IIEP NEWSLETTER

'On-line' distance learning – a new experience

As the duties of educational administrators spread into new areas, often taking the form of short-term tasks, local planners and managers require new skills that have to be acquired quickly and then directly applied to problem solving.

This concerns such subjects as the development of school textbooks, and the improvement of university management, which require a mix of skills that neither university degree and diploma courses nor professional training can satisfy.

For those responsible, who are often faced with a combination of problems which their initial education or their professional experience does not necessarily prepare them for, the

During the second semester of 1997, IIEP embarked on a new venture – on-line distance learning on the Internet. Over a period of 25 weeks, and for the small cost of US$6 per week, 199 participants from 46 countries all over the world simultaneously had access to training modules and teaching support on **The development of school textbooks** *in English, French and Spanish. Although there were some technical communication problems, the outcome of the IIEP's first global course was positive, and today the Institute is on the verge of launching the same course in Russian and Arabic, as well as other courses in different regions. For both participants and tutors, the course was a first step into the 'virtual' classroom of the 21st century…*
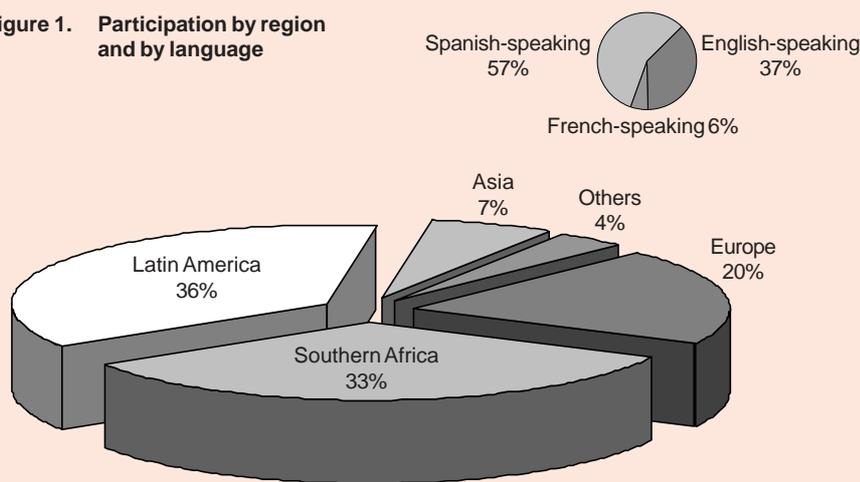
traditional solution from IIEP and other organizations has been to send in a task force of specialists. This expertise in the field has made it possible for IIEP to offer short-term face-to-face training courses which

have been highly appropriate to the needs of specialists in the Member States and the regions concerned.

The simultaneous evolution of *new information and communication techniques* (NICT) has favoured the birth and rapid expansion of new communication media, such as the Internet and electronic mail, which are proliferating on all continents. These new means of communication make it possible today to rapidly respond to urgent needs and to reach anyone in the world who wishes to acquire a particular skill that they feel they lack.

It is with this in mind – namely the ability to satisfy the need for various problem-solving skills – that IIEP, following an initial experience of a distance education course involving 18 Caribbean countries, launched a

Figure 1. **Participation by region and by language**

Spanish-speaking 57%
English-speaking 37%
French-speaking 6%

Asia 7%
Others 4%
Europe 20%
Latin America 36%
Southern Africa 33%

Inside

major pilot project based on self-teaching materials concerning ***The development of school textbooks*** in the form of a global course delivered via the Internet.
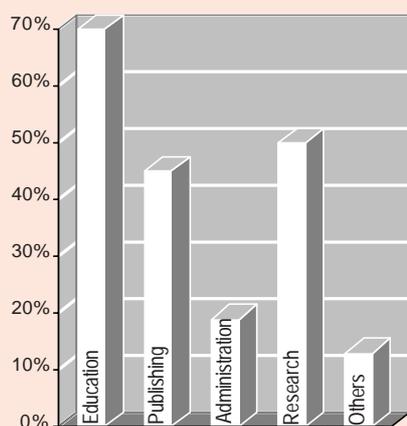
It was decided to hold the course over a period of 25 weeks (2 June – 21 November 1997), a period later extended to the end of January 1998 to include some 'electronic' forums enabling the participants to discuss among themselves how they intended to apply the modules' methodologies and techniques in their own countries. IIEP arranged translation into the other working languages of the main points raised in these discussions, so that participants from different countries and different regions of the world were able to learn 'on-line', from each other's national experiences, the development of school textbooks.

The participation fee for the course was fixed at US$150 (i.e. US$6 per week), and on completion of the course, a *UNESCO-IIEP Certificate* was awarded to all successful participants.

The course used a fully electronic delivery system, to dispatch the modules simultaneously in English, French and Spanish by e-mail and the Internet to anyone, anywhere, who had access to these facilities. This particular delivery system was chosen in view of the growing number of UNESCO Member States with access to e-mail and the Internet. It was assumed by IIEP that even if our potential participants for the course did not themselves have access to these facilities, they would most probably be able to access the course within their institutions.

The course was considered to be a 'first' for IIEP – the first time that a training course had ever been organized worldwide in several languages using these new facilities.

The teaching plan

The 199 participants from 46 countries were divided into 12 'virtual' classrooms, created according to linguistic, not geographical, criteria. Each monolinguistic group was made up of a maximum of 18 participants and benefited from the assistance of a 'virtual' tutor. Within each group, all queries and responses by participants (whether directed towards the tutor or another participant) were shared by everyone, and each remark or reply by the tutor was also accessible to every member of the group. The exercises accompanying each of the ten modules were not considered as a means of control, but were aimed at allowing an application of the knowledge gained to local conditions. The course was managed by a group at IIEP Headquarters which included the course co-ordinator, the writers of the modules and the Institute's technicians. The basic principle was not to offer an academic course but to provide participants with training tools within the context of continuing education so that they could acquire needed skills through assisted self-learning.

An analysis of the participants showed that 57 per cent were Spanish-speaking, 37 per cent English-speaking and 6 per cent French-speaking – this latter figure was probably low because the course was launched during the summer vacation period (see *Fig. 1*). Seventy per cent of the participants affirmed that they worked in the education sector, and 45 per cent in private or public publishing and many were involved in both sectors (see *Fig. 2*). Participant concerns were extremely diverse: some, for example, were particularly interested in institutional alternative and in quality control. This explains why the number of replies to the exercises varied widely – according to the interest for the module in question – but at least 50 per cent replied at least once. However, many participants benefited from the modules without necessarily submitting answers to the proposed exercises. For other

Figure 2. Professional profile of participants

(Bar chart showing percentages for: Education ~70%, Publishing ~45%, Administration ~20%, Research ~50%, Others ~10%)

Figure 3. Interest for the module content

1. General issues.
2. Quantifying needs.
3. Costing, programming.
4. Financing strategies.
5. Distribution and access.
6. Mechanisms to improve and control quality.
7. Introduction to the book sector study and its use.
8. Management of the publishing process.
9. Some important legal aspects of literary and artistic property.
10. Institutional solutions: alternatives.
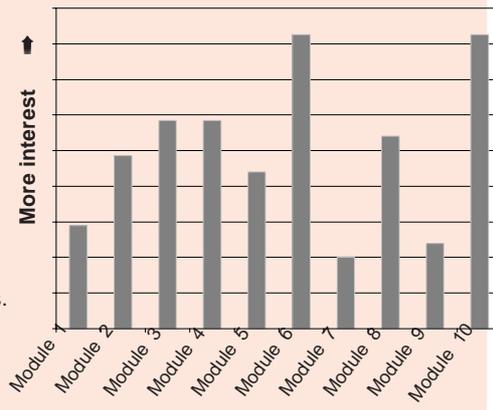
participants, it was their busy personal agenda which prevented them from sticking closely to the Institute's own timetable.

Overall, the course has been positively perceived. Out of the 199 participants, 100 (i.e. 50%) have responded to messages; 50 (i.e. 25%) could be considered as 'eager', submitting answers to the modules that interested them and keeping pace with the timetable. In the context of distance-learning initiatives, these results are very gratifying, especially since this close application to study was neither expected, nor obligatory.

Perspectives

Concerning the contents of the training course, even if the previously prepared courses provided a solid base, it is evident that, given the varied interests of participants, there was a real need to make available options within the overall programme.

Not all of the modules were equally interesting for the overall target audience. Ideally, beyond the systematic provision of material prepared in advance, all participants should indicate their areas of interest and receive pedagogical support *only* for the modules that they have themselves selected (see *Fig. 3*).

From a technical viewpoint, there were a number of communication problems. For the short-term future, while awaiting an equitable development of electronic services in all countries, the distribution of modules in print form or on diskette could be envisaged, while continuing to use the

interactive nature of the Web and electronic mail for pedagogical support and exchanges with and among participants.

Interaction among the participants in a 'virtual' classrooms was very different to that prevailing in a traditional classroom environment or in a real-time situation, especially in view of the varied interests and time constraints of the participants. For the future, it would seem that support – apart from the model answers to exercises which allow for self-correction – should become more individualized, and that the organization of electronic discussion forums should be given priority.

Another piece of evidence definitely confirms that, for all distance learning, the essential problem is not linked to pedagogical methodology, but rather concerns the design and implementation of appropriate support logistics such as handling participation fees, dispatching course materials, communicating with the participants, etc. For the participation fees alone, an average of five messages were sent by the Institute to each participant, each message generating a reply. This item alone represented a considerable administrative workload for the one

Figure 4. Who financed the participants

- Participants 30%
- Private companies 7%
- Foundations 12%
- Institutions and ministries 51%
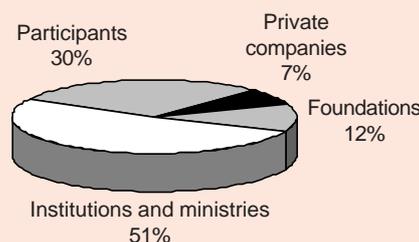
administrative assistance dealing with the 199 registered participants on the course.

In fact, distance learning has far more affinities with publishing: naturally, a publisher calls upon specialized authors to provide a given content, but can also draw on the organization's own logistical resources concerning production, distribution and promotion. In the case of the IIEP, these resources should comprise three key sectors: administration, technical delivery of the materials, and content. Each of these three sectors should have the possibility to be in direct communication with the participants.

Conclusion

Based on this initial input concerning the pilot distance-learning project on *The development of school textbooks*, the activities of the Institute should be examined with the aim of meeting the demand for new skills arising among educational planners and administrators.

An evaluation of this global distance education course is now being prepared and the findings will be taken into consideration in planning future IIEP distance training activities. Already, however, it has been decided that several new distance education activities using the Internet will be organized by IIEP during 1998. These activities include a subregional course in Southern Africa on *Strategic financial management in higher education institutions* and two regional courses on *Planning the development of school textbooks* – one to be given in Arabic and the other in Russian. In addition, a traditional face-to-face workshop on *The planning and management of distance learning* will be held in 1998 in South-East Asia.

JOHN HALL, ETIENNE BRUNSWIC
AND JEAN VALÉRIEN

Meeting of ministers outlines future directions for SACMEQ

Since 1994, the Southern African Consortium for Monitoring Educational Quality, widely known as SACMEQ, has undertaken cross-national educational policy research in order to generate sound data for decision-makers to plan the quality of education. At a meeting held in Paris during 1997, ministers from all member countries outlined the directions which they felt that SACMEQ should be taking in the near future.

The Southern African Consortium for Monitoring Educational Quality, or SACMEQ, has worked in close partnership since 1994 with the IIEP in order to undertake co-operative cross-national educational policy research. The main aim of this work has been to generate scientifically sound information that can be used by decision-makers to plan the quality of education.

In January 1997, SACMEQ was officially registered as an international non-governmental organization by the Government of Zimbabwe. SACMEQ's Subregional Co-ordinating Centre is located within UNESCO's Office in Harare, Zimbabwe. The Centre is managed by a full-time Director and is guided by a Managing Committee chaired by Zimbabwe's Minister of Education and Culture. SACMEQ's general policy is set down by an Assembly of Ministers consisting of the Ministers of Education and Culture, or their appointed representatives, for all SACMEQ countries.

SACMEQ's programme of educational policy research has four features which have optimized its contributions to the field of educational planning in Africa: it provides research-based policy advice concerning high-priority educational quality issues that have been identified by key decision-makers, it functions as a co-operative venture based on a strong network of ministries of education, it combines research and training components that are linked with institutional capacity building,

and its future directions are defined by the participating ministries.

The first Assembly of SACMEQ Ministers was held on 20 October 1997 at the Paris Headquarters of the IIEP. This historic meeting symbolized the emergence of SACMEQ as an integral and essential part of the educational policy dialogue process in Southern Africa. Three main items of business were considered at this meeting: the formal approval and signing of the SACMEQ Constitution by Ministers, the presentation of a Policy Forum on the educational policy implications arising from SACMEQ's initial project, and the adoption of SACMEQ's *Plan of Action* for the period 1998-2000.

Membership

The Assembly of SACMEQ Ministers meeting initially reviewed, and then approved, all facets of SACMEQ's draft Constitution with particular reference to issues of membership and funding arrangements for the Subregional Co-ordinating Centre. It was decided that the membership of SACMEQ should consist of those countries that were involved in designing and implementing SACMEQ's initial educational policy research project during 1994-1997, plus those countries that had recently decided to sign the SACMEQ Constitution. These 'founding members' of SACMEQ were the IIEP, Kenya, Malawi, Mauritius, Mozambique, Namibia, Tanzania (Mainland and Zanzibar), Swaziland, Zambia, and

Zimbabwe. Several other countries, including South Africa, have also shown interest in joining SACMEQ in time for the commencement of its next educational policy research project during 1998. The SACMEQ Ministers examined and approved the financial arrangements that had been set in place in order to ensure the successful operation of SACMEQ's Sub-regional Co-ordinating Centre in Harare, and to support SACMEQ's research and training initiatives for 1998. A formal resolution on this matter expressed gratitude for the generous contributions made by the Governments of Italy and the Netherlands towards the establishment and future development of SACMEQ.

Policy forum

One of the highlights of the Assembly of SACMEQ Ministers meeting was a Policy Forum presented by SACMEQ National Research Co-ordinators concerning the educational policy implications of SACMEQ's initial project. Papers were presented and discussed on *four* main topics: equity in the allocation of human and material resources among education regions, changes in basic literacy levels at the Grade 6 level during the 1990s, baseline measures of the conditions of schooling in primary schools, and techniques for ensuring the integration of educational policy research within the decision-making structures of ministries of education. The Minis-

ters expressed their thanks for the excellent work undertaken by the SACMEQ National Research Co-ordinators in implementing SAC-MEQ's initial project. It was also noted that the initial project had been completed in association with major training initiatives designed to build the capacity of educational planners in Southern Africa to apply modern research methods in the field of educational policy research.

Plan of action for 1998-2000

The Assembly of SACMEQ Ministers meeting finally turned its attention to the programme of research and training to be undertaken by SACMEQ in the period 1998-2000. It was decided to give priority to three main tasks: the dissemination of SACMEQ data and research findings, the building of institutional capacity in policy report preparation and data analysis techniques, and the design and implementation of a second SACMEQ educational policy research project focussed on monitoring the quality of education with respect to basic literacy and numeracy. Each of these tasks will be based upon the utilization of a computer-stored methodological procedures and research data that were developed and/or collected during SACMEQ's initial project.

The first SACMEQ activity planned for 1998 is an intensive training workshop during which educational planners from Southern Africa will be given training in the skills required to access, analyze, and report data contained in the SACMEQ data archive. During this workshop several educational policy reports will be prepared that will have relevance for senior decision-makers in ministries of education in Southern Africa.

Looking ahead

The *SACMEQ Concept* first emerged in 1993 as part of a research proposal prepared by educational planners from Zimbabwe, Zanzibar, Swaziland, Zambia, and Malawi. The authors of the proposal subsequently approached the IIEP for assistance in establishing SACMEQ as a co-operative cross-national mechanism for extending educational policy research and training initiatives in Southern Africa. The proposal emphasized the many capacity-building benefits that would flow from providing opportunities for educational planners from many different countries to be able to work together, to learn from each other, and to share their experience and expertise.

Over the past five years SACMEQ has gradually grown into an impressive organization with an established world-class record in delivering research and training programmes. In 1998 SACMEQ faces several major challenges as it moves towards the commencement of its second educational policy research project, and as it seeks to expand its training programmes to a wider range of African countries. It is to be hoped that these ambitious and important SACMEQ initiatives will be both encouraged and supported by relevant bilateral and international agencies so as to ensure that this African-devised and African-owned initiative continues to provide valuable input to key decisions related to planning the quality of education.

KENNETH N. ROSS

IIEP trainees visit Belfort and Besançon in France

THE 1997/98 IIEP *Annual Training Programme in Educational Planning and Administration* (ATP) is currently being attended by 39 participants from 34 different countries. As in previous years, the participants in this programme undertake two study visits to analyze two different national education systems. The first of these visits is generally within France, and for the 1997/1998 academic year, the second visit, due to take place in April 1998, will be in Iceland.

The French study visit this year took the IIEP trainees to the Academy of Besançon, in the East of France, from 4 to 10 December 1997. In a tight but effective schedule, organized jointly with the French National Commission for UNESCO, the 39 trainees travelled first to Belfort where they visited a number of primary and lower secondary schools. They then moved on to Besançon where they visited upper secondary and vocational institutions, as well as the administrative offices of the Rectorate.

The lectures, discussions with local councillors, regional administrators and local education officers helped the trainees to analyze different aspects of the French education system: decentralization and how the decision-making powers are shared between the State and regional authorities, the orientation and regulation of student flows, the quality of education and the battle against school failure, as well as relationships between the school and private firms.

The four working groups presented reports on each of the above topics at the synthesis session organized on the last day in Besançon. The study visit proved to be an enriching experience for the IIEP trainees – thanks to their direct contact with the organization and management of the French education system in a regional context, they were able to reflect more profoundly on the education and training systems existing in their own countries.

Studies on the education system in Senegal

During its vast reform programme, the Senegalese Government asked the IIEP to carry out three studies on overall and personnel management in the Ministry of Education, and general secondary education. These studies will now allow the second human resource development project implemented by the ministry to move into a new phase ...

SINCE the early 1980s the Ministry of Education in Senegal has been involved in a vast reform programme aimed at improving the efficiency of the education system and its management. With the assistance of its partners, and in particular the World Bank, the government created a *Project for the Development of Human Resources*, the second phase (PDRH2) of which covers the period 1993-1998.

This project set out to implement the three main recommendations of the National Commission for Reform, namely to: widen the access to primary education, improve the quality and efficiency of all the subsectors of education, and strengthen the planning and management capacities of the education system.

However, despite the commitment of the Senegalese Government to improve the quality and efficiency of the country's education system, it still faces a number of serious difficulties, namely: the pressure of the growing demand for education, the continuous growth in class sizes, the need to review indicators on the quality of teaching and the lack of teaching staff. These difficulties have been aggravated by the economic deterioration of the country, reflected in the constraints of the *Structural Adjustment Programme* and the devaluation of the FCFA. The mid-term review of the Project also highlighted a certain number of shortcomings particularly concerning the overall management of the education system, and the alarming deterioration in certain sectors.

It was against this background that the IIEP was requested to carry out three studies aimed at analyzing the problems of the system so that the Project could move onto a new phase. The studies on *'The overall management of the Ministry of Education'*, *'The management of personnel in the Ministry of Education'* and *'General secondary education'*, respectively, were carried out between May and September 1997 by a team of national and international consultants. Produced as a series of working papers, they developed a plan of action for the entire education sector. These documents were sent to the Ministry of Education and the World Bank at the beginning of October 1997 and are currently being finalized, incorporating comments from the parties concerned.

The first study on *'The overall management of the Ministry of Education'* revealed the management problems of the education system, notably the qualitative and quantitative planning and management of the sector (partly due to a lack of communication between departments and disparities in the collection of statistical data). The constraints of the education system as a whole were underlined, as well as those of the organization and co-ordination of programmes, personnel and existing infrastructures. In fact, these are shared between three ministries: *i)* Education, *ii)* Basic Education and National Languages and *iii)* Technical and Vocational Education.

Several recommendations aimed at strengthening the Ministry of Education and improving organization on the whole, especially through the creation of a permanent co-ordination unit within the office of the Minister of Education, have also been proposed.

The second study on *'The management of personnel of the Ministry of Education'* is part of the overall analysis of the Senegalese education system. The analysis carried out by the IIEP on personnel management helped to clarify ways of improving the efficiency and quality of the service, notably concerning transfers and managerial activities that mobilize a large part of the sector's capacities. Ways in which computerization could help achieving these aims were also analyzed.

The third study on *'General secondary education'* put forward a number of policy proposals. Faced with a growing demand for education and without the means to meet it, the post-primary education sector, which had for a long time been considered as a relatively neglected sub-sector of Senegalese education, needed to be studied in depth in order to highlight the main malfunctions as well as the consequences of the increasing involvement of the private sector at this level. The recommendations made by this study carried, particularly as concerns school management and curricula for science and maths, have helped to redefine the main thrusts of the Ministry's plan of action.

In the coming weeks, a fourth study on *Technical and vocational training* will probably be launched to complete the analysis of secondary education and allow the government, in co-ordination with funding agencies, to formulate an overall plan of action for the post-primary education sector.

PIERRE RUNNER

Educational policies applied by European countries for disadvantaged urban youth

*The meeting convened in Rotterdam by the European Association for Education Law and Policy on 19 and 20 December 1997 focused on '**Education law and policy in an urban society**'. It highlighted the main thrusts of the educational policies being implemented in Europe to facilitate the access to education of disadvantaged urban youth.*

THE meeting gathered about 40 academics and researchers specialized in the study of education and/or legal issues. It gave the IIEP an opportunity to present the main conclusions of the International Forum on **Education in Cities** it organized from 16 to 18 September 1997 in Bordeaux, France.

The different policy approaches described by the participants in the Rotterdam meeting can be summed up as follows.

Positive discrimination

Several European countries are putting into effect positive discriminatory policies to benefit the most disadvantaged and so-called problem schools, with priority given to equal opportunities rather than equal treatment. These are compensatory policies which aim at 'giving more to those who have less'.

In some cases, money is paid directly to the most needy families for the purchase of school supplies, the payment of children's admission fees, and so on (scholarships and family allowances in general). However parents, who must make the application for assistance in person, find the procedure lengthy and complicated. This is particularly true of parents who do not speak the language of their adopted country; hence, in the Netherlands 20 per cent of the families qualifying for such aid fail to apply. Furthermore, the monies thus paid out are not always properly managed by the beneficiaries; consequently in France the juvenile courts can place such subsidies under administrative supervision in the interest of the children.

In other cases, additional resources in the form of teaching aids, teaching staff, administrative personnel and so forth are allocated to schools in hard-hit areas mainly to improve the working conditions of teachers and thereby facilitate the schooling of the children. This is true of the *ZEPs* in France, the *background schools* in Ireland, and the *education action zones* in the United Kingdom. Assessment reports made in these various countries suggest that such steps do not yield any measurable results in terms of achievement, that they benefit mainly the most gifted children. They also have the counter-productive effect of bringing discredit on those schools which benefit from them.

To implement these policies, discriminating criteria need to be defined which govern the payment of the amounts under consideration. The most commonly used criteria are the parents' nationality, income, and occupation, the child's home environment, the mother's educational level, the failure rates reported by the schools, and so on.

Eliciting changes in educational practices

Other countries, where it is thought that merely increasing the resources channelled to the disadvantaged pupils and low-performance schools is insufficient, tend to develop policies aimed at fostering changes in schools' educational practices. This is accomplished by pupil-centred approaches which take into account each child's circumstances. Generally, such policies heighten the role not only of school principals and teaching staff, but also of parents. Several types of schemes fall into this category.

Some of them consist of setting performance goals. Thus, the British Government's *Education Act*, passed in 1997, determined a number of annual objectives for each school. One counter-productive effect of this was that expulsions tended to rise as schools struggled to reach the targets set for them.

Some policies are designed to reward the implementation of 'good practices' in schools by allotting increased resources. For instance, in the Netherlands the central government has released funds for those schools which develop activities specifically aimed at low achievers: remedial courses, one-to-one coaching in arithmetic and writing, provision of textbooks and so on. Schools must give an account of the use of the funds to local authorities.

Still other policies bring outside players – particularly parents – into the education process. Hence, in Rotterdam, the '*Babylon*' project enables community centres to be involved with primary schools. It also

Educating the children from the slums of Bombay (Mumbai), India

Whatever it has or has not achieved, the 20th century has given the world an ever-increasing number of urban social problems provoked by the century's rapid industrialization and technological change. A recent IIEP Issues Seminar described an interesting initiative set up in Bombay to educate the children from one of the city's suburban slums. The JNN programme is both a lesson in humanity and a success story well worth telling...

Originally built on an island in the Indian Ocean as a Portuguese colony, former trading metropolis of the *East Indian Company*, Bombay (recently renamed Mumbai) is better known to the world today as one of India's bustling commercial centres and for *Bollywood*, the centre of India's booming film industry. But North of the city, near the airport, not far from the dreamy realities of cinema studios, sandwiched on wasteland between the Coca Cola factory and the luxurious villas of the rich, lie the not-so-glorious Andheri slums. It is here that, in 1979, a former secondary school science teacher, Noel da Silva, decided to set up a system of non-formal education and social assistance in an effort to alleviate the problems imposed by extreme poverty,

and to provide the slum children with the know-how to build themselves a future. At a recent IIEP Current Issues Seminar in November 1997, Christian Petit, of the *St Vincent de Paul Society*, described the *Jeevan Nirwaha Niketan* or JNN Programme set up by Noel da Silva in the Andheri slums of Mumbai.

"An attempt at appropriate education"

The aim of *JNN* is to equip the children with the basic know-how to earn a living and play a responsible role in their immediate community. The programme is designed to keep pace with the children's needs, abilities and progress and it is structured in such a way that pupils advance subject-wise rather than class-wise. In an atmosphere of mutual questioning, critical awareness and problem-solving, as opposed to passive absorption of facts and rote learning, the pupils are prepared to play a role in their community, according to their talents and the community's needs. "*We don't teach competition, we teach drive*" is the *JNN* maxim and its main reason for debunking the *qualification race*. However, under pressure from parents and employers in recent years, *JNN* does in fact now supply a leaving certificate for its graduates.

JNN caters for all children from the age of three, although its main target is the over-eights. The smaller children, currently around 200, are given a *'value education'* in three *balwadis* situated in various slum areas. Besides their obvious educational purpose, the *balwadis* are also a means of raising social awareness and promoting community organization within the slums. They are run by local committees responsible for the site, whilst *JNN* provides the teacher, curriculum and teaching aids. Studies concentrate on basic alphabetisation, numeracy, cleanliness and domestic hygiene.

However, the heart of *JNN* is its **Core Programme**, provided for more than 600 Andheri slum children. Evolving around 18 sections, each a maximum of 25 pupils, the core programme is person-centred, giving the children as much attention as possible. They move from one section to another according to what they are studying and the course content is designed to meet the community's needs. A child's progress is judged by a combination of class and homework, oral and written tests, skills mastered and habits formed. Initiative and creativity, as well as the ability to co-operate, are also taken into account. *Failure* does not exist.

JNN's 39 teachers have to remain in constant contact with the local culture in order to incorporate as many relevant elements as possible into the curriculum. They have to undergo a

constant process of self-searching and adaptation, and it often happens that qualified teachers are totally unsuited to the type of learning given by *JNN*. Since June 1984, all *JNN* teachers are given training in innovative non-formal education techniques learning how to make simple teaching aids from discarded or easily available materials and how to plan flexible timetables.

The *JNN* medium of instruction is Marathi in the *balwadis*, but the core programme gradually introduces Hindi and subsequently English.

Not just education ...

Alongside the school programmes, *JNN* devotes a lot of attention to making the slum dwellers, particularly the women, aware of the causes behind the problems they encounter daily. This part of the programme, called *JNN Seva Kendra*, is run by four social workers and a co-ordinator who work closely with various local women's organizations. The *Seva Kendra* social workers organize discussion sessions within the schools to sensitize pupils to social problems. They also run a crèche for working mothers, out-of-school study guidance and adult literacy classes.

Students from the *Tata Institute of Social Sciences* and the *Nirmala College of Social Work* are encouraged to do their field work experience with the *JNN Seva Kendra*, and studies done by the *JNN Department of Research and Documentation* are a valuable source of information in the search for suitable learning materials for use in similar environments.

Operating for the last 17 years using non-formal methodologies, *Jeevan Nirwaha Niketan* – or Noel da Silva's *"attempt at an appropriate model of education"*, has provided the foundations of a future for the slum children of Andheri and a social support network for their families.

JNN is one of a number of effective basic literacy programmes adapted to the community needs currently underway in India. Although cultural contexts differ, all these programmes are all well worth considering closely by those involved in designing education and social support programmes for disadvantaged urban populations in other parts of the world.

SUSAN HEYMAN

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gives parents the chance to take part in the practical work done in experimental classes. In the French '*département*' (a French administrative unit) of Seine-St-Denis, police officers, lawyers, and magistrates co-operate with teachers to monitor the problem cases. One salient outcome of this is that conflict resolution has been moved out of the schools and into the legal sphere.

Finally, some initiatives encourage local management of education, thereby promoting school autonomy and the development of the private sector. They tend to follow the example of the *charter schools* system, which enable private-sector players to create schools which are government-funded. The founders of the schools are responsible for the running, management, and course content in the schools thus set up. The idea is that only people close to actual situations, and hence to the children concerned, are able to gear the schooling to pupils' real needs.

However, in some cases they are required to meet certain 'standards' so as to avoid there being too great a disparity between different schools.

Pushing ahead with change

Since it is so difficult to improve the lot of the most disadvantaged, some countries have opted for imposing legislation to ensure better access to education for young people in difficulty. Some examples of this approach are as follows:

In Flemish-speaking Belgium, different schools (public, private, religious, and secular) signed an agreement to share out among themselves certain pupils with the aim of promoting a greater mix of social classes. This is to avoid a concentration of problem cases in any given school. It is up to headteachers to convince parents that their children must attend the school chosen for them.

In the Netherlands and the United Kingdom, public authorities have been required to close schools with low performance levels and where violence is a daily occurence. Only after a certain amount of time do such schools re-open with new teaching and administrative teams.

Finally, Norway's '*follow-up for young people*' makes it compulsory for regions to offer young, unqualified job-seekers either a strategy geared to their needs or a job. The '*youth jobs*' scheme set up by the French Government follows similar reasoning.

MURIEL POISSON
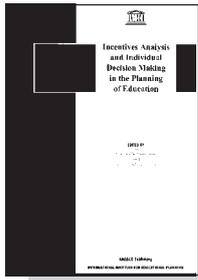
Incentives analysis and individual decision making in the planning of education

by F.N. Kemmerer and D.M. Windham (Ed.). Paris, IIEP, 1997. FF130/US$26.

Have education planners in the past overlooked what is most crucial to the success of their plans and programmes, namely the interests and motivation of the *actors* in their plans: students, parents, teachers ...? Has this neglect been responsible for the poor record of much educational planning? These actors indeed have the freedom to act differently from what planners expect, to behave 'irrationally'. Regularly, educational planning has relied too much on techniques, and insufficiently on a profound understanding of the motivation and desires of the numerous individuals concerned by education policies. This book by Frances Kemmerer and Douglas Windham studies in depth both the theoretical background to this debate as well as several practical issues.

Schools are built but stay half empty, while out-of-school children roam around the neighbourhood. A curriculum reform is implemented, but teachers continue to act as before. Teachers' salaries are raised, but this does not necessarily reduce absenteeism. We can all quote several examples of education reform programmes which are rationally sound, but went wrong in their implementation stage. In the recent IIEP publication *Incentives analysis and individual decision making in the planning of education*, Frances Kememerer and Douglas Windham argue that such failures are linked to the characteristics of the 'traditional' planning process: over-centralized, with rigid norms and standard models, little participation from the beneficiaries, and based on the assumption that "*a central decision-maker can make more rational decisions than the individual members of a population*". *Three* reasons are given for this. *Firstly*, as educational levels rise, people are demanding more decision-making power, including in education. *Secondly*, the educational needs of individuals are increasingly diversified. This implies that planners have to develop different ways to attract them into the existing system and create models which fit their needs. *Thirdly*, the information needed for diversified planning is not available at central level: "*the highly aggregated statistical data of the central planner rarely is as useful as the more experiential but specific and detailed information of the individual administrator, student or parent*".

In other words, it is crucial to the success of an educational plan (or of any plan for that matter) that it motivates individuals to react in the way desired by the plan. In this context, incentive is understood as "*any reward or sanction, intended or inadvertent, which has as its effect the modification of behaviour*". For example, when building a school, parents must be convinced to send their children to that school. The evolution of education is not the result of an educational planner's decisions, but of the different steps taken by many individuals.

This is obviously sound policy advice, but its implementation raises various questions. Incentives must differ, if not from individual to individual, at least from group to group. The factors that motivate teachers to improve their performance in a developed setting will not be the same as those needed for a colleague in an isolated rural environment. Setting up an incentives system, which combines diversity, manageability and equity, is a complex matter. It implies that managers have an in-depth knowledge of the problems and interests of the various segments of a society. For an incentive system to be effective, it must therefore be sufficiently flexible and relevant, while individuals must know about and understand the incentives on offer, and have the ability to act.

This book contains eleven chapters, which can be divided in *three* parts. The first three chapters give a theoretical introduction, describe the new educational environment, characterized by increased participation, and discuss the place of incentives within educational planning theories. This is followed by five chapters, which examine in detail how incentives can be applied in certain fields and for specific groups: public higher education, special education, student and teacher incentives, and a chapter on developing state/local partnerships in financing basic and secondary education, which focuses on the question of how to guarantee equity and efficiency, when central funding for education is decreasing and takes on different forms (e.g. vouchers and mandates), while private and local financing is increasing. These chapters go into considerable detail, and contain several technical examples. They also highlight the difficulties involved in creating incentive schemes. Teacher incentives, for instance, should create group cohesion within the school and the staff, but also link rewards to teacher performance – one objective might well be counterproductive to the other.

The following two chapters address a fundamental issue: in this new educational context, with more participation by parents and teachers, and increased responsibilities to lower level planners and administrators, what is the task of the central level planner? The authors stress that the government, "*as a facilitator of educational decisions and not as the final arbiter of those decisions*", will retain several core responsibilities, including designing and monitoring incentive systems; providing information throughout the system; and ensuring equity. The final chapter deals with the main conclusions to be drawn.

ANTON DE GRAUWE

Current issues in supervision: a literature review

by G. Carron and A. de Grauwe.
Trends in school supervision series.
Paris, IIEP, 1997. FF15/US$3.

THE first in IIEP's new ***Trends in school supervision*** series, this book uses references from both developing and developed countries to examine the main problems, take a critical look at various reforms and highlight recent trends of change.

The purpose of most reforms in supervision is to bring it closer to where the action is taking place, namely the school. In some of the reforms discussed in this booklet, new support-oriented services are being created (resource centres, clusters, learning co-ordinators, etc.) between the school and the regional or district administration. The emphasis of this type of reform is still on improving the efficiency of external support structures by increasing their proximity to the beneficiaries. In other cases, the objective is explicitly to make external support expendable or to drastically limit its role by shifting the focus of monitoring quality directly to the school site. In general, this development of monitoring at school level is manifest by a shift in the responsibility of supervision to the headteachers, a greater reliance on self-monitoring by the teaching staff, and increased community involvement.

Although these reforms do not all point in the same direction, *four* main trends were drawn from the documents available. The *first* is the need to define a more limited and at the same time more coherent job description for supervisors, thus reducing role conflicts by separating control from advice functions and administrative from pedagogic tasks. The *second* trend is the move towards more transparency. In many countries, there is more open discussion with those being assessed while clear criteria and procedures for appraisal are being established and formally set out in standardized inspection guidelines. In addition, assessment reports are increasingly made available to the schools' 'clients'. In England, New Zealand, Spain and Sweden, for instance, global school evaluations are made accessible to the general public and to the local school community. *Thirdly*, follow-up actions on supervision are being strengthened. In a few OECD countries, several comprehensive reforms have been implemented in this respect. In England, for example, schools are required to produce *action plans* within 40 working days of an inspection, indicating how the recommendations will be implemented. The *fourth* significant trend is a change from individual teacher supervision to school evaluation. Simply controlling individual teachers and providing them with advice and support will not automatically lead to better school results. Improving the quality of education requires a global approach in which relations between the school and the community are developed and full attention is paid to the context. This is why in countries as different as England and Sri Lanka, global school assessment by a team of inspectors has become routine.

Finally, in a few cases, supervisors are used for *system evaluation*. Policy-makers ask supervision services to prepare assessments of specific aspects of the education system in addition to playing their traditional role of controlling and assisting individual teachers or schools. In France, for example, this change of function of the *General Inspectorate* was introduced in 1989 on the grounds that, because of their intimate contacts with realities at the school level, inspectors are well placed to assess the overall situation qualitatively. Their reports have become an important input for political debate and decision making.

To conclude, this review of literature shows that there has been a renewed interest in supervision in recent years and that important changes are taking place. It also highlights the fact that introducing new supervision structures and procedures does not necessarily guarantee improved quality, simply because supervisors do not operate in a vacuum. Improving supervision is no more a panacea than improving any other single factor which plays a role on the complex process of teaching and learning. It should therefore be part of a comprehensive programme which, among other things, ensures that schools and teachers have access to a minimum of resources.

GABRIEL CARRON
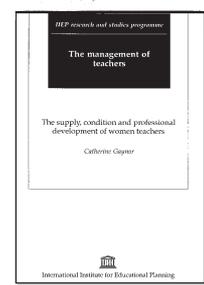
The supply, condition and professional development of women teachers

by Catherine Gaynor
The management of teachers series.
Paris, IIEP, 1997. FF15/US$3.

IMPROVING the position of women teachers within the teaching profession is a major concern for educational policy makers and managers and, of course, for the female teachers themselves. In certain countries the proportion of women among the teaching staff has remained very low; their posting to schools in remote areas raises serious problems in many quarters; almost everywhere women teachers tend to be in an unfavorable situation with regard to access to promotional posts, in-service training and many other job-related rewards.

Catherine Gaynor's book on *The supply, condition and professional development of women teachers* tackles the most crucial current issues related to women's entry into the teaching profession, their management and career development and proposes possible avenues for improvement for the attention of educational planners and managers.

Based on a review of relevant literature and statistics, and referring to various parts of the developing world, the author points out a certain number of inequalities between male and female teachers which seem to be difficult to eradicate, namely: the concentration of female teachers in certain 'arts-related' subject matters and at lower levels; their under-representation among staff with the highest levels of qualification and those in senior positions; their over-representation among teachers with part-time or temporary status. She argues that these problems are due to a whole array of factors that teacher management policies and practices tend to take insufficiently into account, such as: role models and behavioural norms for girls and women which are embedded in the local culture, gender-biased administrative regulations, male-dominated organizational behaviour and management practices, the under-representation of women in teacher unions and the multiple demands on women in society.

The conclusions in the last part of the book are of particular interest to educational planners and managers. The author presents not only some examples of promising initiatives aimed at redressing existing handicaps in the hiring, status, promotion and professional development of women teachers, but also a wide range of recommendations for introducing a gender-sensitive approach to all aspects of staff management in the education sector.

GABRIELE GÖTTELMANN-DURET

NEWS BRIEF

IIEP-BUENOS AIRES launches a training programme for Latin Americans

THE IIEP is about to launch its first regional training programme course in Spanish and Portuguese in **Planning and policy formulation**. Due to take place in the newly-opened IIEP office in Buenos Aires from 14 September to 12 December 1998, this programme has three main objectives, namely:
➤ to enhance the participants' knowledge and practice of the methods and techniques needed to efficiently plan and manage education systems;
➤ to acquaint them with the policy analysis and formulation process in the education sector;
➤ to help them analyze the main relationships between the education system, its environment and socio-economic development.

The programme will cover such topics as: policy formulation and strategic planning in education, education sector diagnosis, the use of simulation models in planning educational provision, feasibility testing and financing of plans and programmes and educational management information systems.

The training materials and exercises will be based on those used in the *Common Core* of IIEP's Annual Training Programme held each academic year in Paris. However, they will be adapted to take into account the Latin-American context and, more specifically, the context of MERCOSUR countries.

During their stay in Buenos Aires, participants will undertake a study visit to schools in a region of Argentina or a neighbouring country. In addition, they will be asked to prepare an individual paper on the situation of education in their country, province or municipality. Finally, on completion of the three-month course in Buenos Aires, the participants will receive a certificate of attendance.

All candidates from MERCOSUR countries accepted for IIEP's *1998/1999 Annual Training Programme* will attend the course in Buenos Aires, which is equivalent to the **Common Core** taking place simultaneously in Paris. Candidates from other (non-Mercosur) Latin American countries will have the option of undergoing the first part of their training either in Buenos Aires or in Paris. After the three-month course in Buenos Aires, participants selected for the 1998/1999 Annual Training Programme in Paris will return to their home countries on 12 December 1998 for one month before proceeding to the IIEP in Paris where, on 15 January 1999, they will integrate the specialized streams and units together with trainees from other regions of the world.

Participants in the Buenos Aires course not admitted to the 1998/1999 Annual Training Programme will, if they wish, be able to undergo the specialized training in Paris another year, provided they satisfy the criteria for admission.

For more detailed information please contact:

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"An institution in touch with its environment"

❑ **Sub-regional intensive workshop on 'Strategic financial management in institutions of higher education'**
(Quezon City, Philippines 12-16 January 1998)

The IIEP, in co-operation with the German Foundation for International Development and the SEAMEO-INNOTECH in the Philippines, organized the above workshop for 27 participants from higher education institutions in Cambodia, China, Indonesia, Malaysia, the Philippines, Thailand and Viet Nam.

The acute financial crisis currently facing these countries has severely affected the higher education sector, and as a result, it was decided to focuss on strategies of how to manage the scarce resources more effectively and how to generate new income as state-allocated funds are being reduced. 'Good practice' examples of financial management were drawn from around the world to provide the participants with ideas to improve the management of their institutions. Some participants brought their own experiences to share with the group. For example, Malaysia's corporatization of public universities, Indonesia's link and match programme of partnerships with local businesses and industries, China's non-state revenues for productive activities and streamlining of administrative structures were some of the experiences discussed which raised a lot of interest among the participants for consideration or adaptation to suit specific situations.

A computerized simulation model was used to demonstrate how to reduce the budget deficit of a hypothetical university without affecting the quality of higher education or causing inacceptable deterioration of working conditions. The participants explored alternative strategies to face the situation using the model. Strategies were then debated for their feasibility in the particular contexts of the participants in a plenary session.

❑ **Subregional intensive training course on 'The design of development programmes/projects in basic education'**
(Castries, Saint Lucia 9-20 February 1998)

Effective sectoral and sub-sectoral planning implies the identification of priority action areas and the design of relevant and feasible development programmes and projects. These are difficult tasks that require both sensitivity to the social, economic and educational situation of a country as well as a systematic and rigorous approach. One of the most serious obstacles to increasing the efficiency and quality of education systems is the shortage of experienced national specialists capable of identifying and designing development projects adapted to local circumstances and available management capacity.

On this basis, the IIEP and the Ministry of Education, Human Resource Develoment, Youth and Sports of Saint Lucia, invited about 20 planners from ministries of education, trainers in educational planning and educational development project managers from Antigua and Barbuda, Barbados, Dominica, Grenada, Jamaica, Saint-Christopher and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Trinidad and Tobago to participate in the above-mentioned course in Castries. The aim of this course is to introduce participants to the basic instruments and techniques they would need for the identification, preparation and evaluation of projects designed to expand basic education and improve its quality. The course will be held in English and participation free-of-charge for candidated selected by the two organizing institutions.

❑ **Technical workshop on 'Improving teacher supervision and support services for basic education'**
(Harare, Zimbabwe 17-20 March 1998)

This workshop is organized within the context of an IIEP research project on *'Improving teacher supervision and support services for basic education'* in Africa. Its aim is to discuss and compare national diagnoses which have already been undertaken on the structures of teacher support and supervision as well as national-level management issues in Botswana, Namibia, Tanzania and Zimbabwe. The participants will include approximately 16 experts from the national teams which prepared the original reports for the project.

The event will serve as preparation for the drafting of regional case studies which will take an in-depth look at the actual operation of services in one specific area of each of the participating countries. Attendance at this workshop is by invitation only.

Course on Institutional Management in Paris

From 28 April to 6 May 1998, the IIEP is organizing, at its Headquarters in Paris, a course on ***Institutional Management in Higher Education*** covering the topics of strategic financial management and management of student flows. The course participation fee is FF 6,000/ US$1,000, and the final date for receipt of applications is **30 March 1998**. For further details, please contact directly:

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FUNDAMENTALS OF EDUCATIONAL PLANNING
(Price: 50.00 Frs)

Reducing repetition: issues and strategies by Thomas O. Eisemon. Fundamentals of Educational Planning No. 55, 1997, 55 pages.

Increasing girls' and women's participation in basic education by Nelly Stromquist. Fundamentals of Educational Planning No. 56, 1997, 113 pages.

Physical facilities for education: what planners need to know by John Beynon. Fundamentals of Educational Planning No. 57, 1997, 100 pages.

RESEARCH AND STUDIES PROGRAMME

❑ TRENDS IN SCHOOL SUPERVISION

Current issues in supervision: a literature review by G. Carron and A. de Grauwe. 1997, 72 pages.

Teacher support through resource centres: the Nepalese case, by Tirth Raj Khaniya. 1997, 66 pages.

Changing schools from within: a management intervention for improving school functioning in Sri Lanka, by Wilfred J. Perera. 1997, 87 pages.

❑ THE DEVELOPMENT OF HUMAN RESOURCES: THE PROVISION OF SCIENCE EDUCATION IN SECONDARY SCHOOLS

La formation scientifique au Maroc: conditions et options de politique by Françoise Caillods, Gabriele Göttelmann-Duret, Mohammed Radi et El-Mostafa Hddigui. 1997, 216 pages.

❑ FINANCIAL MANAGEMENT OF EDUCATION SYSTEMS

Les procédures budgétaires des ministères de l'éducation en Côte-d'Ivoire by Ouattara Ténébiéna, Yapo Assi Gilbert and Aminata Maïga. 1997, 65 pages.

Budgetary procedures in the Ministry of Education and the Ministry of Science, Technology and Vocational Training, Zambia by M. Nkamba, M. Mulaga and M. Phillips. 1997, 102 pages.

❑ IMPROVING THE MANAGERIAL EFFECTIVENESS OF HIGHER EDUCATION INSTITUTIONS

Capacity building and institutional development in higher education in Kenya by Shem O. Wandiga. 1997, 169 pages.

Creating space for women: gender-linked factors in managing staff in higher education institutions by Anna Smulders. 1997, 67 pages.

Any of these publications, can be obtained directly from:

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7-9 rue Eugène-Delacroix,
75116 Paris, France
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Tel.: +33.1.45.03.77.70
E-mail:
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Seminars on Current Issues in Educational Planning

THE following *Seminars on Current Issues in Educational Planning* were organized over the past months at the IIEP in Paris:

❖ 7 November 1997. *Education for the children from the slums of Bombay (Mumbai), India* by Dr. Christian Petit, Executive Director, Society of St. Vincent de Paul, Bombay, India. (See article pp. 8-9).

❖ 3 December 1997. *Multilateral educational assistance, 1971-1995: quantity versus quality* by Professor Klaus Hufner, Free University of Berlin, Germany.

❖ 23 January 1998. *Breaking through the gender barrier* by Dr. Namtip Aksornkool, Section for

Literacy and Adult Education, UNESCO.

Should you be passing through Paris, contact the IIEP to see whether a future seminar coincides with your visit.