IIEP NEWSLETTER

The World Education Forum in Dakar
A pledge for action

TEN years after Jomtien, the countries and funding agencies gathered in Dakar last April reaffirmed their commitment to providing *Education for All* (EFA). The World Education Forum, convened by UNESCO, the World Bank, UNICEF, UNDP and UNFPA brought together 1,500 participants from 182 countries, as well as major funding agencies. It ended with the adoption of the *Dakar Framework for Action*, wherein ministers of education and other government representatives, heads of United Nations agencies, the donor community and representatives of NGOs, indeed all participants, committed themselves to providing Education for All by the year 2015.

Several preparatory meetings, organized on a regional basis, took place during the six months preceding the Forum. At each of these meetings, assessments of EFA were carried out, and Regional Action Plans were adopted.

These Action Plans concern Asia and the Pacific, sub-Saharan Africa, the Arab States, Latin America, Europe and North America, as well as the group of the nine largest countries in the world.

The assessments of the *Education for All* decade vary from region to region, and from country to country. On the whole, results are mixed. Net enrolment ratios at primary level have increased in all regions of the world and this, in itself, is the result of enormous efforts in countries where demographic pressure and population growth have remained high, as in sub-Saharan Africa and the Arab States. Some countries have succeeded in substantially raising their enrolment ratios at the primary level: in Bangladesh, Malawi, Mauritania and Uganda, to name just a few, there was an impressive increase of enrolment

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Inside

All for education

Dᴜʀɪɴɢ the decade after the international community in Jomtien, Thailand, proclaimed its commitment to *Education for All*, great strides have been made in providing education for more – never have so many gotten so much. BUT:

New technologies create new inequalities. The industrialized countries are rapidly expanding Internet use in all spheres of life. But half the world's population has yet to make their first phone call. The PC generates more inequities than the 'board and chalk'.

The lower the national income, the greater the inequalities within a country. The differences between rich and poor, between centre and periphery, between men and women, generally are greater the poorer the country.

When economies decline, education suffers – teachers migrate from public schools to the private firms and the best educated are lost to the richer countries.

Poorer countries suffer most from the ravages of AIDS: in some African countries life expectancy has dropped from about 70 years to less than 40. The AIDS epidemic works in societies much in the same way as the HIV virus in bodies: it attacks the institutions that are most important for protection and development – teachers, administrators, professionals. The rest – children and young, especially orphans, and the elderly left to care and cope – become more vulnerable to other hazards.

In this situation, education becomes more important not just for the state of nations but for their very futures. Education is the most critical factor for development. The key reasons are:

No investment yields such *long and stable returns* as education. If you know how to read, the competence lasts you a lifetime. No other outlay can match this. Skills in use maintain and enhance human capital – ordinary capital is diminished and depleted by use. Many other investments fail – an educated child is a generation's gain. Education is a catapult for development – personal as well as social.

Knowledge is *portable*. You may be sacked from your job and driven from your home. But no one can deprive you of the education you have received. You take it along wherever you go.

Knowledge is *liberating*. It gives individuals assets, communities resources and nations trained talent. It increases the impact of science and reduces the scope for prejudice and superstition.

Alphabetization is *democratizing* – you can be better informed and better understand what goes on. You can know and defend your rights and increase your role in the shaping of your society. Education aids political participation.

Knowledge is *germane* for practice – it enhances your potential in all spheres of life. Education is the main avenue to the labour market and provides opportunities for personal income and expansion.

Education is especially important for *women*. It reduces dependencies, is empowering and impacts directly on the living conditions and learning incentives for children.

Education lifts and enables *minorities and disadvantaged groups*, expands their opportunities and outlooks.

Lack of education means a loss to welfare. It diminishes the opportunities of individuals to develop and use their talents, and of societies to mobilize and employ their peoples for development and growth.

Education requires not just textbooks and classrooms, but also the capacity to increase access, improve instruction, and reach students thus enriching lives.

UNESCO's agenda and IIEP's mission is to ensure not only that individuals learn from education, but that education learns about itself: what it does, what it can do and what it should do. Education cannot remain just a promise – the capacity to deliver it must be developed. To do so institutions cannot simply adapt – they must be transformed.

We started in Jomtien 10 years ago. We must now renew our pledge, sharpen our purpose, intensify our efforts. The task is not easy. But there is no nobler task than this: to inspire and to enable individuals to realize their potential in ways that serve the common good of humanity and to enrich the varied heritage of man. To secure education for all, we must go all out for education.

Gᴜᴅᴍᴜɴᴅ Hᴇʀɴᴇs,
Dɪʀᴇᴄᴛᴏʀ, IIEP

Trainees' study visit to Sweden

On the invitation of the Swedish National Commission to UNESCO and the Swedish International Development Cooperation Agency (Sida), the trainees from the IIEP's 35th Annual Training Programme paid a working visit to the country of the Vikings, from 9 to 18 April 2000. From Västerås to Stockholm, the trainees studied the evolution of a multifaceted, devolved system which only 10 years ago was one of the most centralized in Europe.

SWEDEN is today at the forefront of those countries who are strong proponents of decentralization. How could such a dramatic shift have occurred so quickly without compromising the education system's past achievements? Has decentralization improved the quality of teaching? How has education been reorganized since the reform? What is the ongoing role of the state? Who is responsible for teacher management? How will the system continue to evolve in the coming five or ten years? These are just some of the questions that we dared ask our kind and attentive hosts. It is quite clear that the Swedish trip has shaken convictions that education systems are unable to carry out healthy reform from within. In this respect, the Swedish decentralization example is highly instructive for burgeoning education systems in developing countries.

Situated 120 kilometres west of Stockholm, Västerås is the sixth largest Swedish city in terms of population (125,000 inhabitants). Famous for the ABB multinational corporation and its pilots, it looked like a nice, quiet place on Sunday, 9 April 2000, as our bus pulled up in front of the hotel. Our visits to the city's various schools, whether primary or secondary, allowed us to learn more about three main precepts of Swedish education, i.e.: (i) free public education for all Swedes, regardless of gender, place of residence or socio-economic conditions; (ii) the right of adults to education; and, finally, (iii) the right of immigrant children and refugees to basic education equal to that of their Swedish counterparts, including teaching in their own language. But it also allowed us to closely observe the unique management style of the Swedish school system at the local level, resulting from the state's transfer of responsibilities to municipalities in all that concerns basic education and secondary schools.

A decentralized school system

It was at the beginning of the nineties that a powerful pro-decentralization movement was born in Sweden, creating three levels of decision-making and management: central government, the municipalities, and the schools themselves. This movement transformed the municipalities into genuine forces of local government since their counsellors were henceforth empowered to deal with all questions concerning basic education and secondary schools. Thus, as part of its decentralization programme, the municipality of Västerås set up two structures: the **BUN**, which defines the priorities of the local education system and its financial needs, and mobilizes financial resources; and the **ProAros**, which receives the financial means the education system needs to operate, as well as guidelines on how these resources are to be used. Of

As part of their visit trainees were invited to Swedish technical/ professional training centres

Illo Diallo/IIEP

course, the state continues to define the general direction the education system is to follow, but now there is simply a brief outline of a few pages which only contains general instructions on major themes which should be common to all of the programmes developed by the schools, in close co-operation with the students themselves.

An egalitarian education system

If the Swedes traditionally define the equality of chances in terms of equal access to compulsory education for both girls and boys, this idea of equality has evolved over the past two decades to include all those groups which are socially disadvantaged, like refugees and immigrants. However, the most remarkable progress has been made in activities for handicapped children. Current thinking leans towards offering them structures which are most appropriate in meeting their specific learning needs. For example, in Västerås we were able to visit a class of children with motor difficulties at the school of Backbys. This class was, in fact, equipped with specialized teaching equipment which allowed the school staff to integrate these children within the same facilities used by their 'normal' classmates. The underlying principle is that no child should be denied education on the grounds that he or she is handicapped.

Close links with the workplace

We were able to observe in Västerås that the relationships between the education system and the Swedish workplace were very close, and even pre-dated decentralization. During visits to the Wenströmska vocational school and the ABB industrial secondary school, we were able to really appreciate the efforts made to train young people for the needs of the Swedish economy, which has undergone extensive restructuring since 1990, especially in the industrial sector, which has been gradually eliminating non- or low-qualified jobs. In the process of bringing together schools and the workplace, joint business/school committees prepare curricula and on-the-job student training programmes.

Focus on adult education

In keeping with the principle that every Swedish citizen has the right to continue his or her chosen education over a lifetime, adult education has been practised for many years in Sweden. However, with the onset of the economic crisis, the demand for adult education has become so overwhelming that the municipalities and the state have multiplied their efforts to increase training opportunities. Thus, in Västerås, we were able to observe this adult infatuation for training programmes available in certain centres, like the ABF and TBV, created by labour and employees' organizations to assure the ongoing training of their members. Also, in response to the resurgent interest of adults to recycle themselves with the aim of finding a job, the state has set up an adult education initiative.

Local management of the teaching staff

Another innovation profoundly impressed trainees: the question of how to manage teachers, which is now the responsibility of the local authorities. Clearly, teachers are no longer government employees and, consequently, their jobs are no longer guaranteed, which had long been the case. Indeed, since decentralization, the main functions involving teacher management – recruitment, assignment, training, salaries – are in the hands of the local authorities, which have suddenly become the country's leading employers. According to some commentators, mainly those from the Swedish Ministry of Education, this system has a two-fold advantage: on one hand, teachers deal with a visible employer – the local authority – with whom their unions can negotiate directly; and, on the other, it favours the mobility of teachers, which is synonymous with free choice in the workplace and in terms of salary.

Reform of the inspectorate

We were impressed by the simplicity of the organizational structure of the Ministry of Education, which was organized in a few broad sections made up of a mere 150 persons and of the National Education Agency, which assists the schools and the municipalities in carrying out their new tasks, especially those concerned with educational planning, which is, from now on, their responsibility. The teacher inspection system now consists of thematic inspections concentrated on methods developed in the schools, rather than on the control of teachers, this aspect now being the responsibility of the principals.

All in all, from our discussions with the Swedish experts, we were led to conclude that this system, although very costly, is quite efficient, at least with respect to basic education.

To conclude, if it is not possible in a mere 10 days to get an exact picture of all the ramifications of an education system which a decade ago underwent major upheavals, we have been impressed by the determination with which the prime movers of decentralization have carried out their roles to better serve education, as though they had been long prepared for such a task. Of course, it was necessary that factors beyond the classroom, and based in Swedish society, allowed them to carry through current transformations. The trainees especially noted that the decentralization aspect of the Swedish education system drew on a long tradition of democracy and a tradition of sound management.

DÉSIRÉ GNACKABY BENGREHI
(ATP TRAINEE 1999/2000)

Private education in Tanzania

IIEP has recently launched a research project to analyze private education in Tanzania (Mainland and Zanzibar). Undertaken as part of a comparative analysis which includes Cameroon and KwaZulu Natal Province in South Africa, as well as community schools in Chad, Mali, Senegal and Togo[1], the Tanzanian project will be based on case studies prepared by local research teams on non-governmental schools. As the work commences, the main outline of the project is given below.

THE case of Tanzania has many specific features which make it very interesting for the purpose of this study for the following reasons:

The country consists of two parts (Mainland and Zanzibar) which have different systems of education and other specific features.

The country as a whole is considered one of the least developed, with GNP per capita in 1997 equal to US$210, ranked 202nd by the World Bank. Gross enrolment rate in primary education was 66 per cent, and in secondary only 5 per cent in 1996.

Private schools (missionary and NGO schools) were nationalized by the government and became government owned (public) in the 1960s and 1970s under the slogan of 'free and universal public education'. Restrictions on registration and operation discouraged the creation of new private schools, especially at the primary level. However, in Tanzania/Mainland (but not in Zanzibar) the student flows from primary education forced the government to allow non-governmental (private) schools at secondary level in the 1980s, and they account for a half of the enrolment at present. With the economic liberalization started in 1994, non-governmental (private) schools are allowed at all levels, and their number is growing rapidly.

The previous commitment of the government, immediately after independence, to guarantee free primary education, subject to the community building a school, was not financially feasible, but created a mentality that parents should only contribute to the school construction and uniforms. Even at the present time, government regulations consider all community-built schools as government schools. But the reverse policy towards cost-sharing of the 1990s caused parents' resentment as they were obliged to pay the newly re-established tuition fees, and for textbooks, stationery, transportation as well as all other user fees (admission, examination etc.).

Although moderate, tuition fees are charged in government schools, both in the Mainland and in Zanzibar (where they are called parents' contributions). Private tuition exists and is a dramatically growing phenomenon which is extremely expensive for parents. It is not officially allowed in Mainland but is permitted in Zanzibar.

The primary government schools teach in Kiswahili, while secondary schools teach in English. This creates another opportunity for the private sector to intervene, with the English medium used at both levels. Furthermore, the type of curriculum and examination also matters for school choice as there is a real demand for an equivalent of the Cambridge examination which is different from the national examination requirements.

The present situation in the Mainland is characterized by very low enrolment rates, especially at secondary education. In primary education, the gross enrolment rate was 78 per cent, and the net enrolment rate was 57 per cent in 1998, a drop from the levels of the early 1980s before the introduction of tuition fees in public education. Government primary schools are overcrowded despite double and triple shifts, i.e. the norm is 45 pupils per classroom, but some large classes reach 300. In urban/suburban areas there are cases of primary schools with 5,000 pupils and only 20 classrooms. For example, even the average pupil/classroom ratio in Dar es Salaam primary schools is 113 and 6 pupils per desk.

The gross enrolment rate in secondary education is only 5 per cent. The main reasons for that are the previous policy when secondary education was not considered a priority, the primary school leaving examination which became a 'filter' for admission to secondary education, a lack of school buildings because these were supposed to be built by communities, and the fact that the majority of primary schools teach in Kiswahili, while all secondary schools teach in English.

Non-governmental primary schools started developing only when the ban was lifted in the mid-90s. Their number and enrolment are increasing rapidly but are still small in absolute terms. In

The status of education policy and management training in Latin America: diagnosis and outlooks

SPECIALISTS from Argentina, Brazil, Chile, Colombia, Honduras and Mexico took part in the seminar on the 'Status of education policy and management training in Latin America' which was held at IIEP-Buenos Aires' premises. They were joined by colleagues from Uruguay and the Organization of Ibero-American States for Education, Science and Culture, which is now taking part in the project. Also present were directors of related postgraduate programmes and government personnel involved in the development and standardization of innovative experiences in the teaching of educational management.

Participants agreed that considerable changes had occurred in the required profile of the education administrators and policy specialists in the region. Until recently, education systems in Latin America were organized and administered through a pyramidal and hierarchical structure. It was assumed that decisions could only be made at the top of the 'pyramids' in, for example, the national or provincial education ministries. School principals were supposed to implement decisions handed down from above. Middle-management personnel, particularly inspectors and supervisors, were to ensure that standards were met. Technical teams carried out specialized tasks unrelated to general decisions, and municipalities had little input in the setting up and orientation of education services.

In this context training was provided which focused, on the one hand, on policy formulation, although not particularly educational policy

As part of a project (supported by the Ford Foundation) to train trainers in education policy and management IIEP-Buenos Aires organized a seminar from 20-22 March, 2000. The presentations and discussions from the seminar, the first of a series, established some aspects of the demand for education policy and management skills, on one hand, and the supply of training to meet this demand, on the other. They also served to lay the foundations for the creation and upkeep of a network of education policy and management trainers in Latin America that IIEP-Buenos Aires is starting up.

formulation and, on the other, on administration of schools. The course on policy formulation was limited to the analysis of law and related subjects so that trainees could understand and formulate legislation and, more generally speaking, standards. The administration of schools was taught under the general heading of 'School organization and administration' as part of the teacher-training curricula. In some countries, this training was complemented by a course which explained and analyzed education policies. In still other countries, training was given in a subject which emerged during the 1960s and is known as 'educational planning'.

The educational reforms implemented from the 1960s onwards promoted the decentralization of education systems and fostered, to varying degrees, the devolution of responsibility to schools. Furthermore, education systems became broader and more complex. As a result of this, in almost all Latin American countries, there is a complex and dynamic model of educational governance involving a far wider variety of actors who are expected to make, implement, and assess decisions simultaneously.

On one hand, this has blurred the boundaries between policy and administration. As a result, the component of education 'management' has been strengthened and training needs have changed consequently. In this context, 'management' means a set of governance practices which, to varying degrees, always entail participation in the definition of policies and the implementation of action. As a result, actors are being asked to develop a whole series of competences for educational management – such as forecasting, negotiating, and communication skills – instead of the mere development and application of norms and standards.

Participants at the seminar agreed that the training in education policy and management provided by universities does not satisfy the new demands. However, they conceded that the training provided is currently evolving, being characterized by two principal trends: (a) the development of specifically designed programmes and courses for education 'management'; and (b) the introduction of a series of teaching innovations in some of the long-standing programmes.

Not only did the participants highlight these two new trends: they raised the issue that education policy and management training is under strain in terms of structure, content, teaching methods, and literature used.

In terms of tensions regarding the structure of the programmes, the following were mentioned: the coexistence of governmental educational training systems alongside other public and private schemes; and the provision of undergraduate and postgraduate courses for policy and project managers by municipal, provincial, and national authorities, on the one hand, and educational institutions, on the other.

In terms of the content of training programmes, participants noted that there was a conflict between general abilities (such as anticipation skills, negotiating and communication techniques) and more specialized areas of expertise. They also highlighted the conflict between training regarding the education system as whole, versus training related to only one particular level (primary, secondary, or tertiary) or administrative echelon (school, municipality, province, nation). Ideas were also exchanged on how the contextual features and the challenges peculiar to education in Latin America influence the demand for educational management skills and the choice of training content to impart those skills.

Participants thought that in most of the training programmes there was still a discrepancy between: the willingness to develop a 'hands-on' approach and the still too-theoretical training being given; the attempt to introduce practical applications, simulations, and new technology, and the predominance of 'chalk-and-board' teaching; between the announced 'learner-centred' training and existing approaches which largely ignore teaching innovations in adult education.

Seminar participants also discussed the excessive use of publications written by the same professionals in education policy and management to the detriment of other material: publications referring to actual management and policy experiences, especially from the region and from countries having faced similar challenges, are often disregarded.

Finally, the participants pinpointed some innovative experiences from which lessons could be drawn. They also outlined activities for the standardization of such experiences and for the creation of new experiments through joint actions between the leading programmes in the 'training of trainers' project and the Buenos Aires office of the International Institute for Educational Planning.

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ratios between 1990 and 1998. Others, such as China, have succeeded in raising their official adult literacy rates to a very high level.

Yet in other countries the enrolment ratios have declined, or educational quality has seriously deteriorated, as a result of war, political struggles, economic difficulties or natural disaster. The few learning assessments available on developing countries show that achievements are below expectations. In spite of efforts made, 113 million primary-school-aged children across the world were still out of school in 1998. This number is lower than the 127 million estimated as being out of school in 1990, but it is still very high. In addition, insufficient efforts have been devoted to early childhood care and education, non-formal education, or adult literacy and training, except in the most economically advanced regions. Is the bottle half full or half empty? More than 113 million children presently out of school will have to be given access to some form of education between now and 2015, a fairly formidable figure considering that the number of out-of-school children was reduced by only 14 million in the last 10 years. Most of these live in South and West Asia and in sub-Saharan

Africa. Projections made in preparation for the Forum show that, in order to attain universal primary education by the year 2010, it would be necessary to enrol "almost half a million more primary-school-aged children than in 2000 in Egypt, 5 million more in Bangladesh, 7 million more in Nigeria, almost 9 million in Pakistan and 19 million more in India". These scenarios cannot be realized unless major efforts are made and additional resources mobilized.[1]

Financial constraints were discussed at length during the Forum. The President of the World Bank, the Minister of Development Co-operation of the Netherlands, and the State Secretary of the United Kingdom pledged that no country having developed a coherent plan of action to reach universal primary education should fail in its endeavour due to lack of resources. These commitments are reflected in the *Dakar Framework for Action*: "We affirm that no countries seriously committed to education for all will be thwarted in their achievement of this goal by lack of resources" (page 3). Similar commitments were expressed at Jomtien in 1990. Yet the evolution of international aid during recent years has not been encouraging. According to the OECD Development Assistance Committee, the overall volume of

bilateral aid commitment dropped in both absolute and relative terms during the 1990s, from 0.33 per cent of the donor countries' combined GNP in 1992 to 0.22 per cent in 1997.[2] For education, the volume of bilateral aid remained more or less stable throughout the period, whilst multilateral aid increased. It is not clear, however, how much of this aid concerns basic education. It is hoped that Dakar will constitute a turning point and that more bilateral and multilateral assistance will be channelled to support basic education in the least developed countries.[3]

It was rightly stressed that external financing represents only a very small proportion (approximately 3 per cent) of what needs to be mobilized to finance EFA and that most of the expenses will have to be borne by national sources, i.e. by governments and other actors (communities, families, NGOs etc.). The experience of countries that have recently succeeded in substantially expanding their educational coverage shows that political will and strong support at the highest level is of the essence. Where such political will is asserted, resources can be mobilized both inside and outside the country. The proportion of GNP allocated to education has increased considerably in some countries and many obstacles have been overcome. A high level of mobilization of the whole society beyond government – communities, families, NGOs, and the private sector – is needed, as well as extensive consultation in order to create ownership. Other prerequisites for success include planning, as well as the management capacity to solve problems as they arise; a determination to keep costs within a reasonable range and to use existing re-

Number of primary school-age children in and out of school by region, 1990 and 1998
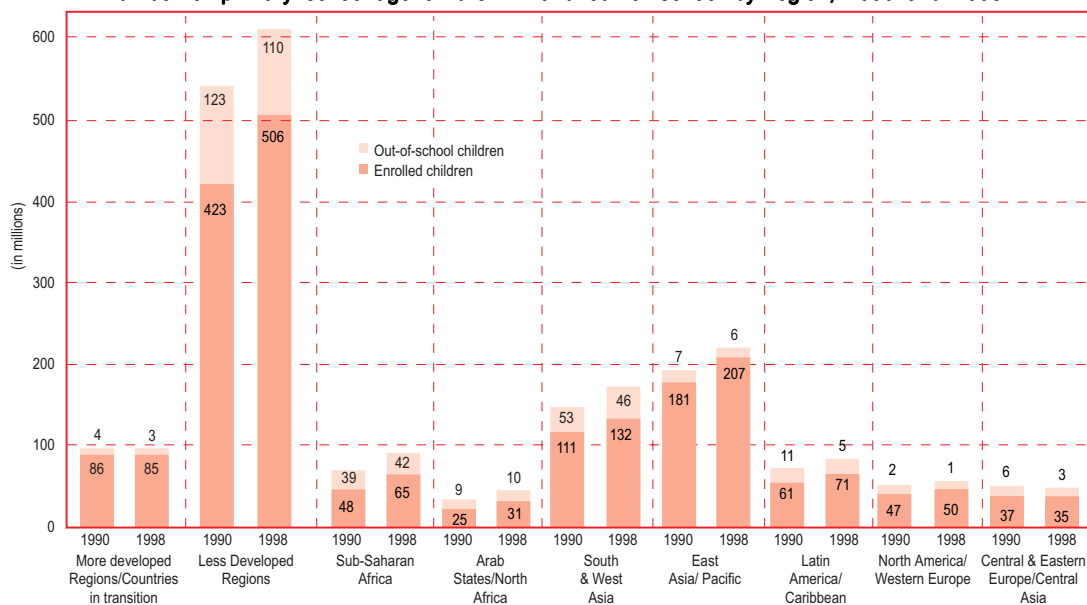
Source: UNESCO Institute for Statistics. *Education for All Year 2000 Assessment: Statistical Document*

IIEP's intervention at the World Education Forum

In the framework of the EFA Forum, the Institute prepared and chaired two strategy sessions. The SACMEQ experience was presented in a third session on 'Assessing learning achievement'.

The first strategy session was organized in the name of the International Working Group on Education (IWGE) and dealt with 'Improving partnership with funding agencies'. After reviewing major trends it focused on new modalities of aid co-operation. The potential of such regional alliances as the Association for the Development of Education in Africa (ADEA) was commented upon. The gradual shift from the traditional project approach to the sector-wide approach was also discussed. It was argued that, to be efficient, development co-operation has to be integrated into a jointly agreed policy framework, developed nationally through a process of extensive consultation and implemented through existing national structures. The operationalization of such an approach faces several difficulties. On the donors' side, co-ordination, harmonization of procedures and information sharing are required; on the countries' side, there may not be the capacity to run the projects, although many of the difficulties arise from the unduly complex procedures set up by donors.

IIEP organized a second strategy session on 'After primary education: what?' While the mandate of Jomtien on Education for All was far broader than just setting primary enrolment targets, it has often been interpreted in the narrow sense of achieving universal primary education. But in a world which is characterized by the explosion of knowledge and information, having access to some kind of education after primary is a right for young adolescents, who need to understand the world in which they are growing up, and an economic necessity for countries which seek to be competitive in the global economy.

The panellists argued in favour of expanding secondary education and discussed how this could be done in different contexts, keeping in mind that in low-enrolment countries, the unit cost of a secondary place is typically several times higher than that in primary education. Strategies have to be developed which reduce costs per pupil without endangering quality and/or which bring in new resources. Alternatives to secondary schooling which would privilege flexibility in the curriculum and delivery systems need to be explored, including schemes which promote alternance between work and learning processes.

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sources as efficiently as possible; good support from external funding agencies; and, last but not least, reasonably favourable economic conditions. Good economic prospects are essential, on the one hand, in order to provide incentives for children and adults to learn through increased employment opportunities and, on the other, to finance the development of the education sector.

The need to fight against poverty and to develop an integrated approach to development was stressed on several occasions during the Conference. Education may help in solving poverty but unless measures are taken which tackle the poverty issue directly, it will not be possible to increase significantly the proportion of children with access to schooling. It will take a lot of resources, imagination and goodwill to enrol the remaining 10 or 20 per cent who are not yet in school: education is not necessarily the first priority of the poorest segments of society. Appeals were also made to pay particular attention to girls' education. The United Nations Secretary-General announced in his opening speech the new initiative to educate girls and called for an alliance in this respect.

The international community has committed itself to attaining six major objectives:

(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, with special emphasis on girls, children in difficult circumstances and from 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, life skills, and citizenship programmes;

(iv) achieving a 50 per cent 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.

These goals are not very different from those set in Jomtien 10 years ago. What should be different is the way in which they are implemented. Countries are encouraged to "develop or strengthen existing national plans of action by 2002 at the latest". Specific strategies were discussed in the different parallel working sessions. Twenty-four such sessions were organized which dealt with subjects such as mobilizing resources, utilizing debt relief for education, educating the excluded, HIV/AIDS and its impact

on education, assessing learning achievements etc.

The mechanisms suggested for implementing EFA have drawn lessons from the experiences of the past decade. Much more emphasis is now laid on partnership with, on the one hand, funding agencies and, on the other, non-governmental and civil society organizations. National and international NGOs played a major role in the EFA assessments, as well as during the Forum in the preparation of the *Framework for Action*.

As has been emphasized, the heart of EFA activity lies at the country level. Preparing comprehensive national EFA plans, co-ordinating the support of donors and development partners, modernizing governance, establishing mechanisms to accelerate progress towards Education for All, and monitoring this progress, require strong management capacities within the different countries. Just as

important as the resources is the capacity to use them efficiently. Strengthening capacity building and institution building is another important challenge that emerged from the Dakar Forum and which may not have been sufficiently stressed.

UNESCO has been mandated to co-ordinate EFA partners and to maintain their collaborative momentum in the follow-up to Dakar. IIEP has been specifically mentioned to support the implementation of EFA. As the President of Senegal, His Excellency Abdoulaye Wade, expressed in his introductory address, many conferences have been organized and many declarations made: the time has now come to act. Time is running short if we are serious about reducing gender disparities by 2005 and providing quality Education for All in 2015.

FRANÇOISE CAILLODS

1   "Achieving Education for All: demographic challenges" by Maria Theresa Siniscalco Schleicher, EFA, UNESCO 2000.
2   A figure which is far from the officially adopted target of 0.7 per cent of GNP. Official Development Assistance (ODA) steadily declined during the 1990s, from US$60.8 million in 1992 to US$48.3 million in 1997 (DAC reports of 1998 and 1999).
3   Much of this aid is still going to higher education. Moreover, the 1998 DAC Development Report states that in 1995-1996, six countries - China, Indonesia, Israel, Korea, Thailand and Turkey- received 40 per cent of the total bilateral aid for education, while only about 30 per cent of this aid went to countries with less than half of their children in primary school.

1998, there were 33 primary non-governmental schools which enrolled about 7,360 pupils and accounted for less than 1 per cent of the total.

The majority of newly created non-governmental schools tend to be urban or suburban, covering the whole cycle of pre-school, primary and secondary education to cater for the same cohort of pupils. Among 90 non-governmental schools awaiting registrations, there are 62 'education trust fund' (a convenient form often covering a profit-making nature) and 23 seminaries and other religious denominations. There are two common violations in the operation of non-governmental schools: (i) to charge formally low tuition fees and to complement them with hefty 'voluntary contributions', and (ii) to get registered as 'day' schools but to operate boarding facilities.

The situation with private education in Zanzibar is radically different from that in the Mainland.

Unlike the Mainland, where private education has been legally allowed at secondary level since the 1980s, in Zanzibar this has not been the case. After their nationalization in the 1960s and 1970s, private schools were virtually non-existent until the beginning of economic liberalization in the mid-1990s, either at primary or secondary levels. The few previously allowed were schools for children of expatriates, military staff and TAPA (as in Mainland, these are schools with political affiliation to the ruling party).

Since 1993, educational legislation was amended to allow the creation of private schools.

The late 1990s saw a booming number of new private institutions, which have now reached 23 primary, secondary or combined (nursery/primary/secondary) institutions. However, an exception, one previously nationalized school was returned to the owner. The scheme for the 'new' school creation was more or less similar for all the schools which originated

from nurseries and continued catering for the initial cohort, while expanding the admission and enrolment. The 'seed' money for new private schools typically comes from abroad. As a rule, 'pure' profit-making schools are not common because of the overall low income of the population. Boarding schools are few for the same reason, to reduce the costs. The owners of private schools register as NGOs and religious communities.

Complete studies on the Mainland and Zanzibar will be published by the IIEP in 2000.

IGOR KITAEV

1   See article on Community schools in *IIEP Newsletter*, Vol. XVII, N° 1, January-March 2000, p. 3.

Secondary education and distance learning

A considerable number of countries have been able to expand access to, and achieve higher levels of efficiency at, the primary level. More and more students are seeking to remain in the education system after primary, and some governments are attempting to provide greater access to at least part of the secondary cycle. Limited resources for secondary education are forcing countries to seek new ways, financially and logistically, of widening access at the secondary level to greater, and more diverse, numbers of students.

Distance education has attributes that make it a viable option for countries facing the dilemma between widening access to secondary education and their budgetary restrictions. First, it is flexible. Because it does not require a set infrastructure, nor necessarily a fixed timetable, it can work well for people in physically remote areas. This same flexibility can also extend access to social groups, such as working people, that are barred from the formal education system.

In addition, the absence of set infrastructure means that these programmes can be set up comparatively quickly, which is very useful for countries which need to accommodate large numbers of additional students in a short period of time.

Distance education can also be comparatively cheap, as recurrent costs are substantially reduced. Course materials do the bulk of the teaching work, thus reducing the need for personnel. A large initial investment is needed to produce the course material, but costs decrease rapidly thereafter, as it then merely needs to be reproduced. Sufficiently large numbers of students can entail economies of scale, lowering per capita costs.

However, distance learning also raises a series of questions. Education offered through this method may not be as effective as that of the formal system. The learning process can be profoundly different; as the student may not have direct contact with specialized teachers, there may be little or no classroom interaction, and the variety of teaching material may be limited. It can also be argued that adolescents need socialization and some framework for motivation and guidance.

For various reasons, largely due to the profile of the students, distance-learning programmes tend to have higher drop-out and repetition rates. In addition, the cost aspect is not straightforward. While overall per capita costs may be lower than in the formal system, start-up costs can be quite high. Course material has to be commissioned and developed, certain infrastructural outlays may be necessary, and teaching material of good quality may be quite expensive. Economies of scale can only materialize if there are sufficient students.

IIEP's project

While distance education has been used effectively for teacher training and higher education, the application of these techniques to secondary education is a new area with little established knowledge.

The IIEP has commissioned a series of case studies of distance-education initiatives in Brazil, Indonesia, Mexico and Zambia. The objective of this exercise is to see: how effective these programmes are, how they are implemented, who they target, and what they cost. The research is still ongoing, but some observations can be made on the basis of the monographs available.

The first observation is that these programmes are far from being small-scale, and are playing an important role in the education systems in these countries. In Mexico, over 900,000 students are taught through distance-education methods. The figures for Indonesia, Brazil, and Zambia are 375,000, 220,000[1], and 30,000 students respectively.

What is also striking is that these initiatives, while providing secondary education, actually differ quite markedly in their objectives and target groups. Mexico and Indonesia have used their programmes to extend access to secondary schooling in rural areas of their countries. The distance-learning secondary schools are integrated into the wider education system, and cater to eligible students in dispersed, rural communities. On the other hand, Brazil aims its programmes at people who, for social or economic reasons, have dropped out of school and want to resume study. Thus, students are very diverse, ranging widely in age and previous academic experience. Zambia has, in

The virtual university: the concept and its importance

The virtual university is a relatively new phenomenon in the history of higher education, but one that will potentially have a significant impact on national education systems. Universities in many settings are looking to New Information and Communication Technologies (NICTs) as a means to both offer more flexible learning opportunities and to extend their reach. Recognizing the importance of the virtual university in the field of higher education, IIEP is undertaking a small exploratory study to identify the planning and management issues associated with several different institutional models.

Universities worldwide are faced with a number of often-cited challenges, including:

growing demand from both traditional and non-traditional students;

an increase in the diversity of student backgrounds and learning needs;

growing resource constraints and a need to generate income from diversified sources;

increasing competition from private-sector providers, and particularly for the more lucrative programmes.

An institutional response

In the face of these challenges, universities in many settings are looking to new information and communication technologies (NICTs) as a means to both offer more flexible learning opportunities and to extend their reach. The use of technology has allowed institutions to create 'virtual learning environments', a term which may be used to describe activities such as, distance education, online courses, distributed learning and web-based learning. The term 'virtual university' is difficult to define with precision, as it is used to describe a wide range of initiatives. However, most virtual universities share some basic characteristics. They normally operate outside the constraints of time and place, making flexible learning opportunities available to students regardless of their geographic location. They rely on communication technology to link learner to teacher and learner to learner, as well as to support the management of the institution as a whole.

The range of organizational models that can be found currently points to the diversity among these emerging institutions:

traditional campus-based institutions which also offer distributed learning opportunities to on-campus and off-campus students;

distance-education institutions which have renamed themselves;

institutions without a physical campus operating completely in cyberspace;

networks of institutions;

clearinghouse initiatives.

Two examples

A number of virtual university initiatives have the objective of serving an international student body, unlimited by geographic location. However, the two examples briefly described below are interesting in that they were developed to serve the specific needs of a region.

Created in 1995, the Open University of Catalonia (http://www.uoc.es/) was perhaps the first

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Your comments

IIEP would be very interested in your input to the study.

Do you feel that the virtual university is largely a positive or a negative development for higher education in your own country?

Please explain why from the perspective of the students, parents, teachers, government and the private sector.

In return for your input, IIEP will be pleased to send you a copy of the report when it becomes available.

Please address your comments to:

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virtual university to have been built entirely upon communication technology. The university offers distance education, which is supported by a virtual campus based on the Web. The campus replicates the academic functions and non-academic services of a traditional university. It allows those who, for personal or professional reasons, would prefer to study at home to undertake university studies. The initiative is intended to be rooted in and to respond to the cultural and linguistic environment of Catalonia.

The African Virtual University (http://www.avu.org) is a project that was launched by the World Bank in 1997 to serve countries of sub-Saharan Africa through an 'interactive-instructional telecommunications network'. Courses are taught by professors from universities in Africa, America, Canada and Europe and are currently offered to 22 participating African institutions – 14 English-speaking and 8 French-speaking. Courses are delivered through a mix of videotaped lectures and live interactive sessions in which students can communicate with their professors. Lectures are supported by course materials and access to a digital library of journals, studies and textbooks.

In October 1999, IIEP participated in a symposium held in Stockholm on *The virtual university? Educational environments of the future*. It was organized by the Academia Europaea, an international, non-governmental association of scientists and scholars, aiming to promote learning, education and research. The symposium addressed three key issues: technological capabilities, teaching and learning, and policy implications. The presentations, which will be published by Portland Press during 2000, generated a good deal of debate among the participants and raised a number of significant issues.

There appears to be a sense of urgency in the development of virtual universities.

NICT's are expected to change the way institutions perform all their major functions.

Continuing education is seen as a main objective of the development of virtual institutions.

Both teachers and students will have to learn new skills, the former in order to develop quality learning materials, and the latter in order to make best use of technology-supported learning opportunities.

Careful planning and clear communication are important in ensuring that the introduction of change is not disruptive and counter-productive.

There is a feeling that institutions that do not adapt may not survive, which leads the discussion right back to the first point – the sense of urgency in the developments.

IIEP study

Recognizing the importance of the virtual university in the field of higher education, IIEP is undertaking a small exploratory study to identify the planning and management issues associated with several different institutional models. Because these institutions are not limited by geographic boundaries, many of them see themselves as transnational bodies, looking for their students anywhere in the world. This has implications for their own institutional management, but also for national systems of higher education which oversee provision and standards of quality.

A number of case studies will be commissioned and a synopsis prepared to present the major findings.

SUSAN D'ANTONI

Secondary education...
continued from p.11

effect, *two* distance programmes. The first is similar to Brazil's, where working adults continue their education. The *second* gives students who did not perform well enough to be admitted into formal secondary schools, a second chance.

The initiatives are also diverse in terms of how the programmes are structured and their reliance on technology. All programmes rely heavily on self-teaching written material, but this is complemented by a variety of different mechanisms. In Indonesia, students in distance secondary schools learn from workbooks with the help of a facilitator. Once or twice a week, they travel to a 'mother' secondary school to receive teaching from specialized teachers, and to use the laboratories and libraries. Zambia, for its part, offers two formats. Students can go to a centre on a daily basis where the self-teaching material is complemented by support from a facilitator, or they can use the materials by themselves. In Mexico, learning from workbooks and the facilitator is complemented with intensive use of television programmes transmitted by satellite. In Brazil, a combination of workbooks and educational programmes broadcast on national television, with the optional use of study centres, are used.

It would be premature to draw definitive conclusions at this point. It appears that the real challenge facing these programmes is how to provide effective pedagogical support beyond the mere provision of teaching materials. The use of facilitators to help motivate students and provide teaching support is a good starting point, but requires serious investment. Past experience from television-based projects in the 1970s has shown that there is a tendency for the training of this type of personnel to be underestimated. Countries with more resources can use technology to help bolster the provision of specialized information. The monitoring of these programmes will provide valuable lessons that can, in turn, be applied to the mainstream education system.

FRANCIS HUTCHINSON

1   This includes primary, secondary, and tecnical education.

Learning as a gateway to the 21st Century

The 21st Century talks, organized by UNESCO, is proof of the organization's overriding concern to include vision and long-term planning in its programme. Through a series of dialogues between leading scientists and intellectuals, decision-makers and international personalities[1], they focussed on preparing for the new century. Among the many topics discussed: education and how it faces the challenges created by socio-economic change.

THE end of the millennium has brought in its wake the end of certainty. Overwhelming change, increasing globalization, irreversible breaks with the past, are all elements which do not paint a reassuring picture for the 21st Century. The techno-economical paradigm shift is leading to a sea change for both economic activities, and society as a whole. We are today in the midst of a transition period which is causing new disquiet. It is therefore imperative to act now so as to prepare the future, for, according to Ilya Prigogine, "although we cannot foresee the future, we can at least prepare it".

Organizing work in a new way

The organization of economic life has undergone major transformation, a sort of "third industrial revolution". We can see it in the organization of work around flexibility and the use of a wide variety of human skills. It is structured around workgroups in which information is shared horizontally. The second characteristic of this industrial revolution is the expansion of the service sector, which implies a shift in the range of professions. This has a double effect on the job market: the demand for higher qualifications to find employment, and more precarious job situations. Information Technology (IT) has become the main instrument for this move towards services. By breaking down standardized tasks and procedures, it makes for greater autonomy, freeing individuals within rigid hierarchies, and bringing them into a world where private destinies are unfettered from each other. Moreover, increased versatility enhances the quality of individual performance, increases the rotation of staff in managerial positions, but also generates a certain amount of frustration, isolation and competitiveness, etc. The resulting flexibility and insecurity of jobs affect firm loyalties and solidarity among employees. Work ethics based on future expectations disappear; professional experience and accumulated in-company knowledge are no longer recognized. This situation, increasingly prevalent in lower professional categories, causes disparities within the workplace.

Preparing the future

To prepare youth for this new style of work, the education system must meet several challenges. *First,* the methods of knowledge-building need to be reformed and more emphasis put on 'learning how to learn'. In order to cope effectively with new problems constantly occuring in the workplace, the learner should be able to adapt his/her thinking towards a defined goal. The *second challenge* is to introduce new information technologies into the learning process by taking advantage of their didactic potential, while at the same time not fogetting the prime aim of education that only interaction with a teacher and fellow students in a classroom situation can fully satisfy. For that, it is necessary to reassert the teacher's role as a guide reponsible for explaining the learning process to the student. His or her skills today are multiple: a mastery of knowledge, an awareness of learner difficulties, and the capacity to develop and manage 'learning situations'. However, it is imperative that quality training, social recognition in keeping with responsibilities, and adequate financial rewards give them the capacity and the motivation. The *third challenge* is to open up the educational system, making the educational machinery more flexible so that it can adapt to changes both in society and the workplace. Learning situations thus become less detached from reality and less protected. More autonomous, open institutions, applying diversified learning models, with commonly defined educational standards to facilitate co-ordination, could also develop.

Opening up teaching institutions in this way also implies broader access, making lifelong education available for everyone. This *fourth challenge* is fundamental to UNESCO. Drawing a clear line between learning and its professional application has become impossible in a society where scientific discoveries and technological break-throughs are advancing daily by leaps and bounds. This explains why governments must encourage adult education and support learning.

ESTELLE ZADRA

1   The synthesis of this series of *Talks* is published in *A New World* by Federico Mayor. 1999. Paris: Éditions Odile Jacob/ UNESCO.

The Virtual Institute - Forthcoming activities

The Virtual Institute of IIEP offers distance learning opportunities and provides a forum for the discussion of key topics in educational planning and management.
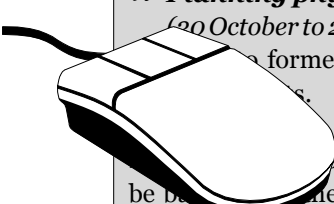
Internet forums

✎ Secondary education financing
(2 October to 30 November)

This forum, intended for representatives of ministries of education and donor agencies, will offer an opportunity to discuss the important issues related to financing secondary education. The language of the forum will be English.

A summary of the discussion will be made available on the IIEP web site and upon demand.

✎ Planning physical facilities
(20 October to 24 November)
former IIEP course
s.

ber, the forum will be b   e booklet *Physical facilities for education: what planners need to know*, a title in the series the *Fundamentals of Educational Planning*. The forum will be in English. Although it is intended for former IIEP course participants, other interested persons may apply, and if space permits, may participate.

Distance education courses

✎ Educational costs analysis
(5 June to 23 June) [revised date]
Open to former IIEP course participants

A short course will be offered on key economic concepts, education expenses, the analysis of expenses and factors governing costs. It will be offered to both English- and French-speaking former IIEP course participants. Communication between participants and the instructor will be via e-mail.

✎ Using indicators in planning basic education
(13 November to 29 February 2001)
Invitational for ministries of education

The aim of this course is to explore the concepts, methods and strategies needed to improve the process by which indicators are determined for educational planning purposes. It will be practical in its orientation and will conclude with a concrete activity. The language of the course will be English and interaction will be through the Internet.

✎ Management of industry-university relations
(2 October to 12 January 2001)
Invitational for selected universities in the Eastern Mediterranean region

Offered in conjunction with the European Centre for Strategic Management of Universities, this course has been developed for English-speaking senior managers of university-industry relations. It will address issues of strategic management of university-industry relations, interface, financial and personnel management. Interaction will be through Internet and the web.

More information...

If you would like to receive regular information updates on activities of the Virtual Institute, please send an e-mail to the address below asking for your name to be put on our mailing list. Information is also available on the IIEP Web site and regularly in the IIEP Newsletter.

Contact for Virtual Institute

Susan D'Antoni at
s.dantoni@iiep.unesco.org
or the IIEP Web site at
http://www.unesco.org/iiep/

"An institution in touch with its environment"

Policy Forum on the 'Management of university-industry relations'
(Paris, 1-2 June , 2000)

The target audience for this Policy Forum is high level decision-makers in ministries of education and higher education institutions. The objectives of the forum are:

to consolidate the identification of current issues and challenges with respect to the management of university-industry relations;

to share experiences among experts and insights gained from the case studies conducted within the framework of the IIEP research project with those in charge of national and institutional policy design and implementation in the area of university-industry linkages;

to develop recommendations for the design and implementation of national and institutional policies, whether they be on defining an appropriate framework for financial management of extra-budgetary funds, the management of intellectual property rights or organizational development.

Sub-regional training course on 'Educational Management of Information Systems (EMIS)'
(Ouagadougou, 5-16 June 2000)

This course has as objective to develop and strengthen the national capacities of ministries of education in French-speaking sub-Saharan Africa in regards to the conception and use of sound information systems as the basis of educational policy-making. In particular, the course is designed for officers from departments of planning, evaluation and statistics wishing to consolidate their technical competencies.

Seminar on 'The role of journalism in education'
(IIEP-Buenos Aires, 14-16 June 2000)

Organized in conjunction with the Organization of Ibero-American States for Education, Science and Culture (OEI) this seminar targets journalists responsible for the sections on education in newspapers from Latin America, Spain, and Portugal. The goal of the seminar, which will concentrate on important educational topics in Latin America and the Iberian Peninsula, is to provide journalists with the latest possible information on the issues chosen. Three central themes will be examined: education and work, education evaluation, and education, poverty and inequality.

Strategic financial management in Universities
(Paris, 11-13 July)

Senior management officials of the Interuniversity Group ARCAM consisting of the universities of Mercosur countries will participate in an orientation workshop at the IIEP. Their programme will consist of general aspects of university management, strategic planning and management, financial management including management of income generation from non-traditional sources and quality management.

Intensive training course on 'Educational costs, finance and budgeting for English-speaking African countries'
(Mauritius, 10 -21 July 2000)

At the request and in co-operation with the ADEA Working Group on educational finance/CODESRIA, IIEP is organizing this course which will test a standardized training manual intended for 'cascade' in-service training of personnel in the Ministries of Finance and Education. The up-dated format of the course benefited from numerous case studies on recent innovations and practices in financial management of education in Africa.

IIEP-RIHED Sub-regional workshop on 'Institutional Management in Higher Education' for South East Asian and Pacific Countries
(Chiang Mai University, Thailand, 24-27 July 2000)

The objective of the workshop is to discuss the recent changes in university management consequent upon declining budgetary support to universities. The deliberations in the workshop will focus on issues related to financial and staff management at the institutional level. It is expected that nearly 35 - 40 senior officials from universities of the SEAMEO member countries like Brunei Darussalam, Cambodia, Indonesia, Lao PDR, Malaysia, Myanmar, Philippines, Singapore, Thailand, Viet Nam and universities of the Pacific countries like Papua New Guinea, Fiji, the Solomon Islands and Western Samoa will be participating in the workshop.

Apologies

The Editor would like to apologize to those readers of the *IIEP Newsletter* who have received recent issues late. This is largely due to the modernization of IIEP's database software which has obliged us to transfer all our addresses to a new system. This transfer has taken us longer than expected and has delayed the dispatch over the last few months.

The new system will be in place within the coming months and should allow us to re-establish punctuality.

We would like to remind our readers that they should communicate all change of address to the following:
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newsletter@iiep.unesco.org

The IIEP Newsletter is available on Internet: http://www.unesco.org/iiep