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Revisiting the role of the state

The economic crisis that began in 2008 has renewed debate about the role of the state and regulation of the private sector. But the issues remain complex.

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In the early 1960s, following the independence wave in many countries of Asia and Africa, development experts often advocated strong government leadership, arguing that government action had underpinned decades of economic growth in the industrialized countries. Developing countries, they asserted, should follow a similar course.

However, during the 1980s and 1990s these certainties were challenged. Continuing poverty in Africa and elsewhere, recession in rich economies, and the bankruptcy of the Soviet Union presented the state as failing to guarantee development. Structural adjustment and "new public management" aimed at creating smaller and less intrusive government. In education, this brought privatisation and the decentralisation of administrations.

Yet these policies did not always make states more effective, and in many settings the social sectors suffered. This was partly because of the fiscal constraints which were imposed as adjustment was attempted, but mostly because the policies weakened already feeble state institutions.

Continued debate

Renewed attention to the role of the state reveals a lack of consensus on strategies to

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make states more effective. One strategy stresses the obligations for civil servants, including teachers, to demonstrate good performance. This strategy is underpinned by monitoring and evaluation. But civil servants respond that their improved performance requires training, incentives and support, and that professionalization of their work is a precondition for accountability.

Even the most effective states must build partnerships. Non-governmental organizations (NGOs) offer services in areas which the state cannot or chooses not to reach. NGO interventions are now expanding. They no longer just replace an absent state: they want to influence state policies. Public-private partnerships, and collaboration between ministries of education and elected local authorities, are further responses to the incapacity of the state to meet its obligations in the area of education. There is little debate about the need for such partnerships. However, their impact on equity provokes extensive discussion.

Stratification

In some countries, the interaction of various partnerships has created three-tier systems. The poorest groups attend schools set up by their own communities and supported by NGOs but in which the state remains almost completely absent. The richest groups have access to good public and private schools, as well as private tutoring. The middle classes are served by public school systems of uneven quality.

Partnerships work best when the priorities of partners are complementary and their powers are balanced. NGOs, private companies, municipalities and ministries of education may all share the same objective of educational provision, but their priorities may differ considerably. Municipalities usually wish to develop their own localities, and have little interest in what happens elsewhere. Ministries and their district education offices, by contrast, want equitable systems which may require transfer of resources from more to less developed localities and refusal to open new schools in some areas. In very diverse countries, issues of language and curriculum make relationships even more complex. Conflicts may also arise between governments and NGOs.

Social inequalities are significantly reduced when the state exercises leadership over these various partnerships. But such leadership is often lacking. Partnerships are created precisely because of the state's weakness, and this weakness renders the state incapable of regulating such a multitude of actors. Moreover, the question of capacity harbours the fundamental issue of legitimacy: does the state have the right (or even duty) to restrict the freedom of choice of individuals and groups in order to obtain greater equality? This question becomes particularly acute when state actors stand accused of using their authority to defend their own private interests, and when they contribute to turning the state into a corrupt and fragile structure.

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Misleading international norms?

The threat to the state's authority comes not only from within. Increasingly, the state's margin of manoeuvre is circumscribed by international and global movements, such as the Education for All (EFA) objectives and the Millennium Development Goals (MDGs). More profound, though less visible, is the strength of global packages described as "best practice". They commonly include decentralization and benchmarking through international assessments. Such packages are particularly influential in small states, but also have an impact on large ones.

The problem with such packages is that they are based on the fundamental misconception that all states have similar needs and constraints, and that similar policies can be effectively applied everywhere. The articles in this Newsletter demonstrate the diversity of scenarios and the imperative of developing appropriate state-strengthening strategies. The need for this approach has been underlined by the global financial crisis. The irony, however, is that the crisis has reduced the availability of resources, thus increasing the challenges. ■

editorial

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Leadership and regulation

The primary mandate of IIEP, like UNESCO as a whole, is to work with governments. The state is viewed by IIEP as the principal agency with responsibility for education, especially at the primary and secondary levels. The state is not the only actor, and various private, community and other non-governmental organizations are active to varying degrees in a range of contexts. But the state should provide leadership in the education sector, should set standards, and should regulate appropriate parts of education systems.

The state can only play this role if it has sufficient resources and self-confidence. IIEP therefore sees its major role as one of capacity development within its designated mission of educational planning and management. IIEP achieves this through training, research and technical assistance. The work of IIEP has long been targeted at the level of central government, and now increasingly includes decentralized levels of government.

This issue of the newsletter highlights some of the debate about the role of the state. The global financial crisis that commenced at the end of 2008 was to a large extent precipitated by under-regulated activities in the private sector. This factor has strengthened calls for regulation by the state, which is needed as much in education as in other sectors. But such regulation can only be achieved if the state has sufficient financial and human resources.

Circumstances around the world are, of course, diverse. Some states are very large, while others are small. Some states are robust, while others are fragile. Some states are centralized, while others are decentralized. But within this diversity, the mandate of the state to lead and to regulate is clear. IIEP is pleased to continue to work with its partners around the world to support effective ways for the state to work with other actors in the delivery of quality education for all. ■

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IIEP congratulates Irina Bokova

on her election as UNESCO Director-General, and looks forward to working with her.

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Decentralization in education

A major purpose of decentralization of education systems is to broaden access and raise quality. This cannot be achieved without a fully engaged and responsible central government.

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Very few countries today have not taken the path of decentralization. In a great many countries with different governmental cultures, an increasing number of stakeholders are involved in managing public policies, including those concerned with education. Policy management is no longer reserved for central government technicians and officials. In just a few years, the field has widened considerably to encompass local representatives of the state, elected officials, local communities, parents and even pupils.

Decentralization can be undertaken for a variety of reasons, including democratization, matching policy to local culture, making local stakeholders accountable, better resource mobilization and less red tape. These factors all turn on one key question: how should the role of the state be revised to improve management of public policy at the local level?

The state's effectiveness in question

Today, two very different concerns underlie the decentralization movement. According to New Public Management theory, an excessive presence of the state is detrimental to policy efficiency. It is thus essential to delegate policy management to local stakeholders who can act more quickly and in a more focused way. This approach has guided decentralization policies in a number of OECD countries, where broad responsibilities have been devolved to schools and communities. In other contexts, particularly less developed countries, decentralization has been motivated by recognition of the weakness of the state and its inability to manage policy. These countries have therefore placed more trust in local stakeholders to manage and implement public policy, even though many stakeholders lack relevant skills and experience.

Despite their differences, these two approaches start from the same premise: state management of public policy is ineffective. Devolving responsibilities to local stakeholders thus appears to be the best solution. However, it will not suffice unless the role of the central government in such a redistribution of powers is clearly established and defined.

Unfortunately, this is often not the case: decentralization policies focus on shifting responsibility to local stakeholders and neglect the role that the state should continue to play. The resulting problems – mismanagement of education policy, increasing disparities, low educational quality – are precisely the opposite of those desired, thus giving credence to the fairly widespread impression that decentralization is synonymous with the withdrawal of the state.

The need for an effective state

If decentralization is to be successful – that is, improve policy management and responsiveness – it must be based on an effective and competent central government. Far from disappearing, the state remains a

key player in the decentralized system, although its role changes. Some of its responsibilities can even take on increased importance. For example, a successful decentralization policy requires the state to ensure quality monitoring, preservation of equity and professionalisation.

Monitoring quality

Quality monitoring is crucial in a context of decentralization. This responsibility falls to the state at two levels: central and local. It requires regular visits to inspect schools and provide support, monitoring of educational indicators and performance on examinations, and encouraging and supporting school self-evaluations.

To monitor quality, the central government must allocate adequate quantities of high-quality human, financial and material resources to district education offices. It must also regularly monitor the activities of these offices; maintain efficient communication and coordination between the central level and its local representatives; and develop a reliable and meaningful system of indicators.

Preserving equity

Decentralization carries obvious risks of disparities between regions, districts and local populations. The state's role as guarantor of equity requires tracking of disparities through regular analysis of key indicators, taking preventive measures, and correcting any disparities identified. The central authorities may provide additional resources and support to the neediest regions, districts and schools.

Professionalization

Decentralization cannot be implemented successfully without skilled professionals. Enhancing their professionalism requires more than training; it implies a general rethinking of how to manage personnel, developing coherent, realistic job descriptions, identifying recruitment criteria and procedures, providing supporting materials, and linking evaluations to career development.

The state also needs a clear framework of responsibilities which is known to all concerned. The activities of its central and local representatives should be monitored regularly in order to give them the support they need to do their jobs properly. ■

Experience of a planner

Djénabou Balde ▲ Institut Supérieur des Sciences de l'Éducation de Guinée (ISSEG) : participant in the IIEP Advanced Training Programme, 1995-1996.

Decentralizing education to the local level – recognizing the challenges in Guinea.

Guinea began decentralizing its education system in the early 1990s, in the context of the country's democratization. This process followed a 'deconcentration' model. Responsibilities were transferred to education departments at the prefecture level (DPEs), which represent the central authorities. These departments are responsible for several key tasks, including ensuring that the education policy is implemented and that quality is monitored at local level.

The DPEs face a number of challenges. They have no operating budget, and the dilapidated state of their vehicles prevents them from visiting distant schools. The quality of their staff is mixed in terms of both qualifications and seniority. In addition, correspondence and information from the central education authorities are often slow to reach the DPEs, and the information received from schools is inadequate. Lastly, their heavy workload is increased by management of conflicts between parent-teacher associations and head teachers regarding the collection and administration of the parents' contributions.

To address these challenges, in 2004 one third of the DPEs were restructured. This streamlined their staffing and strengthened accountability for staff members. These measures help the DPEs to function more smoothly, but they are not sufficient to enable the DPEs to perform their duties fully and so become the prime movers of local educational management. This would require a clear framework of responsibilities, communication and coordination between the central government and local partners, as well as adequate financial, physical and human resources. ■

Djénabou Balde is the co-author of *École et décentralisation : le cas de la Guinée*, IIEP Research Paper. Paris: IIEP/UNESCO, 2008.
Can be downloaded from www.iiep.unesco.org/information-services/publications (French).

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Can the state guarantee the education of new generations?

The state must address social problems to achieve its education goals.

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A major challenge on the education agenda of Latin American countries is the quality of schooling for adolescents and progress towards a secondary education for everyone. In the face of this challenge, the role of the state is fundamental as it has made the commitment to be the guarantor of education in society. Latin American states have ratified the Convention on the Rights of the Child and the World Declaration on Education for All. More specifically, lower secondary education is now compulsory in most countries, and there are attempts to make upper secondary education obligatory. Argentina, Chile and Uruguay, have already done so. In countries such as Brazil, proposals have been put forward to progressively extend obligatory secondary education. Many countries are working towards universal secondary education and beyond.

Are they far from the goal?

This decade's results merit special attention. After several decades of continuous expansion of education systems, the growth in the schooling rates of adolescents is falling sharply. As the Report on Educational Trends published by SITEAL in 2008 highlights, the annual growth in the schooling rates of young people aged between 15 and 17 fell from 2.8% to 0.6% over a ten-year period for the region as a whole. The growth rate for the last five-years is zero in some countries.

This fall in the growth rate of education is not because the expected targets are being reached. On the contrary, the rate is decreasing while much remains to be achieved. The SITEAL report states that less than half of adolescents manage to complete secondary education. Even in countries with higher graduation rates at this level, for example Chile, the rate is just over 75%. Meanwhile, in Guatemala only one in six adolescents successfully completes secondary education.

Why?

A major factor is economic. For children to stay in school for 10 to 13 years (depending on the obligatory cycle in each country) requires huge effort from each family. Only families with certain welfare levels can continue in this situation. Families affected by chronic unemployment or displacement, and those living in neighbourhoods marked by social exclusion, encounter major difficulties. For the region as a whole, 95% of adolescents from the highest social sectors completed secondary education. This figure is only 9% in the lowest stratum.

The commitment of the state to guarantee quality education for everyone, particularly

secondary education, demands social development and a minimum welfare for society as a whole. Can the state modify the current models of concentration of wealth, and thus raise levels of social inclusion? Many of the reforms in Latin America two decades ago involved the renunciation of the capacity to govern the social and economic processes underlying the construction of family welfare. This task was left to the markets.

The role of the state in the region needs reconsideration. Attention should focus on its capacity to consolidate a development model in which the conditions of the more disadvantaged social sectors are guaranteed, in order that their children and adolescents are able to complete their secondary education with quality. ■

The Information System on Educational Trends in Latin America (SITEAL) is a joint initiative developed by the IIEP Regional office in Buenos Aires and the Organisation of Latin American States.
Further information is available on www.siteal.iipe-oei.org

Rethinking government–NGO partnerships

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A truly effective GO-NGO partnership can enhance the delivery of education and hasten the achievement of EFA.

It may seem unnecessary to emphasize the need for collaboration with non-governmental organizations (NGOs) in the provision of education. Few contest, for instance, the crucial role of NGOs in achieving the EFA goal of access to and quality completion of primary education for all. The critical need, particularly in sub-Saharan Africa and South Asia, is also well-known.

Nevertheless, the issue of full integration of NGOs as effective partners of the state remains unresolved. NGO provision of basic education continues to be seen largely as an "alternative" to state schooling, and NGOs often function as "subcontractors" or, at the very most, as "parallel" providers of education.

Much has been said about the failures of the state to bridge the gaps between formal and non-formal schooling. The divide between the state and NGOs has, in fact, far deeper roots. As NGOs work and are encouraged to work mainly outside ministries and other governmental organizations (GOs), they are seldom invited to participate in defining national educational policies, and much less in planning, implementing and monitoring national education programmes.

This exclusion has implications for a complete assessment of the range and extent of NGO capacities. At the same time it aggravates the resistance of NGOs to clearer forms of integration within national frameworks for educational development.

If the benefits of GO-NGO collaboration are to be maximized, we must assume that:

1. The issue of an effective, and indeed strategic, GO-NGO partnership, capable of radically reducing this divide, must be placed *at the centre of discourse on the role of the state* in the provision of education.
2. Perceptions and practices of GO-NGO partnerships must take into account how the role of NGOs has changed over the past decade. NGO contributions today can go far beyond service delivery. They can also include activities such as participation in the formulation of national policies and strategies, fostering national dialogue, providing education reality checks, and even building capacity in educational planning and management.[1]

In short, it is now necessary to rethink the very concept and content of the GO-NGO partnership. Such a rethinking is essential for providing basic education to the millions who still remain unreached. ■

[1] In a position paper requested by CAMPE (Campaign for Popular Education, Bangladesh) on behalf of civil society and submitted to the Ministry of Primary and Mass Education, Bangladesh in October 2008, M. Ahmed and H.J Williams outline 11 roles that NGOs and civil society bodies can play in helping countries reach their EFA targets.

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Can higher education survive without the state?

The state must be considered not just a source of funding but as a partner for regulation and quality control.

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Traditionally, the state has enjoyed a near monopoly on policy, planning and provision of higher education. Even when institutions have had academic autonomy, they have been dependent on public authorities for resources. The situation has now changed. Today, the private sector is expanding significantly.

The fiscal crisis of the 1980s changed the state's perception of market-friendly reforms. It could no longer extend funding support to meet the demands of expanding employment needs and introduced reform measures to expand higher education. Important among these were privatization of public institutions and promotion of private ones. Cross-border higher education institutions were expanded. These changes in context and reform measures have redefined the role of the state in higher education. The state is no longer the sole provider of higher education; and even as a major provider, it is not the dominant source of financing.

Reform measures have helped expand access, however cost-recovery measures in public institutions and fee-based enrolment in private and cross-border institutions have distorted equity in access, and income-generating activities have distorted academic considerations. Private institutions offer market-friendly courses, although in a limited number of subject areas. Many teachers work part-time, and may be drawn from public institutions. In some private institutions the curriculum promotes religious education. They operate as teaching institutions with limited human and physical infrastructure for research.

A more integral role for the state

Such distortions due to market activities need state intervention. This does not necessarily imply financing, but rather state involvement to develop policy, provide a framework for action, ensure equity and quality, and protect students from fraudulent practices. State intervention is a necessary condition, and state funding is a desirable situation. Even in the absence of funding, the state must actively develop rules for establishing institutions, mechanisms to ensure their quality, and regulations to ensure equity. Particularly, higher education must be aligned with the requirements of national development. In today's economic climate, increased state funding can protect the higher education sector from the adverse effects of the crisis and extend support to students to continue their studies. ■

Codes of conduct: Guidelines for stake-holders

The state establishes new 'rules of the game' with Teacher Codes of Conduct.

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Collection of illegal registration fees, promotion of pupils to the next class on the basis of subjective factors, unjustified absenteeism, fake diplomas... are all practices that seriously disrupt the learning process. The state's traditional monitoring systems have proven unable to eliminate such activity, particularly in teaching contexts with low salaries, poor staff management, poor career prospects and difficult teaching conditions.

Nonetheless, several successful experiences of introducing codes of conduct for teachers in Canada, Australia and Hong Kong (China), show that the state can indeed establish new 'rules of the game' and introduce more effective means of control. The state can:

- work with other stakeholders – notably teachers and their central and local level representatives – to define the shared values that underpin the teaching profession and the rules of behaviour that such values entail;
- facilitate the implementation of independent monitoring and disciplinary mechanisms, ensuring appropriate participation by various stakeholders;
- regularly evaluate the relevance and enforcement of the rules so defined – for example, in the form of citizen evaluation cards – and periodically revise them.

In this context, IIEP initiated a project on the development of teacher codes of conduct, comprising a literature review, a survey in 25 countries (including Brazil, Kenya, Malaysia, Morocco, Peru, Singapore, Sweden and the United States) supported by Education International and an experts' workshop (Montreal, March 2009).

A set of *Guidelines*[1] was produced to help countries develop teacher codes of conduct (or revise existing ones) and set up mechanisms to disseminate, implement and monitor these codes at all levels of education systems. The guidelines are supplemented by a number of tools and resources, available online at http://teachercodes.iiep.unesco.org.

These *Guidelines* are not only for education system decision-makers, but also for teachers, their unions, parent-teacher associations, and teacher-training institutes. More generally, they can provide food for thought for other categories of public sector employees who, with a view to greater professionalism, also wish to incorporate an ethical dimension in their regulatory methods and in the professional development and training of their members. ■

[1] Poisson, Muriel (2009): *Guidelines for the design and effective use of teacher codes of conduct*. IIEP series: Ethics and corruption in education. Paris: IIEP-UNESCO.
Can be downloaded from www.iiep.unesco.org


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Shadow education: What role for governments?

Private supplementary tutoring is growing around the world. This growth blurs public/private boundaries. It also raises significant challenges for governments.

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The term 'shadow education' describes paid private supplementary tutoring received by pupils after school, individually or in groups. Japan's famous *juku* supplement and complement the mainstream schools. Supplementary tutoring is also vigorous elsewhere in Asia, and is growing in Africa, Europe and North America.

The metaphor of the shadow is used because the phenomenon mimics the mainstream. As the curriculum of the mainstream changes, so it changes in the shadow; and as the size of the mainstream grows, so does the size of the shadow.

In some countries, shadow education is a huge phenomenon:

- In *Korea*, 88% of elementary pupils received tutoring in 2007. In middle schools the proportion was 78%, and in high schools 63%.
- In *Azerbaijan*, 94% of senior secondary students received tutoring in 2005.
- In *England*, 12% of primary and 8% of secondary school pupils received tutoring in 2008.

Over the past decade, IIEP has tracked patterns of shadow education[1]. A new book on the topic shows that the shadow has intensified and spread[2].

Who receives and provides shadow education?

Casual observers commonly assume that private tutoring is received by low achievers who need help to keep up with their peers. In reality, much private tutoring is received by pupils who are already doing well and who want to maintain or improve their positions.

Some tutors are professionals while others are amateurs. University students commonly tutor secondary students, and secondary students may tutor primary students. Alternatively, tutors may be employed by large companies, some of which operate internationally with franchises.

Is there a problem?

Supplementary tutoring may be very desirable, helping slow learners to catch up and stimulating high achievers to break further boundaries. It may also strengthen society's stock of human capital.

However, shadow education can increase social inequalities and may be a major financial burden. Rich families can easily afford both great quantities and better quality tutoring; but competition may push poor families to pay for tutoring even though those families cannot easily afford it.

In some countries, pupils are pressured to pay for tutoring from their classroom teachers. This can lead to corruption as teachers are tempted to withhold content during the school day to increase the market for their services.

Such problems have been reported in countries as diverse as Cambodia, Kazakhstan and Guinea.

Tutoring can also disrupt pedagogical approaches. In Hong Kong the approaches by mathematics tutors have not always matched those of regular teachers. Some tutors have stressed learning by formula rather than deep understanding of mathematics.

What role for governments?

Some governments ignore the existence of shadow education, claiming that they only supervise public schools and that the market is beyond their responsibility. Yet many authorities recognize the challenges. Fee-free education, advocated by most governments, is undermined by the market forces. The growing scale and potentially problematic nature of shadow education makes it increasing difficult to ignore.

At the least, governments should monitor the scale and implications of shadow education. Going further, some regulation may be needed, particularly to prohibit teachers from providing remunerated tutoring to their own pupils. Some governments are also concerned about the qualifications of tutors, class sizes, and the physical conditions in which tutorial classes are held.

More broadly, governments must ask why the shadow exists. Does it reflect dissatisfaction with public education? One way to reduce its scale is to make it unnecessary.

The rise of shadow systems has blurred boundaries. In many settings we are no longer talking about public *or* private education but public *and* private education. The expansion and increasing pervasiveness of shadow education has been a hidden form of privatization in many countries, and needs more attention. ■

[1] Bray, Mark (1999): *The shadow education system: private tutoring and its implications for planners*. Fundamentals of Education 61. Paris: IIEP-UNESCO.
Bray, Mark (2003): *Adverse effects of supplementary private tutoring: dimensions, implications and government responses*. Paris: IIEP-UNESCO. — Can be downloaded from www.iiep.unesco.org/information-services/publications

[2] Bray, Mark (2009): *Confronting the shadow education system: what government policies for what private tutoring?* — see Publications on page 16 of the Newsletter.

Public-private partnerships: The voice of experience

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Governments must seriously consider public-private partnerships to enhance the skills of workers, reach the community, and improve their financial potential for implementation of programmes.

Education is generally perceived as the responsibility of the government, but a lack of financial and managerial capacity often impedes governments' ability to meet their obligations in regard to their national education systems.

Governments can use partnerships to make up for deficiencies in state education programmes, and the private sector is becoming an essential partner in promoting education. Improving education around the world is, and should be, in the long-term interest of every business. Many companies find that their core competencies can add significant value, and the companies themselves can reap benefits from enhancing the skills of workers, developing brand reputation, and strengthening community relations. Today, a large number and variety of public-private partnership initiatives are already being carried out around the world.

Public-private partnerships are not equivalent to the promotion of a free market economy. Yet donor agencies promote privatization and government subsidies to private entrepreneurs in the name of building public-private partnerships.

Public-private partnerships are also not a development strategy, although they are commonly defined as such. They are primarily a set of institutional relationships between the government and various actors in the private sector and civil society.

Effective education can best be achieved when government collaborates with a range of other actors – the private sector, civil society, independent experts, communities, and families. The government should take a lead role in identifying the partnership models best suited to meet public goals. However, the right mix is not easy. Before embarking on partnerships, many key initiatives must be considered that have an impact on the way education policy and programming is being applied. ■

For IIEP's latest publication on this theme, see page 16.

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Small states: Who controls what and why?

Regional integration and globalization have brought new advantages to small states in raising the level of their tertiary education.

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Almost a third of the world's states and autonomous territories have less than one million inhabitants. They face particular challenges to advance their education systems. These include a lack of human and financial resources to organize their diversified tertiary provision, and relatively weak institutional capacities of their bureaucracies. Nevertheless, small states are usually more open to international and regional collaboration.

One strategy that some states have long pursued is the creation of regional universities. The University of the West Indies was founded in 1948, and the University of the South Pacific in 1968. They alone serve 27 small states in the Caribbean and Pacific. Pooling of resources appeared to be a rational decision for all participating states to benefit from local access to a quality tertiary education institution. However, it also led to a loss of control at the national level in a strategically important area for national development.

These regional universities serve nations of various sizes. Over the years, tensions have arisen as non-campus countries saw themselves as benefitting less from the regional structures than campus countries. This has been partially resolved through the use of satellite-based technology and the internet, allowing the universities to better serve the learning needs of the non-campus countries.

Like their larger counterparts, small states are increasingly affected by both globalization and regional integration. In the area of tertiary education, this has led to the creation of "regional higher education spaces" with intra-regional mobility. Europe's Bologna Process is a model for the ongoing development of regional higher education spaces in Africa, Latin America, and more recently Asia. Commitments made by national tertiary education authorities to such regional integration processes greatly affect policy agendas at the national level with regard to qualification structures and quality standards. These are at the core of tertiary education teaching and learning processes.

In regions with high concentrations of small states, such as the Caribbean, Pacific and Gulf regions, commitments in the area of higher education have been particularly strong with the creation of regional qualifications authorities (such as the Pacific Qualifications Framework), as well as regional quality assurance bodies (such as the Caribbean Accreditation Authority for Education in Medicine). Public decision-making in the area of tertiary education, particularly in small states, must be seen as a multi-level process. Regional commitments play an increasingly important role, with the state increasingly operating at the supra-national as well as national levels. ■

For related IIEP work on tertiary education in small states, see www.iiep.unesco.org/en/Policy-forum-2009.html

Regional Workshop on Education Sector Planning

Ethiopia, 8-12 June 2009

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A Regional Training Workshop on Education Sector Planning (ESP) took place in Addis Ababa, Ethiopia, from 8 to 12 June 2009. After having worked nine months at a distance, 57 professionals from six Anglophone African countries (Ethiopia, Ghana, Malawi, Kenya, Tanzania and Uganda) which are participating in IIEP's Distance Education Programme on ESP had an opportunity for face-to-face exchanges. They also received training on projections and scenario-building and on the preparation of education sector plans.

The opening session of the workshop was attended by representatives of the Addis Ababa University, IIEP's local partner for the implementation of the ESP programme, and of the national Ministry of Education. The participants worked intensively on the critical review of the first draft of the country education sector plan document prepared within the framework of the ESP programme.

Participants enjoyed the 'cross-border' learning experience offered by this workshop. Despite a heavy course schedule they did not miss the opportunity to visit Addis Ababa, appreciate the Ethiopian dance and music, and do some shopping at '*Merkato*', one of the biggest markets in Africa. The workshop included an exceptionally happy event as one of the participants from Uganda enlarged the 'IIEP family' giving birth to a beautiful baby boy called 'Addis' in honour to the workshop's hosting city. ■

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Workshop participants in Ethiopia.

ANTRIEP seminar explores a diversity of models

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Achieving Education For All (EFA) and building successful education systems demand effective educational administrations to plan strategically and implement plans smoothly. In many countries, it is not the lack of resources but the absence of such an administration which explains the lack of marked progress towards EFA. While data are collected on students, schools and teachers, little information exists on the effectiveness of educational administrations.

Classical monitoring and evaluation tools – school supervision, examination and assessment systems – provide little information on the functioning of the administration. How can administrations be evaluated and how can such evaluations become tools to improve the administration? The Asian Network of Training and Research Institutions in Educational Planning (ANTRIEP) discussed this theme at its September 2009 policy seminar, organized in collaboration between IIEP and the Shanghai Academy of Educational Sciences (SAES).

Presentations confirmed the complexity of developing tools and systems to evaluate educational administrations. The most promising strategies include reform of school inspection services to audit the functioning and performance of administrative services, establishing internal departments to coordinate a self-monitoring process, or "outsourcing" of evaluations to external agencies, including research institutions. Evaluation is often carried out by both internal and external actors.

Finding appropriate structures and tools remains difficult, but even more challenging is the need for an evaluation process that will have a positive impact on the morale and performance of the administration, without being considered a top-down control exercise. ■

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Participants in the ANTRIEP Policy Seminar included graduates from IIEP, joined here by IIEP's Director, the President of SAES and the ANTRIEP Focal Point at NUEPA.

2009/2010 Welcome to the new ATP participants

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Participants from IIEP's 2009/2010 Training Programme in Paris.

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On 1 October 2009, the Director of IIEP and his staff welcomed 32 participants in the 45th session of the Advanced Training Programme (ATP). Participants came from 24 different countries in Africa, from Asia and the Pacific, Latin America and the Caribbean, and Arab States.

Following introductory sessions the Director of the Institute, Professor Mark Bray, gave a lecture on the Evolution of Educational Planning and Management, presenting both a historical analysis and a glance into the future as well as highlighting the IIEP's major milestones.

The traditional two-day Orientation Seminar was organized in co-operation with the French National Commission for UNESCO and held on 8 and 9 October at the Conservatory of Arts and Crafts (CNAM). The CNAM's main mission is the provision of life-long education to 85,000 students in Paris and in 28 regional centers, technological research and communication of its scientific and technical knowledge through the library and technology museum. The Director of International Relations at CNAM, Ms. Marine Valette welcomed the ATP participants, underlining the convergence of the two missions of IIEP and CNAM in life-long training.

The Orientation Seminar gave participants an opportunity to exchange views and analyze and compare recent developments in educational planning and management.

Group discussions examined current planning and management practices in the education sector of the different systems represented in the ATP.

Participants were also given a detailed overview of the ATP, their options for specialisation and modes of evaluation and certification, thus preparing them for their work throughout the programme.

A visit to the CNAM Museum of Arts and Crafts, followed by a guided tour through Paris, ended the Orientation Seminar.

We wish all participants of the 45th ATP session a very successful academic year in Paris! ■

For information on all IIEP training activities:
www.iiep.unesco.org/capacity-development/training

Where are they now?

News of former IIEP trainees

❑ Career changes

Prahlad ARYAL, Nepal (2007-2008). Under Secretary, Ministry of Education, Government of Nepal.

El Hadji Meïssa DIOP, Senegal (2006-2007). Director of National Languages and the Elimination of Illiteracy.

Elme Marino Imbert GOMEZ, Benin (2006-2007). Chief of the Study Services and Forecasting in the DPP of the Ministry of Education.

Marie Lydia TOTO RAHARIMALALA, Madagascar (2007-2008). Malagasy government's transition member as Secretary of State in charge of technical education and professional training.

For more information

on former IIEP trainees, subscribe to the IIEP Alumni Network by writing to:
alumni-anciens@iiep.unesco.org

Forthcoming activities

October

26 October-18 December 2009

IIEP/UNESCO Distance Course on *Cost analysis in education. Key concepts and statistical tools* (French)
Contact: p.dias-da-graca@iiep.unesco.org

November

6 November 2009

Closing of the regional course
IIEP Buenos Aires.

10-12 and 16-18 November 2009

Workshop on *Corruption in the education sector in Mali,* in association with the Anti-Corruption Resource Centre (U4) and the Canadian International Development Agency (CIDA).
Bamako, Mali.
Contact: m.poisson@iiep.unesco.org

16-19 November

Sub-regional workshop on *methodology of financing higher education in transitional countries, Chisinau, Moldova.*
Participants: high-level experts from Moldova, Armenia, Azerbaijan, Byelorussia, Romania, Russia and UNESCO Cluster Office.
Moscow, Russia.
Contact: i.kitaev@iiep.unesco.org

30 November-4 December

Regional workshop on *Institutional Management in Higher Education in Africa,* in collaboration with the Centre for Public Administration and Management (CePAM) of the University of South Africa (UNISA).
Pretoria, South Africa.
Contact: nv.varghese@iiep.unesco.org

December

9-11 December 2009

Coordination of the high-level group meeting on Inspection and School Supervision in Angola.
Luanda, Angola.
Contact: msouto@iipe-buenosaires.org.ar

9-11 December 2009

IIEP Governing Board
Paris, France.
Contact: e.zadra@iiep.unesco.org

January

January-December 2010

2010 IIEP Distance Education Programme: *Education Sector Planning II.*
For more information: www.iiep.unesco.org/capacity-development/training/virtual-institute/forthcoming
Contact: educationsectorplanning@iiep.unesco.org

SACMEQ marks its 15th anniversary with encouragement from UNESCO

The Seventh Session of the SACMEQ (Southern and Eastern Africa Consortium for Monitoring Educational Quality) Assembly of Ministers was held at IIEP on 4 October 2009. The Assembly of Ministers meets once every two years to review progress and to plan for the future.

This year's meeting coincided with SACMEQ's 15th anniversary, and was attended by around 75 participants including: 8 Ministers of Education, 3 Deputy-Ministers of Education, 3 Permanent Secretaries, representatives of the Netherlands Government, the Council Chairperson of the Forum for African Women Educationalists (FAWE), and the UNESCO Assistant Director-General for Africa.

Ministers expressed satisfaction with the progress in implementing the SACMEQ III Project during 2007-2009, and approved plans for 2009-2011.

Ministers were presented with highlights of the preliminary results of the SACMEQ III Project. The results focused on: (a) levels and trends in allocation of resources to schools, (b) levels and trends in reading and maths achievement, (c) pupil knowledge about HIV/AIDS, (d) and gender differences in education achievement. Some of the SACMEQ findings were presented using the StatPlanet software system.

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Mr Koichiro Matsuura, Director-General of UNESCO and The Hon. Haroun Ali Sulieman, Minister of Education, Zanzibar (United Republic of Tanzania).

Mr Koichiro Matsuura, Director-General (DG) of UNESCO congratulated SACMEQ for its 15 years of highly successful work. He observed that "SACMEQ's evolution from a small project in one country to its present status as an international non-profit developmental organization has been remarkable." Throughout this process, the role of IIEP has been crucial. The DG noted that SACMEQ's development was an "excellent example of how regional groupings of countries can work with UNESCO in order to tackle problems of common interest in a fashion that facilitates a planned and systematic transfer of project ownership and management to the participating countries." The DG assured SACMEQ Ministers of UNESCO's continued support. ■

www.sacmeq.org

IIEP Publications

All IIEP publications can be downloaded free of charge at:
www.iiep.unesco.org/information-services/publications

Education in emergencies and reconstruction

Opportunities for change: education innovation and reform during and after conflict

edited by Susan Nicolai, 2009, 262 p.

The author describes efforts of education authorities and agencies to take advantage of opportunities for positive innovation and reform that emerge out of periods of conflict and early recovery. Case studies from Afghanistan, Angola, Cambodia, Kosovo, South Africa, Southern Sudan, Sri Lanka, Rwanda and Uganda explore conditions that contribute to strengthening education systems. Experiences suggest that the protection of students and teachers should be coupled with conflict prevention and peace-building initiatives.

To order: info@iiep.unesco.org Price: 12€

Alternative education: filling the gap in emergency and post-conflict situations

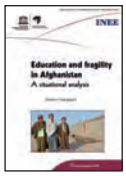
by Pamela Baxter & Lynne Bethke, 2009, 194 p. IIEP/CfBT Education Trust

This publication reviews alternative education programmes designed to meet the diverse needs of children and youth in emergency and post-conflict situations. These include programmes that provide alternative access, curriculum provision and pedagogy. Studies from Kenya, Nepal and Sierra Leone provide recommendations for sustainable planning and coordination on the design, implementation, monitoring and evaluation of these programmes.

To order: info@iiep.unesco.org Price: 12€

Education and fragility in Afghanistan: a situational analysis

by Morten Sigsgaard, 2009, 37 p. IIEP Research Paper, e-publication



This study investigates education delivery and considers how aspects of education contribute to or mitigate fragility in Afghanistan. As part of an INEE research project on education in fragile contexts, it looks at drivers of fragility grouped under five headings: security, economy, governance, society and the environment.

Partnerships for education

Manual for monitoring and evaluating education partnerships
by Niall Marriott & Hugh Goyder, 2009, 118 p.

UNESCO and the World Economic Forum - Global Education Initiative have launched a new programme, 'Partnerships for Education' (PfE). It aims to create a global coalition for multi-stakeholder partnerships for education, including the private sector, towards achieving the objectives of Education for All (EFA). This manual is PfE's second publication and was designed to provide partnership practitioners with monitoring and evaluation guidance. It will be particularly useful for anyone working in a coordination, management or governance capacity.

To order: info@iiep.unesco.org Price: 12€

Policy forum

Confronting the shadow education system: what government policies for what private tutoring?

by Mark Bray, 2009, 118 p. IIEP/UNESCO Publishing

Private supplementary tutoring has long existed on a large scale in parts of East Asia and it is now increasingly evident in other parts of Asia and in Africa, Europe and North America. Pupils receive fee-free education in public schools and then supplementary tutoring in the same subjects on a fee-paying basis. This can have positive and negative effects. This book surveys the scale, nature and implications of the phenomenon in a range of settings. It then identifies possible government responses, and encourages a proactive approach to designing appropriate policies.

To order: info@iiep.unesco.org Price: 20€

Educational costs and financing

Private supplementary tutoring in Central Asia: new opportunities and burdens
edited by Iveta Silova, 2009, 191 p.

This book focuses on private tutoring in Kazakhstan, Kyrgyzstan and Tajikistan. Through international comparison and national case studies, it examines how private tutoring and mainstream school systems have changed during the transformation period since the collapse of the socialist era. It provides the first insight into private tutoring in Central Asia, identifying challenges that confront education stakeholders and policy-makers as they respond to this rapidly spreading and constantly changing phenomenon.

To order: info@iiep.unesco.org Price: 12€

IIEP Buenos Aires www.iipe-buenosaires.org.ar

Informe sobre tendencias sociales y educativas en América Latina. Panorama sobre la primera infancia en la región
SITEAL/ OEI, Buenos Aires. 2009

This annual report was published within the context of the SITEAL project and is the product of a joint initiative between IIEP Buenos Aires and the Organization of Iberoamerican States (OEI). It provides conceptual and diagnostic tools to assist with the formulation of educational policies required to meet the complex and diverse needs of countries in Latin America. It focuses on early childhood education in relation to schools.

Políticas de financiamiento de la educación que favorecen la cohesión social
CIEP-Adetef (Coord.), CEPAL, OREALC-UNESCO, IIPE-Buenos Aires. 2009

This study considers the question of education finance policies that can be beneficial to social cohesion. Looking at examples of the financing of the education sector in Argentina, Chile and Costa Rica, it identifies fiscal, institutional and political influences that have an impact on the design and implementation of education policies.