



NEWSLETTER

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International Institute for **Educational Planning**

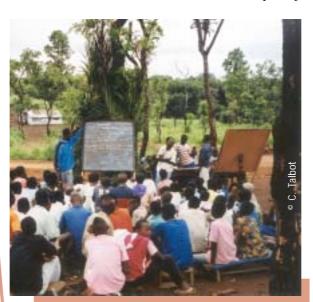
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Education in emergencies

The challenge of reconstruction

Whether linked to natural disasters or to human rights violations and war, emergencies are threatening the education of millions of children and young people. Schooling for children affected by conflict and disaster can save and enrich their lives. Providing education in such circumstances is an enormous challenge to national ministries of education. The IIEP is beginning to play a small part in meeting that challenge.

> **ust** over a year ago, in the muddy grounds of a makeshift school in the Boreah refugee camp (cf. photo below), in central Guinea, hundreds of Sierra Leonean refugee children, aged between eight and fifteen years were taking their lessons in the open air, under the trees. It was the rainy season and torrential showers frequently



interrupted the classes. The younger children were luckier; they could learn in large tents, provided by UNICEF. At recess, a group of teenagers, members of an HIV/AIDS awareness-raising club, gathered to sing warnings of the dangers of unprotected sex to the rest of the school. That school was one of dozens in Guinea, managed by the International Rescue Committee, an American NGO, with funding from the UN High Commissioner for Refugees, under an agreement with the Guinean Government.

The scene is familiar, both its physical and institutional settings, to those who work in humanitarian relief and national reconstruction. All over the developing world, governments are struggling in extremely difficult circumstances, alongside UN agencies and NGOs, to provide education to children in crisis and to rebuild shattered education systems.

The need for education in emergencies

More than one-third of UNESCO's Member States and about one-fifth of the world's countries are either experiencing political instability, armed conflicts, natural disasters or recovering from them. It is difficult to estimate the total number of refugees and Internally Displaced Persons (IDPs) as a result of these emergency and crisis situations, and there are also problems of definition, but it is widely believed that around 37 million people in the world are displaced

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France

editorial

Responding to emergencies

EDUCATIONAL planning can be onerous even in the best of circumstances: there is competition for resource allocation, there are conflicting opinions about the most effective policies and there are uncertainties about long-term effects.

Problems multiply when schools are destroyed, people displaced, teachers dispersed, infrastructure wrecked, institutions devastated and spirits broken – often aggravated by hostilities. Yet scores of UNESCO's Member States and millions of the worlds citizens regularly face such emergency situations.

An emergency can be defined as "a condition which arises suddenly, and the capacity to cope is suddenly and unexpectedly overwhelmed by events", therefore calling for prompt action. Emergencies can be of two kinds: natural catastrophes or man-made social conflicts, though complex emergencies may even entail both. At any given time, about 40 of UNESCO's Member States find themselves in such situations.

One example of an emergency caused by a natural catastrophe was Hurricane Mitch, which struck Central America in October 1998. Honduras was hit particularly hard, with some 10,000 lives lost, most of the infrastructure damaged or destroyed and the whole economy of the country shattered. Similar destruction can come from earthquakes, floods, droughts, tsunamis and epidemics. But there are also man-made emergencies caused by invasions, civil war, insurrections etc. where the regular functioning of institutions stops, hostilities flair and the animosities generated may linger on for decades. There have been many such conflicts even in recent years in the Balkans, Colombia, Eritrea and the Middle East, to name but a few.

Each of these emergency situations has its own specific origin, distinctive traits and particular trajectory. Yet there are some common elements shared, some typical problems encountered and therefore general lessons to be learned.

IIEP has established a programme on 'Planning and managing education in emergencies', in co-operation with several partners, both within and outside of UNESCO. Its purpose is to extract and condense the general lessons and translate them into a book of 'guidelines for action'. The strategy followed is one that IIEP often uses: on the basis of experiences from the field and studies of concrete cases, namely to 'distill the knowledge acquired in order to rebuild national capacities and provide more effective responses'.

The aim is to develop both a knowledge-base and field of practice in educational planning and management for emergencies and reconstruction, that is based on the information and skills required for preventing, evaluating, diagnosing and coping with unexpected, acute and urgent situations that jeopardize the provision of education. The major practical task would be to organize effective responses, whatever the stage of an emergency, in order to swiftly involve communities in the reconstruction their institutions, rebuild their lives – and make them less vulnerable for the future.

It may sound paradoxical, but it is in fact possible to foresee the unanticipated and manage the unexpected. But one has to be prepared.

Gudmund Hernes Director of IIEP

Apologies

The Editor would like to apologize to readers of the *IIEP Newsletter* for the lateness of delivery in 2002, in particular the April-June 2002 issue. These delays have been due to technical problems linked to our computer-based addressing machine. We have now found a solution to this problem. Thank you for your patience.



from their homes as refugees or IDPs cf. Hard Facts above. About half of these are children. Many of the poorest people in the world today live in countries recently affected by conflict. If the international community is serious about achieving the goal of quality basic education for all by 2015, the need for education in situations of emergency and crisis must be effectively addressed. Indeed, the World Education Forum, held in Dakar in 2000, declared that "countries in conflict or undergoing reconstruction should be given special attention in building up their education systems"1.

Education is not only a fundamental human right; it is an essential tool in the protection of refugee and displaced children from exploitation, military recruitment, prostitution and other harmful activities. Education helps meet the developmental and psychosocial needs of conflict-affected and displaced children, and prepares them for a productive life. It permits the impartation of essential life skills, in areas such as health, hygiene, HIV/AIDS prevention, peace, the environment and vocational training. When an emergency ends and people return to their homes, the early re-establishment of schooling is a high priority for parents and children. This requires reconstruction of damaged education systems. In both emergencies and reconstruction, education is a life-saving and life-sustaining activity, which provides hope, dignity and a sense of purpose for the future.

Challenges to ministries of education

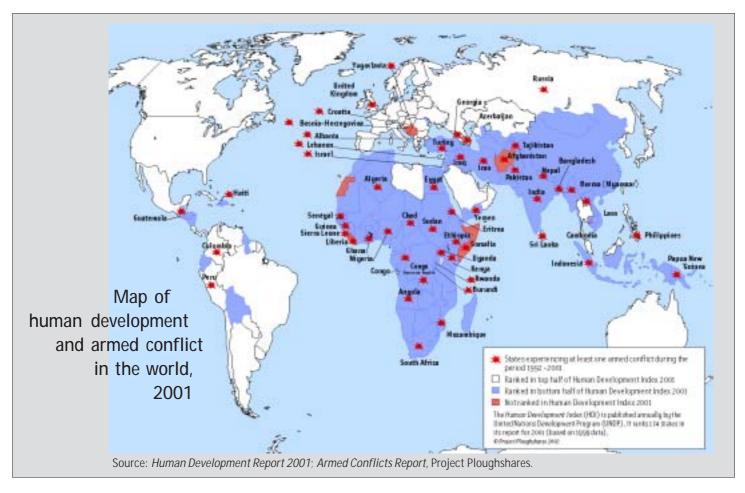
The onset of an emergency brings enormous challenges to an education system. Physical infrastructure is frequently destroyed or damaged, with school buildings often unavailable. Textbooks, reading materials, syllabi and teachers' guides may be destroyed or scarce. Children, parents and teachers may have witnessed terrible scenes of barbarity or may have even themselves inflicted violence on others. Even if people have not personally experienced the horrors of war and conflict, the fact of forced displacement to another country or region is profoundly destabilizing. Moreover, the education of children who are not displaced may be severely disrupted, as attention and resources are diverted to military or security purposes. Those who take up teaching in refugee or internally displaced camps may be unqualified and unable to cope with teaching in an unfamiliar, perturbing setting. A desperate need at the beginning of an emergency is to provide safe, structured activities for children, to help re-establish a routine of normality in their lives.

When an emergency occurs, national ministry of education managers and planners often find themselves unprepared to deal with the situation. These officials frequently feel demoralized and marginalized during emergencies, as bilateral, multilateral and non-govern-

mental actors commonly take much of the initiative to meet the needs of populations affected by crises. The international agencies have far greater material and human resources. Ministry officials can find themselves lacking in confidence, capacity, skills, resources, credibility and even authority. There is also a tendency, in complex emergencies, for governments to assign provision of services to beneficiaries, often including education, to security-oriented ministries, leaving the technical staff of the line ministries in a weak position. Information and statistics about refugees and IDPs are often fragmentary and inaccurate. Usually there is no co-ordinated system for collection of data on refugee or displaced students receiving assistance from different sources. As a population moves towards return, pressure may quite suddenly come upon the Education Ministry to plan and implement massive educational projects, after months or years of comparative neglect by the international community. This can cause reconstruction efforts to be hobbled from the start.

Education in humanitarian relief and development: competing visions?

One huge problem faced by ministries of education stems from the approach adopted towards education in emergencies by major donor governments and international assistance agencies, both of the UN system and the NGO sector. Most donor governments have a structure that splits policy and operational responsibility between development programmes and humanitarian relief activities. Their funding mechanisms tend to follow that division. NGOs and multilateral agencies, including those of the UN, also separate the relief and development functions quite sharply. Institutional mandates and funding cycles make it difficult for a relief agency to support necessary longterm investments in the education of displaced persons. Sometimes it is hard for a development agency to extend its educational assistance to populations affected by disasters.



For several years, donor institutions have been lamenting the division between relief and development, which their own aid policies have largely been responsible for creating. There are calls for special measures to close the reliefdevelopment 'gap'. This relief-development dichotomy is an artificial one. People have only one life. Children need a quality education whether they are living in peaceful or conflicted societies. A more realistic approach is to consider socio-economic development as a single process that includes catastrophes, responses to them and recovery from them. The measures to be adopted during emergencies do have their particularities, but high quality emergency education programmes build in both long-term strategies and investments, and the sustainable institutional arrangements, to contribute to development. National ministries of education must be at the heart of such strategies, investments and institutional arrangements.

A major challenge is to provide training that will empower Ministry of Education officials to deal with all partners

in emergency education, (e.g. the affected communities, donors, the UN, NGOs, other ministries), with knowledge and skills that will allow them to participate on at least an even footing with those partners. Moreover, staff of international agencies handling emergency assistance are not necessarily experienced or trained in the field of education and need specialized training too. With many other partner agencies, UNESCO has a role in meeting those training needs.

IIEP's Programme

IIEP aims to produce a helpful guidebook on planning and managing education in emergencies and reconstruction, for use by officials of ministries of education and agencies supporting them. That guidebook will become the basis for production of training materials and the mounting of training courses.

To accomplish these objectives, IIEP has developed a workplan for 2002-2003. IIEP hosted a Consultation Meeting of experts in emergency education, to discuss that workplan, in Paris, on 19 March 2002². Shortly, IIEP will publish

two monographs in its *Fundamentals of Educational Planning* series, providing an overview of the state-of-the-art of education in emergencies and reconstruction.

IIEP is beginning a programme of documentation of case studies illustrating different phases and scenarios of emergency and displacement. They will focus on the roles of government ministries of education in these situations. IIEP will publish the studies as monographs. The cases selected are: Bosnia-Herzegovina, East Timor, Guatemala, Honduras, Kosovo, Palestine, Rwanda and Sierra Leone.

The case studies will deal with a series of generic questions, focused on educational planning and management functions of ministries of education in emergencies and reconstruction. Those functions cover:

- providing access;
- ensuring quality and relevance;
- building planning and management capacity;
- > securing funding and developing external relations.

IIEP will also conduct several studies

of crucial thematic policy issues, considered globally, across many situations, in association with UNESCO Headquarters' Section for Support to Countries in Crisis and Reconstruction (ED/EPS/CCR). The first four of these policy studies will cover:

- ➤ responsibility and co-ordination of education in emergencies and reconstruction: the roles of government vis-àvis other actors;
- accreditation, certification and validation of pupil and teacher qualifications for refugees, returnees and internally displaced persons;
- > education for reintegration of youthat-risk in post-conflict situations, with some emphasis on vocational education;
- education for prevention of and educational response to natural disasters.

From July 2003, IIEP will begin to train government officials and subsequently provide materials for UNESCO to train its staff in emergency and reconstruction education. All concerned organizations will be welcome to make use of the training materials as they see fit.

In all these activities, UNESCO is cooperating with many other organizations, through a variety of channels. The Inter-agency Network for Education in Emergencies (INEE) provides a particularly valuable opportunity for communication. INEE brings together professionals in emergency education from governments, NGOs, UN agencies and donors, to share information and facilitate collaboration in the field. IIEP will make available all the products of its Programme on Education in Emergencies and Reconstruction on INEE's web-site (www.ineesite.org) and List Serve E-mail network.

Elsewhere in this edition of the IIEP *Newsletter*, you will find short articles

about recent developments in education in three conflict-affected societies that have been through emergencies and reconstruction in recent years: Afghanistan, Kosovo and Palestine.

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- ¹ World Education Forum (2000) The Dakar Framework for Action, UNESCO Paris, Main Declaration, §14.
- ² Copies of the Consultation Meeting Report are available from Ms L. Daniel at: *l.daniel@iiep.unesco.org*

Further reading

The web-sites of most humanitarian relief agencies contain useful documentation on this subject, but it often requires considerable digging to find the nuggets. Two of the more focused web-sites are those of INEE (www.ineesite.org) and GINIE (www.ginie.org).

While many agencies issue reports of specific activities and projects, few comprehensive works have been published on this subject.

A short selection...

SOMMERS, Marc (2002) Children, Education and War: Reaching Education for All (EFA) Objectives in Countries Affected by Conflict, World Bank, Washington D.C.

CRISP, Jeff, Christopher TALBOT and Daiana CIPOLLONE, eds (2001), *Learning for a Future: Refugee Education in Developing Countries*, UNHCR, Geneva.

RETAMAL, Gonzalo and Ruth AEDO-RICH-MOND, eds (1998), *Education as a Humanitarian Response*, Cassell, London.

PIGOZZI, Mary Joy (1999), Education in Emergencies and for Reconstruction, UNICEF Programme Division, New York, Document No. UNICEF/PD/ED/99-1.



IIEP Fundamentals in Educational Planning Series

Education in emergencies: education for populations affected by conflict, calamity or instability

A forthcoming publication

A new booklet, written by Margaret Sinclair and published in the IIEP Fundamentals of Educational Planning series, is due out shortly as part of the Institute's concern that conflict and disasters represent major hurdles in attaining the goal of Education for All. Governments and agencies participating in the Dakar World Education Forum in April 2000 committed themselves to 'meet the needs of education systems affected by conflict, natural calamities and instability'.

In recent years, practitioners and experts have met repeatedly to thrash out the best approaches to the education of children in refugee camps or settlements, internally displaced children and chil-

dren in conflict-affected countries. Their principles for good practice are spelled out in the booklet, including the right to education in emergency situations, issues of access and inclusivity, the need to build on the resources of affected communities and provide in-service training of teachers, and the need for external resourcing of education for displaced populations or in post-conflict reconstruction.

Issues of curriculum policy are reviewed, including the need for educational and recreational activities that meet the psychosocial needs of emergency-affected children and young people, and enrichment of curricula to build skills promoting health, safety, environ-

mental conservation, peace, human rights and citizenship. The importance of co-ordination and consensus-building among the many actors on the scene of 'popular' emergencies is stressed. The second section of the booklet takes a new track by considering the role of governments in emergency education. This crucial issue is largely undocumented and IIEP will build on the ideas presented in the booklet through further case studies in the near future. The booklet provides a 'state-of-the-art' review of the emerging field of education in emergencies and as such is important to all those living and working in regions prone to armed conflict or to environmental disasters.



Afghanistan: "So much to do with almost nothing"



"Mowing" the lawn outside the Ministry of Education in Kabul

In reconstructing and modernizing their country, the Afghans possess nothing. A recent UNESCO/ IIEP Education Mission to Kabul concludes that without capacity building, the opportunity for peace and development will be lost.

The loya jirga, or grand national assembly held in Kabul for nine days, ended on Wednesday 19 June 2002 and its 1,650 members disbanded. It chose a transitional government for the following 18-month period. The loya jirga and the new government were the subject of immediate mixed reviews locally and internationally. While critics complained that decisions were imposed from outside the assembly, supporters hailed its convening and the selection of the new administration as a step toward grass-roots democracy after 23 years of conflict and war

The undisputed fact remains, however, that the new transitional government is expected to launch the long and difficult process of reconstruction and modernization of Afghanistan. There is a very long way to go and so much to do with almost nothing. The image of the gardener at Kabul Pedagogical Institute is a microcosm of this reconstruction process. The photograph was taken during a visit to the Institute with a UNESCO Education Mission. The gardener is 'mowing' a 300 square meter lawn with a knife. And yet this was just one of a number of lawns to be 'mowed'! Almost nothing to work with and a long way to go. But he was smiling, he was hopeful...

The UNESCO Education Mission visited Kabul in the period 5-20 May 2002. Its purpose was to identify and prepare projects for the reconstruction of educa-

tion at all levels in Afghanistan. All the educational institutions we visited as well as the Ministries of Education (MoE) and Higher Education (MoHE) had almost nothing, only very simple old furniture. There was no equipment of any kind, except old telephone sets which mostly did not function. Stationery could not be seen. In many cases, the offices were overcrowded and in need of immediate basic renovation: toilets had no running water, windows were broken exposing the employees to the elements of nature in a city which is 2,000 meters above sea level and cold.

In response to poverty, need and encouragement by the Government, women have gone back to work, being restricted to their houses during the Taliban period (1994-2001). We saw them in ministries and educational institutions, doing their jobs in a difficult work environment.

While previously denied schooling, girls returned to formal education as part of the successful Back-to-School Campaign launched in March 2002. An estimated 1.8 million students went back to school, doubling the number from last school year. And the number is growing daily as more of the 6 million Afghan refugees cross the borders back from neighbouring countries, especially from Pakistan. Higher education is also witnessing a surge in student numbers. More than 16,000 have been admitted to

institutions of higher education this year, while there were only less than 4,000 students in total last academic year.

With increasing student numbers, the need for educated and qualified educational planners and managers at MoE, MoHE and the 32 provincial education offices mounts and becomes critical. As a result of 23 years of war, most of the educated have left Afghanistan. Most of those staying behind in the management of the education system have been out of contact with modern techniques for too long to be fully productive. New younger employees are being recruited, but they lack skills and experience. Their planning and management capacity has to be developed immediately; otherwise the system will not be able to cope with the increasing demand. It will collapse and the opportunity to train the human resources needed to reconstruct, modernize and develop Afghanistan will be lost. Hopes for a better life and a better future will be shattered. The prospects of fighting and war will be renewed.

Within UNESCO's education programme for Afghanistan, IIEP will be embarking on activities in educational planning and management capacity building, thereby contributing to reconstruction and peace in the country and to security in the region and in the world at large.

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Palestine: Education faces further challenges



Studving in spite of everything

CINCE 1993, IIEP has been engaged in a number of activities to support the establishment and strengthening of the Palestinian Authority's institutional capacities in the education field. These activities have taken the form of four projects representing external funding of approximately US\$4.5 million, provided entirely by the Italian Government. Two of these projects - involving headteacher training and the training of Education Ministry officials in cost analysis and education system financing - have been concluded. The purpose of the third, which is nearing completion, was to provide support for the formulation of the first Five-Year Plan for Education and the functional audit of the Ministry. The Plan, officially submitted in October 1999, is now in its second year of implementation. The Ministry audit, completed in September 2000, resulted in the establishment of the current organizational structure. The fourth project (US\$3.0 million) is in its final stages. It involves support for the refurbishing of over 1,000 classrooms in 172 primary schools located in disadvantaged areas; for the establishment of resource centres in these schools and 11 of Palestine's 16 districts; and lastly, for training the relevant supervisors in all of these institutions.

The activities conducted under the fourth project have slowed down, of

Despite damage and destruction on a massive scale, the Palestinian Authority tries to ensure some sort of educational normality for its teachers and pupils ...

course, since the beginning of the second Intifada: for over a year, it has been impossible for IIEP's follow-up missions to conduct visits on the ground. Following the various incursions of the Israeli army resulting from the Intifada, the news received from Ramallah indicated that a number of travel restrictions had been placed on pupils, teachers and Ministry officials. The reports also provided details of the considerable destruction suffered by the Ministry's central departments and the damage sustained by four of the schools supported by the project. It was thus with a measure of apprehension that the recent IIEP mission travelled to Palestine to assess the situation and, in consultation with the Palestinian authorities, to set up new priorities for use of the remaining project funding.

During this mission, it was observed that although the restrictions were quite real, the Ministry's response had been noteworthy for its determination and effectiveness: after 22 days of curfew and the closing of schools for 40 days, over 90 per cent of enrolled children were back in class on the third day after schools reopened, despite travel difficulties and the unavailability of a number of teachers and school infrastructures. The devastated Ministry offices had been largely restored by the time the mission arrived, and most of the missing or destroyed equipment had been replaced. Ministry officials were back at work, although many were obliged to sleep on the premises. During our mission, the Ministry even managed to hold a workshop launching a project funded by the World Bank, which was attended by many officials and donor representatives, with a video-conference link to senior Ministry officials in Gaza.

This 'business-as-usual' appearance should not, however, mask the scale of the challenges and constraints now facing the education system. For the moment, the most urgent are the following: rendering regions and schools autonomous, administering the secondary school-leaving examination, making up lost school time in summer camps and making preparations for the next school year – all this in the context of a forecast that there will be over 50,000 new pupils to be admitted, not to mention a school system that needs to have its confidence in the future restored.

With the agreement and active support of the Palestinian authorities, the constraints and challenges arising from this situation will be examined in a case study that IIEP has offered to undertake as part of its programme for education in emergency situations, conducted in collaboration with UNESCO's Support to Countries in Crisis and Reconstruction section (ED/EPS/CCR).

In view of the scale of the challenges, moreover, UNESCO has set up a task force to regroup and optimize the solutions and support it intends to mobilize as a matter of urgency. As a member of the task force, IIEP will of course participate in this task, within the limits of the resources currently available to it and fresh funding which it has just been allocated for this purpose.

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Kosovo: Dilemmas of postconflict reconstruction

Kosovo illustrates well many of the political, policy and practical problems that arise in the post-conflict reconstruction of an education system.

FTER a decade of ethnic tensions and H the short war between NATO forces and Serbia, hundreds of thousands of Kosovo refugees returned from Macedonia, Albania and other European countries, beginning June 1999. Kosovo was governed directly by the United Nations Interim Administration in Kosovo (UNMIK) from June 1999 until March 2002. Following elections, a Kosovo Government was constituted in March 2002. The final status of the territory has not yet been determined. A newly created Ministry of Education, Science and Technology has taken over the functions of educational planning and administration. The international civil servants of UNMIK, who formerly constituted the Government of Kosovo, are now assigned roles within the new government ministries.

During the 1990s, Kosovo Albanians were excluded from government schools. Their communities ran a parallel system of education, which helped to keep ethnic and national aspirations alive, while providing a minimum standard of schooling. The challenge now is to build a modern education system, which meets real economic and personal development needs of the young. With Kosovo's economy in very poor shape and half of the population under 25 years of age, the education system will have to prepare large numbers of young people for labour emigration elsewhere in Europe. The principal cause for hope is that people desperately want their education system to conform to European norms and standards, which of course in-

clude ethnic tolerance.

In contemporary Kosovo, concerns about ethnic identity and governmental legitimacy dominate debate on education. The Serb minority disputes the legitimacy of the new Kosovo Government in the education sector. Apart from a political imperative, their practical fear is that their young people's education will not be recognized in Serbia. Young Serbs from Kosovo must qualify to work in the labour market of Serbia. Ethnic tensions stymie rational planning and decision-making about educational reform.

There is considerable debate at present over the nature and directions of the education reform process, launched by UNMIK and now in the hands of the new Ministry of Education, and the implications for different communities of the reform process and its outcomes. Urgently needed curriculum reforms are hotly contested.

Except for a number of Serb hard-liners, there is general commitment to a multi-ethnic education system recognizing cultural pluralism and minority rights. Nevertheless, the detailed working out of that principle remains vexed. For example, languages pose a problem. While instruction in mother tongue is an agreed and established principle, some minority representatives, particularly the Serbs, object to a proposal that all students in Kosovo should learn Albanian.

Training is a very high priority, for teachers in modern pedagogy, and for educational administrators working for the Ministry and NGOs in educational planning and management. Too many teachers still use authoritarian, teachercentred methods. The functions of standards and assessment and textbook development are widely regarded as deficient in the Kosovo education system.

In system reconstruction, decentralization is sometimes viewed as a panacea. In fact, decentralization is necessary, but not sufficient for educational reform. In Kosovo, there have been complaints from municipal officials that decisions about decentralizing functions from the central Ministry have been poorly communicated, creating confusion. Without a change from authoritarian to consultative management styles, decentralization will not necessarily result in an education system that is responsive to community, parental and student needs. Transparency and public accountability in budgeting and reporting of expenditure are crucial requirements.

Higher education is another area in desperate need of reform. The University of Pristina will be a vital source of professional leadership, including in the teaching profession. Yet the University is currently a political battleground, as groups vie for influence in the faculties, while teaching standards remain low and research almost non-existent.

International donors must remain engaged with Kosovo's education system, to ensure maintenance and improvement in access and quality. This is especially vital at a time when international interest in Kosovo is beginning to wane.

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Towards a better management of educational projects



Hard at work at the IIEP 2002 Summer School

THE IIEP 2002 Summer School, on the topic 'Towards operational management/assessment of educational projects', was organized jointly with the *University of Quebec at Hull* (UQAH). Its main purpose was to provide actual training activities and to provoke thinking and discussion on the state of knowledge in this field.

Six topics were addressed in succession over the course of the week: the definition and context of project management, the specific case of educational projects, operational management, resource mobilization and management, operational follow-up to projects, and communication. Three particularly constructive discussion sessions evolved around these topics.

Attended by 23 participants from the ministries of education of France, Kosovo, Morocco and Palestine, the event also benefited from the contributions of 25 education specialists and practitioners from UQAH, the French Ministry of Education, OECD, Stanford University, the Association for the Development of Education in Africa (ADEA) and UNESCO, in particular the IIEP. The Director of Côte d'Ivoire's Education Projects Office was also present.

The training sessions followed one another in accordance with the agenda, with emphasis on the practical side of IIEP 2002 Summer School Paris, 8-12 July 2002

project management and assessment. The session on the *Education Management Information System* (EMIS) was delivered via a video previously prepared by an IIEP specialist who was on mission at the time. The session on ommunication, organized by the ADEA, and the form of a video conference at the

communication, organized by the ADEA, took the form of a video conference at the World Bank's Paris offices, with contributors located in Harare, Cotonou and Paris.

The presentations regarded as the most helpful and satisfactory were those on the logical framework, definition and context of project management, on communication, on indicators and on operational management. The participants also greatly appreciated receiving a CD-ROM containing both the basic information and further details, and presenting the rest of the documentation provided.

Perhaps one of the main benefits of the Summer School was the fact that a group of presentations was compiled which can be used to formulate a coherent initial training module on the management/assessment of educational projects. It will be possible to make extensive use of this module not only in the Institute's advanced training programme, but also in other IIEP intensive and distance learning courses.

Secondly, the meeting served as the occasion to officially launch the *First International Network for Educational Management* (FINEM), whose purpose is to promote research, training and cooperation in the field of educational project management.

The first universities that have officially agreed to join forces with IIEP to build this network are: Paris V-Sorbonne (France), UQAH (Canada), Stanford (USA) and Versailles/Saint Quentin (France). This initial group will hopefully be joined shortly by two institutions which have already shown interest in the network: the Sapienza in Rome (Italy) and the University of Melbourne (Australia). Other institutions have also expressed a wish to participate, notably the University of Georgia (CIS) and Pierre Mendès-France University in Grenoble (France).

With this inner circle of members in place, the next stage will be to form a complementary network of universities in developing countries, notably Cocody University in Abidjan (Côte d'Ivoire), Cape Town University (South Africa), Léopold Sedar Senghor University in Alexandria (Egypt), Bir Zeit University (Palestine) and Mohammed V University in Rabat (Morocco).

The participants expressed their overall satisfaction with the Summer School and felt that it had not only met their expectations but, for some, it had exceeded them.

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The theme for the IIEP 2003 Summer School will be: *Education in emergency situations*.

A Summer School on *Reference* systems for the training of project managers will be held in 2004 at the University of Quebec at Hull (UQAH), Canada.



Expanding multigrade classes to meet EFA needs

Some conclusions from an IIEP study

Multigrade classes, one of the solutions for achieving education for all, are not always a panacea. Their extensive use raises a number of challenges for planners.

N some countries, the effort to achieve Education for All (EFA) has led to the creation not only of large classes in urban areas, but also of small single-teacher schools and multigrade classes in areas of low population density. In both cases, many of the schools concerned operate under difficult conditions, which must be taken into account at the planning and administrative levels. In this context, IIEP recently conducted a study of the problems the increased use of multigrade classes generates for educational planners. This study covered seven countries in French-speaking Africa (see Figure 1). The main challenges posed by the use of multigrade schools are raised below.

Concern for equity or for increased returns?

The study showed that the wish to create multigrade classes arises from two distinct concerns: to give children living in isolated areas access to a school located in or near their villages, and to obtain higher returns from the school system by increasing the pupil/teacher ratio. In a context of scarce resources, the use of multigrade classes makes it possible to reduce the number of teachers and hence the wage bill; it is possible to open multigrade

classes with a number of pupils per class that would ordinarily justify the creation of several classes. The study stressed the need to take account of these different approaches, so as to enable planners to assess what is actually at stake and draw up the most suitable strategies for improvement.

What standards should be adopted? Most of the countries agreed on a common definition of multigrade classes: 'a class with a single teacher that includes several grades'. The problem highlighted by the study is that of regulating the creation of multigrade classes through the use of a few basic standards, such as the maximum and minimum number of children enrolled. Few countries have set such standards or taken them into account when drawing up the school map. It has been suggested that other criteria used by certain countries should be added, such as 'the school's accessibility in all seasons to allow regular supervision', 'adequate classroom space' or 'the teacher's ability to provide individualized instruction for the different levels'.

Special treatment or inclusion in the basic system?

The study raised the issue of whether it is appropriate to provide special treat-

ment for multigrade classes by: creating a unit within the ministry of education dedicated to developing such classes; formulating special legislation or regulations for them; taking specific measures in terms of facilities, teacher training and monitoring of teaching methods; and by granting bonuses to the teachers assigned to such classes. A few countries that participated in the study see no need to distinguish these classes from others in the school system, asserting that the problem is not so much that of multigrade classes as that of developing education in rural areas. Most of the countries studied, however, were in favour of specific support measures, as witness the many recommendations made to this effect at the IIEP seminar held in March 2002.

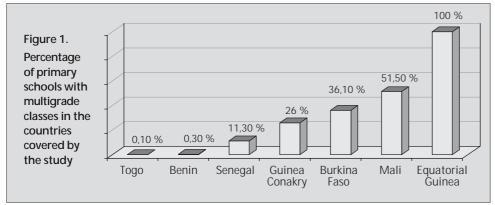
> Success: at what price?

As the development of multigrade classes under satisfactory conditions can prove rather costly, the national teams considered how this cost can be shared equitably between the central government, local authorities and communities. Apart from this, the fact that the student performances obtained in multigrade classes are not always satisfactory raised a number of other questions: Should the creation of multigrade classes be regarded as a temporary or a long-term measure? To what extent can clusters, the consolidation of classes from several communities, etc. serve as viable alternatives?

Several of these questions and the initial answers provided within the framework of the study will be presented in greater detail in an IIEP *Fundamentals* booklet on this subject to be published by the IIEP on the basis of this research.

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¹This study was conducted in collaboration with the French Ministry of Foreign Affairs and the *African Network for Distance Learning* – Résafad – in each of the countries concerned.



Contemporary educational research: Can universities still provide the answers?

Academia meet in Stockholm to discuss whether educational research in universities can still provide solutions for today's global world.

N early June 2002, a series of meetings took place in Stockholm organized by the Academia Europaea, the International Academy of Education, the Royal Swedish Academy of Sciences and the Wenner-Gren Foundation. From various angles, they addressed critical issues and current trends in educational research within the context of globalization. Notably, will universities who were historically the main driving force and foundations for social change remain at the outskirts of the process, or are they able to provide meaningful answers?

Ivory Tower or black box?

The Director of IIEP made a presentation 'Ivory Tower or black box' which is summarized below.

To settle any problem, the best chemistry is to combine experience with challenging experiments.

When something is defined as a crisis, gazes quickly turn towards the institutions of higher learning and research, as the root of the problem! Universities and academic research can be both at the root of the problem and at the core of the solution. Right or wrong? Only practice will show!

Generally, traditional universities are old – more prevalent – more numerous – and larger than they should be. On the other hand, higher education has been massified: in some countries more than half a student cohort enrols in higher education, sometimes more young women than men via the Internet.

University modes of operation, combining professionalism with intense informal interaction, have moved off-cam-

pus. At the same time, there has been a shift between the two key university activities – the *transmission of learning* and the *advancement of knowledge*.

Universities will come under greater pressure as competition for quality research increases. Quality will be easier to evaluate. It also pays off: excellence yields donations and funding. The rest is explained in the *box*.

Will antiglobalists replace universities?

Vacuum cannot exist for long and unless a sound solution is found, universities will be overtaken by other actors already out there in the market. This is ex-

actly what has happened recently with globalization: first the universities ignored it, and then they became frightened by it because they had no 'quickfix' solutions – sadly reminiscent of May 1968. A complex combination of income disparities, religious, ethnic and national barriers is in conflict with the easiness of person-to-person contact through modern communcation technology.

The advantage of the Stockholm meetings was that they provided a forum for free expression of bi-partisan, politically non-binding and sometimes extravagant views by people with vast experience and solid academic reputation who are respected worldwide for their scientific achievements at their universities.

The meetings paved the way for future 'think-tank' reflection, decision-

The foundations for excellence

- 1. Originality: A university research unit has high quality when it breaks new ground and provides a new direction for thinking.
- 2. Impact. Original research is not just new it sets a new agenda for scholars.
- 3. It is not enough to go to another university or country the important thing is to be *in a continuous exchange* generating the *expectations of enduring and ongoing contributions*.
- 4. A good milieu is collegial.
- 5. A healthy academic environment *invites critique* and challenge.
- 6. An academic environment is *vital* it attracts younger aspirants who are encouraged to transcend even their own expectations.
- 7. Good leadership is crucial.
- 8. An efficient milieu is one sufficiently *equipped* to address the tasks at hand.
- 9. Human talent is the most underused resource in the world.
- 10. Those universities participating in the race for excellence, must be prepared to undergo considerable pressure from all sides.

making and policy analysis, whatever their tendency. To counter-balance the expected negative effects of globalization a number of instrumental elements were discussed. On the one hand, there is a trend for too much control ('Big Brother', credit card transactions are only some examples); on the other, the anti-globalization movement is a natural resistance to this control and is gradually gaining momentum and an unexpected potential.

More research is needed to review the entire issue of excessive 'Orwellian' transparency when the protection of individual privacy is, by all appearances, being replaced by a policy of total control over the individual through the use of modern technologies.

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Private higher education

Policy forum held in Tbilisi, Georgia, 25 – 26 April 2002

Policy-makers and researchers meet in Georgia to discuss the development of private higher education in their countries.

HE post-war period envisaged strong state action for promoting economic growth and social development. Public funding of education was considered to be an investment towards greater national productivity and distribution of benefits. Public subsidies continued until the mid-1980s when the political process questioned the economic rationale for subsidizing higher education. Consequently, universities in many developing countries experienced deterioration of facilities and erosion of the quality of services provided. Both universities and governments rapidly adopted alternative strategies to address the increasing social demand for higher education.

Promoting the private sector is a current strategy and it is actually the fastest growing segment in higher education within many countries. IIEP initiated a research project to examine the private higher education sector, and case studies on its growth and expansion were carried out in countries such as Georgia, Kazakhstan, the Russian Federation and Uzbekistan from the Commonwealth of Independent States (CIS), as well as in Bangladesh and Kenya.

Two major objectives of the policy forum were, first, to congregate researchers and policy-makers for discussion and dissemination of the findings of these studies and, second, to evolve a common understanding and policy orientation. Thirty-four policy-makers and researchers from Bangladesh, Georgia and Kazakhstan participated. Opened by the Vice-Chairman of the Parliament of

Georgia, the event attracted public attention through good media coverage.

Private higher education may include those institutions that are self-financing (profit-making enterprise as any other corporate entity), those that receive partial public funding support and those public institutions that run profit-making courses. The private sector is the fastest growing segment in higher education in all countries concerned by the case studies. The growth in the number of private institutions far exceeded that of public institutions. The number of private higher education institutions now exceeds those of the public sector in CIS countries where the changing political scenario is an influential factor. However, its expansion in Kenya is due to a curb in the public funding, and in Bangladesh it is due to the inability of public institutions to satisfy the growing social demand for higher education

There is considerable variation in the pattern of ownership. Private higher education institutions are established either by not-for-profit private foundations, for-profit agencies or by religious organizations. Profit was an important consideration in the majority of cases. For any given fee, profits are maximized by a larger enrolment. Students are greatly attracted by the offer of employment-oriented courses, which were normally available in state universities and represented in general a passport to employment in multinational corporations. In countries such as Georgia, enrolment in the private sector was a mechanism to delay, if not avoid, military service. Successful private institutions have often franchising or twinning arrangements with foreign universities or organizations located in a developed country.

Tuition fees form the financial backbone of most private institutions. Their income is totally dependent on both the number of students and tuition fees. The profitability of these institutions depends on the reduction of expenditure. Salaries (especially staff salaries) are a dominant part of expenditure of educational institutions in the public domain. Many private institutions economize by employing teaching staff on a part-time basis - interestingly, most of the part-time teachers come from public institutions. Private institutions make a profit, pay taxes in many cases, and some of them are even registered as corporations.

Private universities are more often teaching institutions where research is almost non-existent. The forum discussions indicated that research and equity are two areas where the private sector is still hesitant to enter.

Discussions on public policy in the private sector underlined the fact that the state should re-enter the scene to regulate the operation and control the quality, even when it cannot provide funding. It was felt, especially by the CIS countries, that a legal framework to initiate, own and operate private higher education institutions is essential for a healthy co-existence between public and private sectors in higher education.

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2001/2002 Advanced Training Programme comes to an end

As yet another IIEP Training Programme comes to a close, the Institute prepares itself to launch a Master's option in the 2002/2003 session¹.

The Institute welcomed 38 senior-level educational practitioners from 32 countries as participants of the XXXVIIth Session of the Programme. The closing ceremony held on the 28 May, marked the end of their eight-month stay at the IIEP. While mastering the tools for educational planning during the period between the welcome and closing ceremonies, the participants realized that the real challenge of practising what they learned begins after they leave Paris.

Participants are more used to being evaluated than playing the role of evaluators. The day started with the new role assumed by participants as evaluators of the Programme. The evaluation highlighted their impressions about each component of the Programme. Appreciation about the value added by the Programme to their technical competencies and social skills and the comparative perspective provided by the course to realistically assess the strength and weakness of the education systems of their

own countries made it a statement of mission accomplished.

The mixing of theory and practice both during the plenary sessions and during the Study Visits to Rennes and Germany was admired by participants. The rationality of planning and policy implementation is easy to understand; but the logistics of preparing and implementing educational plans become more difficult. In the process, many participants realized that learning to plan is easier than planning for learning both for individuals and for nations.

This was followed by a group photograph (see below), the certificate awarding ceremony, the farewell cocktail and get together. In his speech during the closing ceremony, Gudmund Hernes, Director of IIEP, highlighted that what the Institute could do is to show them 'the state-of-the-art' and provide them with 'the tools of the trade'. He reminded the participants that they are challenged to practice 'the art of the state' once they

List of participating countries

Bahrain Guinea Bissau Benin Kiribati Brazil Malawi (2) Burkina Faso Mali (2) Burundi Mauritania Cambodia (2) Mongolia Mozambique Cameroun (2) **Philippines** Cap Vert Comores Rwanda Congo Dem. Republic Senegal Côte d'Ivoire Sierra Leone Dominican Republic Sri Lanka (2) Fritrea Tanzania (2) Ethiopia **Thailand** Fiji Togo Gabon Tonga

return home. He concluded that the mission of the IIEP during the eight-months of the Programme was to qualify them to help others develop their talents and live the lives of their choice with more dignity, creativity and generosity.

Issa Ould Mohammed, President of the Trainees' Association in his speech at the closing ceremony said: "It has been eight-months away from our families, outside our homes, but in a new one called IIEP. We have toiled, but this toil has enabled us to gain more knowledge and skills in educational planning and management. And now we are leaving Paris, taking with us much more than what we came here for".

N.V. Varghese,

G. Göttelmann-Duret and Y. Haq nv.varghese@iiep.unesco.org

1. For more details on the Master's option now available as part of the IIEP Advanced Training Programme, contact the Training and Education Programmes Unit at: information@iiep.unesco.org



The 2001/2002 group of trainees and staff in the IIEP gardens

Recent IIEP Publications

BOOKS

Asignación de recursos a la educación basada en necesidades utilizando fórmulas de financiación de las escuelas edited by Kenneth N. Ross and Rosalind Levacic 2002, 315 p. ISBN: 92-803-3171-X (Already published in English)

FUNDAMENTALS OF EDUCATIONAL PLANNING

National strategies for e-learning in post-secondary education and training Tony Bates (Fundamentals No. 70) 2001, 132 p. ISBN: 92-803-1214-6

Using assessment to improve the quality of education
Thomas Kellaghan and Vincent Greaney
(Fundamentals No. 71)
2001, 98 p. ISBN: 92-803-1215-4

RESEARCH AND STUDIES PROGRAMME

POLICIES AND STRATEGIES FOR SECONDARY EDUCATION

Distance education at secondary level in India: the National Open School K. Sujatha

2001, 170 p. ISBN: 92-803-1212-X

FINANCIAL MANAGEMENT OF EDUCATION SYSTEMS

Educational financing and budgeting in Viet Nam Nguyen Ba Can, Vu Van Long, Phan Thanh Tam and Nguyen Thi Sinh 2002, 136 p.

Strategies of Education and Training for Disadvantaged Groups

Nuevas alianzas y estrategias en la formación para el trabajo de jóvenes desfavorecidos: estudios de caso en América Latina Claudia Jacinto et al 2002, 415 p.

TRENDS IN SCHOOL SUPERVISION

primaria en México: prácticas, desafíos y reformas Beatriz Calvo Pontón, Margarita Ma. Zorrilla Fierro, Guillermo Tapia García and Silvia L. Conde Flores 2002, 389 p.

La supervisión escolar de la educación

La supervisión técnico-pedagógica en Chile Luis Navarro and Sonia Pérez, with Gabriel Aránguiz, Miriam Molina and Rubén Hernández 2002, 105 p. OBSERVATION PROGRAMME
Impact of the economic crisis on
higher education in East Asia: country
experiences
edited by N.V. Varghese
(Policy Forum No. 12)
2002, 215 p. ISBN: 92-803-1213-8

IIEP CONTRIBUTIONS

The limits of diversification of sources of funding in higher education N.V. Varghese (Contributions No. 34) 2002, 23 p.

MISCELLANEOUS

Sector-wide approaches in education: issues for donor agencies arising from case studies of Zambia and Mozambique
Abby Riddell
Meeting of the International Working
Group on Education (IWGE)
Lisbon, 19-21 November 2001
2002, 102 p. ISBN: 92-803-1216-2

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La formación de directivos de instituciones educativas – Algunos aportes para el diseño de estrategias Margarita Poggi 2001, 81p.

Familia, libertad y pobreza: Un nuevo híbrido escolar. La experiencia de las escuelas autónomas en Nicaragua Axel Rivas 2001, 95 p. Wata Muyuy: Ciclos de vida en culturas agrocéntricas y tiempos de la escuela. Una aproximación sobre gestión educativa e interculturalidad en un distrito quechua de Bolivia Marina Arratia Jiménez 2001, 157p.

Ministerios de Educación: de la estructura jerárquica a la organización sistémica en red Inés Aguerrondo 2002, 103p. To order any IIEP-BA publications, please contact their office directly at:

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The Virtual Institute

Looking ahead to 2003

Courses and discussion forums

As **2002** is drawing to a close, we want to thank all of you who have expressed interest or participated in our distance learning opportunities.

Courses have been offered in three key topics:

- Management of university-industry relations
- Using indicators to plan basic education
- Education sector diagnosis.

They are designed in a flexible format, allowing institutions and ministries to strengthen capacity through the involvement of a team of persons.

Internet discussion forums this year have treated two important concerns for planners: *The impact of HIV/AIDS on education* and *E-learning in post secondary education*.

Looking ahead to **2003**, we expect to offer **three courses**:

- Using indicators to plan basic education
- Education sector diagnosis
- Higher education management

We will also organize **two discussion forums** on topics of current concern for planners and managers.

If you want to receive specific detail on the programme for next year as soon as it is available, contact Susan d'Antoni at the address below.

> Susan D'Antoni s.dantoni@iiep.unesco.org or on IIEP's web-site http://www.unesco.org/iiep

THE IIEP ALUMNI NETWORK

Little by little, our network of graduates of the annual Advanced Training Programme is growing. Currently, participants are discussing the development of appropriate indicators for the six goals of Education For All. Sharing ideas and experience is one of the important aspects of the IIEP programme and with an Internet connection, this process of reflection and sharing can continue beyond the period of study at IIEP in Paris.

To join in, contact Susan d'Antoni with your co-ordinates and year of participation in the ATP. We look forward to the day when all our graduates will be with us in the *Virtual Institute Network*.

The management of university-industry partnerships

Distance education course for Eastern Asian universities (2 April –5 July 2002)

The issue of university-industry partnerships has become top of the agenda of higher education policy-makers, both at national and institutional levels in the Eastern Asian region. Within a context of meeting the requirements of knowledge-intensive societies, governments increasingly recognize the important role of higher education institutions as strategic actors in both regional and national economic development in view of their potential to upgrade the competencies of the labour force and to contribute to producing and processing innovation through technology transfer. In a climate of increased financial austerity, particularly in East Asia after the recent stock market crash, higher education institutions have become very open to collaboration with industry and business because of their potential to attract non-traditional sources of funding.

After conducting a research project on the management of university-industry linkages, the IIEP collaborated with the *European Centre for Strategic Management* (ESMU) in Brussels, to adapt a set of training materials for a course to be offered on the Internet for universities of a particular region. Following the success of two previous distance education courses organized for the Eastern Mediterranean region (2000) and Eastern Europe (2001), the IIEP and ESMU decided to organize a third distance education course on the

management of university-industry partnerships for countries in the Eastern Asian region during the first semester of 2002.

The distance education course had two main objectives. *First*, to provide teams of managers in selected Eastern Asian universities with concepts, tools and options to develop and sustain relationships with the productive sector in different domains: initial training, continuous professional development, R&D, enterprise development, etc. *Second*, to inform participants of the implications that underlie these different options and to stimulate reflection.

A total of 15 universities located in eight countries participated in the course: Cambodia (1), China (1), Indonesia (2), Malaysia (3), Philippines (4), Republic of Korea (1), Thailand (2) and Viet Nam (1). Three to six participants worked together as a group, with one member as Group Co-ordinator. All of the universities completed the course, and the total number of participants was 67. The participants represented a wide range of university functions: Rector, Deputy Rector, Registrar, Dean and Vice-Dean of Faculties, Director of Institutes and Centres, Head of Department, Associate and Assistant Professor, Lecturer, etc.

Michaela Martin m.martin@iiep.unesco.org



IIEP Activities

National course on "Management and strategic planning"

Yaoundé, Cameroon 16-28 September 2002

Organized in co-operation with the Higher Institute for Public Management in Yaoundé to train officials from the Cameroon Ministry of Education as part of an African Development Bank project.

Contact: p.runner@iiep.unesco.org

Intensive training workshop on "Sample design for large-scale studies on the quality of education"

Paris, France 23-27 September 2002

Workshop for planners and researchers from Southern Asian ministries of education organized by IIEP with the World Bank.

Contact: k.ross@iiep.unesco.org

Sub-regional workshop on "Strategic financial management in higher education" for Nordic countries and Baltic States

Riga, Latvia 6-10 October 2002

A course organized jointly with the Latvian National Commission for UNESCO and co-funded by the Nordic Council of Ministers for higher education institutions in the region.

Contact: m.martin@iiep.unesco.org

Seminar on "Private education in the Caribbean countries"

St. Lucia 14-18 October 2002

Organized in co-operation with the St. Lucia National Commission for UNESCO.

Contact: i.kitaev@iiep.unesco.org

Intensive satellite course on "Computer-based data entry, cleaning and management"

Paris, France and 2 or 3 video conference sites in Southern Asia 14-16 October 2002

A satellite course for planners and researchers from Southern Asian ministries of education organized by the IIEP with the World Bank.

Contact: k.ross@iiep.unesco.org

Meeting of the UNAIDS Inter-Agency Task Team on "HIV/AIDS and education"

Washington, D.C., U.S.A. 17-18 October 2002

The Inter-Agency Task Team (IATT) will meet to discuss with high-level decision-makers how to gather and disseminate information on good practice and the implementation of successful programmes.

Contact: a.draxler@iiep.unesco.org

National course on "Sectoral analysis and project planning"

Niamey, Niger October/November 2002

A one-week training seminar specifically designed for officials from the Niger Ministry of Education as part of an EU project.

Contact: p.runner@iiep.unesco.org

Seminar on "Education for rural development in Asia"

Bangkok, Thailand 5-7 November 2002

Organized in collaboration with the FAO and the UNESCO Bangkok office, the seminar will present and discuss the main findings of a UNESCO/FAO study on the topic and policy issues in Asian countries.

Contact: d.atchoarena@iiep.unesco.org

National training course on "Cost analysis and financial planning"

Ouagadougou, Burkina Faso 18-22 November 2002

Course organized for the Burkinabé Ministry of Education.

Contact: d.oulai@iiep.unesco.org

IIFP-BUFNOS AIRFS

Regional seminar on "Training in educational policy and management: Lessons and challenges"

IIEP/BA Headquarters October 2002

Organized by the ForGestión network, with funding from the Ford Foundation, this seminar will discuss the findings of the project on 'Training in educational policy and management' with Latin American specialists and define strategies for future activities.

5th IIEP-BA Regional Course on "Educational policy planning"

IIEP/BA

2 September-25 November 2002

More than 20 officials from 11 Latin American countries will participate in this year's course which will highlight in particular positive discrimination policies in the region. A study visit will be organized to the province of La Pampa in Argentina.

