties amongst themselves. These ties will be important, not only for the remainder of their ATP journey, but also for the rest of their careers as educational planners.

All eyes are now turned towards the next study visit, which will take the IIEP trainees to Flanders in April 2006, to visit the Flemish-speaking community of Belgium. Another point of call that should enrich their educational culture and further enhance their ability to bring about change – for the better!

Dorian Gay d.gay@iiep.unesco.org

Eduterm - A new multilingual glossary for educational planners

In early 2006, IIEP is launching **Eduterm** – an on-line term bank on educational planning and management in four languages. This tool will enable education specialists from different horizons to communicate more fluently.

The first on-line glossary of its kind, **Eduterm** is specifically designed for educational planners and managers worldwide. Comprehensive, multilingual, interactive and free-access, it provides translations, definitions and other key information, such as methods for calculating education indicators.

The result of close collaboration between IIEP, the UNESCO Institute for Statistics and UNESCO Beirut, **Eduterm** is currently available in English, French, Spanish and Arabic. Any number of languages may easily be added to the database, no matter what the script, thanks to the innovative technology used. The Institute is currently looking into the possibility of adding Dari. Those wishing to take part in this project are invited to contact IIEP.

Eduterm web link: www.eduterm.org
Contacts: s.lapstun@iiep.unesco.org / k.sylla@iiep.unesco.org

Recent IIEP Publications

FUNDAMENTALS OF EDUCATIONAL PLANNING

Education reforms and teacher's unions: avenues for action

Denise Vaillant. (Fundamentals No. 82). 2005, 91 p. ISBN 92-803-1280-4 (Already published in French.)

Le pilotage des résultats des élèves

T.N. Postlethwaite. (Fundamentals No. 81). 2005, 163 p. ISBN 92-803-2275-3 (Already published in English.)

RESEARCH AND STUDIES PROGRAMME

EDUCATION IN EMERGENCIES AND RECONSTRUCTION

Islands of education. Schooling, civil war and the Southern Sudanese (1983-2004) Marc Sommers. 2005, 305 p. (See 'Publication highlight' on page 15.)

 Policies and strategies for secondary education

Twenty years of secondary education policy in Chile

M. Leonor Cariola H.; Cristián Belleï and Iván Núñez Prieto. 2005, 346 p. (Already published in Spanish.)

QUALITY EDUCATION FOR ALL

Promouvoir le développement de compétences

Rapport d'un séminaire interrégional, Paris, 22-23 janvier 2004. 2005. 105 p. ISBN 92-803-2261-3 (Already published in English.)

■ EDUCATION FOR RURAL DEVELOPMENT

Higher education for rural development. The experience of the University of Cordoba Eduardo Ramos and María del Mar Delgado. 2005, 90 p.

Alimentación y educación para todos. Documento de síntesis

Seminario FAO/UNESCO, Santiago de Chile, August 2004. 2005, 95 p.

El proceso de cambio profundo en Zamorano: 1997-2002

Keith L. Andrews. 2005, 108 p. (Already published in English.)

Indicateurs pour la planification de l'éducation pour les populations rurales : un guide pratique

Claude Sauvageot and Patricia Dias da Graça. 2005, 77 p.

New trends in higher education

Private higher education in Georgia George Sharvashidze 2005, 99 p.

Miscellaneous

Progress in Education for All: focus on governance.

Report of an IWGE Meeting, Washington, DC, USA, 19-21 Octrober 2004. 2005, 206 p. ISBN 92-803-1281-2

To order any of these publications, please contact:

IIEP Communication and Publications
7-9 rue Eugène Delacroix
75116 Paris, France
info@iiep.unesco.org
www.unesco.org/iiep

IIEP-Buenos Aires

New IIEP-BA Director nominated

After 28 years of service for UNESCO, eight of which were spent as Director of IIEP's Regional Office in Buenos Aires, Mr Juan Carlos Tedesco retired at the end of December 2005.

On 1 January 2006, Ms Margarita Poggi took up her functions as IIEP-BA's new Director, after working several years in the Argentine Ministry of Education as Director of the National Directorate of Information and Educational Quality Assessment.

Recent IIEP-BA publication

Educación y desarrollo local: Tensiones y perspectivas. Reflexiones sobre experiencias en la región andina

Ignacio Hernaiz, Erick Sanjunés Chávez y Verónica Villarán (compiladores). IIPE-UNESCO Buenos Aires, Argentina. 2005.

To order any IIEP-BA publications, please contact their office directly at:
IIPE-Buenos Aires
Agüero 2071
Buenos Aires
Argentina

Full text versions of all IIEP-BA publications are available on their web site:

www.iipe-buenosaires.org.ar

info@iipe-buenosaires.org.ar

The Virtual Institute

DISTANCE EDUCATION COURSES

IIEP hopes to offer three courses in 2006:

- Education Sector Diagnosis (English-speaking African countries);
- *Using indicators to plan basic education* (French-speaking countries);
- Organizational and methodological options in external quality assurance systems (English-speaking countries).

As in previous years, courses will be offered on invitation only, so that the distance education service to Member States may be balanced.

INTERNET DISCUSSION FORUMS ON OPEN SOURCE

IIEP continues to support two communities related to the Open Source movement and its implications for education.

- The *Free and Open Source*Software for e-learning community, which grew out of a forum held in June 2004, continues to operate, with 280 members from 57 countries. This community of interest serves as a platform for information sharing and discussion of new developments.
- A forum on *Open Educational Resources: open content for higher education* was held over six weeks in late 2005. It attracted 480 participants from 90 countries. The forum was intended to support information exchange and reflection upon the potential of Open Educational Resources (OER), and to consider the experience of a number of providers and users. The vibrant debate, with more than 700 messages exchanged, benefited from the expert input of some of the most innovative and

committed OER practitioners and advocates. One of the most keenly debated topics was that of Intellectual Property Rights, led by Stanford law professor and founder of Creative Commons (an open licence alternative to copyright), Lawrence Lessig. At the end of the forum, participants identified the most important issues to enable and promote OER. The outcomes of this consultation will set the agenda for an ongoing series of more informal discussions. A second forum will be held jointly with OECD in late 2006.

More information about the forums can be found at:

www.unesco.org/iiep/virtualuniversity/ forums.php

To become a member of either community, please contact: Susan D'Antoni at:

virtual.university@iiep.unesco.org

Publication highlight

Islands of education

Schooling, civil war and the Southern Sudanese (1983-2004)

Marc Sommers. IIEP. 2005. 305 p.

War, deprivation and instability have dominated southern Sudan since 1955. The most recent civil war (1983-2004) was also the most destructive. It left two million people dead and far more internally displaced people (IDP) than any other country in the world: five million. The conflict has also pushed half a million Southern Sudanese to seek asylum in neighbouring countries.

Victims of warfare, famine, slavery and isolation, the Southern Sudanese are one of the most under-educated populations in the world. The overwhelming majority of their children and youth have had little or no access to education of any kind, and schooling has largely consisted of small islands surrounded by oceans of educational emptiness.

Islands of education is the first study to analyze and describe the harrowing educational reality that the Southern Sudanese people have faced across 21 years of civil war. It is the result of extensive archival research and field work undertaken within southern Sudan, in the IDP camps and squatter settlements in Khartoum and in refugee camps and settlements in Kenya and Uganda. The book draws compelling lessons from the civil war period and provides recommendations for future action and educational responses, not only in the Sudan but also in other conflict and disaster zones. It highlights the devastating

consequences of under-investing in education during conflict and serious deficiencies in the co-ordination of education. It makes a direct connection between the compensation of teachers and the quality of education, and underscores the alarmingly low levels of education for girls, the dangers of involving military personnel in the management of education, and the invasive effects of state dominance on learning for the internally displaced.

With an eye to the region's new era of peace, *Islands of Education* recommends ways of creating access to quality education for Southern Sudanese and enhancing the development of an education system.

Marc Sommers is Associate Research Professor of Humanitarian Studies at The Fletcher School, Tufts University (USA) and writes regularly on education, youth, conflict negotiation, child soldiers, urbanization, human rights and co-ordination issues in war and post-war contexts. He has carried out research in 20 war-affected countries and his recent publications include: *Parallel worlds: Rebuilding the education system in Kosovo* (with Peter Buckland), and *Fear in Bongoland: Burundi refugees in urban Tanzania*, which received the 2003 Margaret Mead Award.

IIEP Activities

☐ Sub-regional workshop on 'Costs of primary and secondary education in South-East Asia'

Manila, Philippines 16-20 January 2006

Organized in co-operation with the UNESCO National Commission for the Philippines for seven South-East Asian countries (Cambodia, Indonesia, Lao PDR, Malaysia, Philippines, Thailand and Viet Nam).

Contact: s.peano@iiep.unesco.org

☐ Seminar on 'Anti-corruption issues in education'

Baku, Azerbaijan 15-28 February 2006

Participation in a seminar organized by the Centre for Innovation in Education.
Contact: m.poisson@iiep.unesco.org

☐ Course on 'Public expenditure in education tracking surveys (PETS)'

N'Djamena, Chad February-March 2006

Under its 'Ethics and corruption in education' project and in collaboration with the World Bank Institute, the IIEP will conduct a seminar on PETS.

Contact: m.poisson@iiep.unesco.org

☐ ANTRIEP training workshop on 'Improving school management: learning from successful schools'

Shanghai, China March-April 2006

Organized by the Shanghai Institute for Human Resources Development and the ANTRIEP network for staff from member institutions and practising head teachers. Contact: a.de-grauwe@iiep.unesco.org

☐ Workshop on 'Managing educational quality in an AIDS environment: development of a district-level database'

Lilongwe, Malawi April 2006

Co-organized with the Malawi UNESCO National Commission and the Ministry of Education, the workshop will train district education officers and head teachers to analyze data and construct relevant indicators.

Contact: p.dias-da-graca@iiep.unesco.org

OPERATIONAL ACTIVITIES

☐ Technical assistance in the Seychelles

January 2006

To conduct an evaluation of the 1998 Education Reform at the request of the Seychelles government.

Contact: d.gay@iiep.unesco.org

☐ Support to Afghanistan

January 2006

To assist the Ministry of Education in the formulation of the Education Development Strategic Plan.

Contact: k.mahshi@iiep.unesco.org

☐ Training in 'Educational planning and management'

Addis Ababa, Ethiopia January-April 2006

A series of three seminars on: decentralization (January), strategies to improve quality and access (March), and leadership (March), followed by a workshop on *Using data for developing a strategic plan* (April). Contact: a.de-grauwe@iiep.unesco.org

☐ Technical assistance in Sierra Leone

February-May 2006

In collaboration with the UNESCO Institute of Statistics, IIEP will assist the Ministry of Education, Sport and Technology in developing a teacher payroll management system.

Contact: c.talbot@iiep.unesco.org

☐ Capacity building in Pakistan

February-May 2006

Five-week assessment training and mentoring of district educational planners and managers in earthquake-affected areas. This will be accompanied by training of trainers on Minimum Standards for Education in Emergencies, Lahore, February 2006. Contact: c.talbot@iiep.unesco.org

☐ Capacity building in Liberia

March-May 2006

A follow-up training workshop on educational planning and management for county and district education officers who pilot the system of school clusters in Margibi. Contact: c.talbot@iiep.unesco.org

Capacity building in Angola

April-July 2006

Technical partnership with the French Co-operation to support the Angolan Ministry of Education in school mapping: diagnosis and training workshop in school mapping.

Contact: d.gay@iiep.unesco.org

☐ Capacity building in Egypt

April or May 2006

With the support of the Ford Foundation, a Strategic Planning Workshop will be organized to assist the Ministries of Education and Higher Education move towards a more strategic approach in education development.

Contact: k.mahshi@iiep.unesco.org

☐ IIEP/World Bank 2006 Summer School on 'Education in poverty-reduction strategies'

26 June - 6 July 2006

For French-speakers. See Announcement on page 11 of this issue.

Contact: f.caillods@iiep.unesco.org

IIEP-BUENOS AIRES

Discussion Seminar on 'Educational Policy'

10-14 April 2006

Fifth national meeting with officials from regional ministries to analyze their study visit to Chile and draw up educational strategies on the topics studied.

☐ Discussion Seminar on 'Rethinking the role of teachers'

3-8 April 2006; 8-13 May 2006

Third and fourth training seminars organized for school heads and inspectors for the Santa Cruz province.

Contact: info@iipe-buenosaires.org.ar