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Can technical and vocational education be reformed?

SOME experts have for many years now been predicting the demise of technical and vocational education because it has been considered as obsolescent and not sufficiently cost-effective. However, a closer look at educational structures soon reveals that it very often represents a significant segment of an education system, sometimes even a dominant one at the senior secondary level. Evidently, its relative importance varies greatly according to country and region. In some countries, the significant size of this sector may seem paradoxical since the worsening economic conditions have created problems in financing education and integrating graduates into the workforce. This phenomenon can be explained by several factors. Among them the political dimension has certainly played a key role, since governments often present the development of technical education as a response to the inexorable rise in unemployment. Deeper analysis reveals that this political will is accompanied by important efforts to rehabilitate technical and vocational education. The extent of the reform movement confirms the importance of what is at stake.

In the international context, beset by the constraints imposed by compe-

The future of technical and vocational education is generating heated debate nearly everywhere in the world. Of course, this concern is not new, but since the early nineties, the collapse of planned economies and the emergence of globalization have put it at the centre of reflexion on some of society's greatest challenges: unemployment, modernization, competitiveness, and the struggle against poverty and exclusion.

titution and vanishing employment opportunities, the main concern is invariably how to bring teaching closer to the workplace. This seems to be currently the case everywhere.

In advanced industrial economies, especially in Western Europe, unemployment, the lack of job security, and social exclusion have become part and parcel of the economic and social landscape. In the least developed economies, the prospect of employment in the modern sector, once a sign of upward social mobility, has mainly disappeared. The informal sector, often viewed as a curb on development, has reaffirmed its contribution to an increasingly threatened socio-economic stability. Until very recently, the economic performances achieved

by certain North and South-East Asian economies raised hopes high and seemed to hold out a promise of economic development and social progress. The Asian crisis has somewhat dashed these expectations. Neither are the emerging economies in Latin America able to provide a more promising model. If the moder-



Photo: IIEP/HEART-NTA¹.

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nization and performance of their economies are unquestionable, these achievements remain vulnerable and their situation is disquieting in terms of employment and poverty.

Besides their negative impact on the number of jobs, economic crises and technical progress also have other consequences with regard to the training of the labour force. Sweeping changes are transforming the very nature of work, and thus the need for appropriate qualifications. At the root of these changes are new ways of organizing production and work itself. The end of *Taylorism*² and the emergence of flexible forms of specialization have had a double effect on both the form and content of work.

Employers today are expecting greater autonomy, initiative, responsibility and communication skills. In educational terms, this implies more advanced general training, including technical and vocational graduates. The demand for versatility and adaptability also argues in favour of broadening and raising the level of qualifications.

In less developed economies, where access to stable, salaried jobs has always concerned only a minority, individuals are forced to take different winding paths reflecting a multitude of situations from being unemployed, working part-time or on temporary contracts with no job security, to being self-employed. Formerly reserved for the least educated sectors of the working population, this fate is now shared by a growing number of increasingly educated professionals, in particular those with secondary school diplomas, as well as technical and vocational qualifications. Faced with this pattern of mobility, one might conclude that uncertainty and instability help to raise general education standards and broaden qualifications, thus allowing the workforce to adapt more easily and to constantly re-educate itself over an entire lifetime.

A number of countries are in the process of adopting reforms aimed at making technical and vocational education more flexible, of a higher quality and capable of responding better and more rapidly to the needs of the labour market while, at the same time, lowering

costs, especially for the government. These reforms are organized around five main aims: structural reform; the reform of curriculum; the revision of certification procedures; the reform of financing; and the transformation of management methods for both education systems and schools.

Structural reform

With the extension of obligatory basic education to eight or nine years, specialization and vocational guidance tend to be postponed until the end of the first cycle of secondary education (junior high school level). In systems where various streams co-exist to train technicians (*technical education*) and to train qualified workers and employees (*vocational education*), the first category has been more developed than the latter. In addition, post-secondary technical education appears to be expanding and spreading everywhere.

These types of reform strive to combine general and vocational education so as to upgrade student qualifications and offer training possibilities over an entire lifetime. With this objective in mind, the rallying call is to teach young people how to learn, how to develop their analytical skills, and to teach them values and behaviour which will facilitate their long-term integration in the workforce. It is also necessary to restore confidence in technical and vocational education, whose image and prestige have often suffered over the years. This 'parity of esteem' is frequently behind reforms which abolish the provision of technical education as a separate stream, outside general education (*South Africa, Argentina, Scotland, etc.*).

Developing competence-based curricula

In many countries, curricula are in the process of being revised in close cooperation with business representatives. The trend is to re-organize courses according to job category. These reforms aim at lessening the clear-cut distinction between general education and technical and vocational education, between initial

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All correspondence should be addressed to:
The Editor,
IIEP Newsletter,
International Institute for Educational Planning
7-9, rue Eugène-Delacroix,
75116 Paris.
Telephone: +33.1.45.03.77.00
Fax: +33.1.40.72.83.66
E-mail: newsletter@iiep.unesco.org
IIEP web site:
<http://www.education.unesco.org/iiep>

education and further training. They also aim at building bridges, enabling easy transition between general and vocational training, and preparing for lifelong learning.

Ideas on how curricula should be set up are also changing. There is more and more concern for the concept of competence. Competences are defined in close collaboration with employers. They serve to define target objectives – overall knowledge, technical ability, and the criteria required to obtain qualifications – and set up training guidelines. A specific feature of these competences is that they are measurable, cumulative and, once validated, can lead to a certification recognized on the labour market.

Most reforms also envisage the strengthening of ties between educational institutions and the workplace through apprenticeship programmes – along the lines of the dual training system in Germany –, or through block-release training. Today, businesses are expected to provide work exposure, and work experience is now an integral part of the curricula of technical and vocational programmes required for certification.

Bringing certification procedures into line

The provision of vocational training in most countries includes several elements which can be the responsibility of the ministry of education, the ministry of labour, the private sector and the business community. The compatibility of these various players cannot be taken for granted. Moreover, the skills acquired in the different sectors are rarely recognized outside of the system that produced them. Several countries are in the process of setting up coherent structures to assess qualifications, which would allow individuals to validate the skills which they have acquired, to negotiate them in different business sectors or regions, thus facilitating mobility and access to lifelong training. The *United Kingdom* and *Australia* were among the first countries to develop a national qualification framework. Less devel-

oped economies like *Jamaica*, *Mexico* and *South Africa* are today looking in the same direction.

Providing stable financing

Faced with the insufficiency of state resources, the diversification of sources of funding for technical and vocational education has become inevitable in a large number of developing countries. As a result, private technical and vocational education has developed by leaps and bounds. However, it is increasingly obvious that it plays a major role only in tertiary activities (the service and commerce sectors). Training for heavy industry, which demands an important investment in workshops and equipment, is still mainly financed by the state.

Other forms of diversified financing have appeared, such as the introduction of school fees in public institutions, the devolution of management and financing responsibilities to the regions or municipalities, the marketing of products and services.

Decentralizing while encouraging autonomy and partnership

A process for decentralization at the regional and institutional level is underway in several OECD member countries, as well as in Latin America. The centres of decision-making must be brought closer to the grassroots, regionally and locally. It is at this level that the needs of business can be most readily assessed, and that dialogue and negotiations with social partners is easiest to organize. This movement for decentralizing technical and vocational education is generally part of a wider policy affecting the overall education system, and responds to a yearning for democracy at both the national and local levels.

At the same time, many reforms seek to increase the operational autonomy of schools. It is often a matter of transforming schoolheads into managers capable of mobilizing resources, dialoguing with business to

identify training needs, finding work exposure opportunities and jobs for their students. Technical and vocational schools are thus developing new functions, and along with their traditional educational mandate, they see themselves assigned the task of integrating students within the workplace under the supervision of the principal and the entire teaching staff.

Most countries also recognize the need for sharing responsibility for running and financing the system between the ministry of education and those involved in creating employment. Businesses are evidently the most closely concerned by this trend. Other actors involved include local authorities, trade unions and private training providers.

This rapid overview shows that far from disappearing, technical and vocational education is changing and modernizing to better meet the needs of the labour market without sacrificing its social function. Nevertheless, numerous questions remain as to the final form this mutation will take. The effects of globalization on skills and the new international division of labour, business strategies in the area of human resources, the predominance of the informal sector in the least developed economies, and the evolution of power-sharing between the various actors are among the factors which will shape future changes. Even if no one can predict with certainty the results of the reforms taking place, a consensus seems to be emerging to recognize the need for an updated form of technical and vocational education.

DAVID ATCHOARENA AND
FRANÇOISE CAILLODS

¹ Taken from *Reforming training governance. The Jamaican experience*, IIEP/HEART-NTA. Forthcoming IIEP publication.

² *Taylorism* is a mode of work organization, dividing the production process into elementary tasks, requiring narrowly-defined qualifications.

A more detailed article on this topic by the same authors appears in: *Prospects*, Vol. XX, No. 1, March 1999 (Issue No. 109), IBE:Geneva.

Benin – An information system on educational expenditure

At the request of the National Ministry of Education and Scientific Research, and the CLEF/USAID¹ project, IIEP provided technical support for the drawing up of an 'education account' in Benin. This 'account' attempted to gather all educational cost flows within a coherent framework and thus constituted an information system on educational expenditure.

IN 1996, fifty million CFA Francs (around \$90 million) was spent in Benin for the education of around a million students. This sum includes overall public, private and foreign funding aimed at providing human and material resources and equipment to public and private schools, including nurseries, primary and secondary schools, and universities, under the supervision of the National Ministry of Education. It also includes expenditure on general administration, the training of personnel, educational research, as well as the purchase of books, school supplies and uniforms by the families.

Educational expenditure thus represents 4.4 per cent of GDP, and approximately 9,000 CFA Francs per inhabitant, or 50,000 CFA Francs per student. Three years previously, in 1993, the portion of educational expenditure of GDP was 4.5 per cent. Educational expenditure has increased in real terms over the same period, but it has risen less slowly than the number of students; and the average cost per student, evaluated in inflation-adjusted francs has fallen by approximately 11 per cent (*Table 1*).

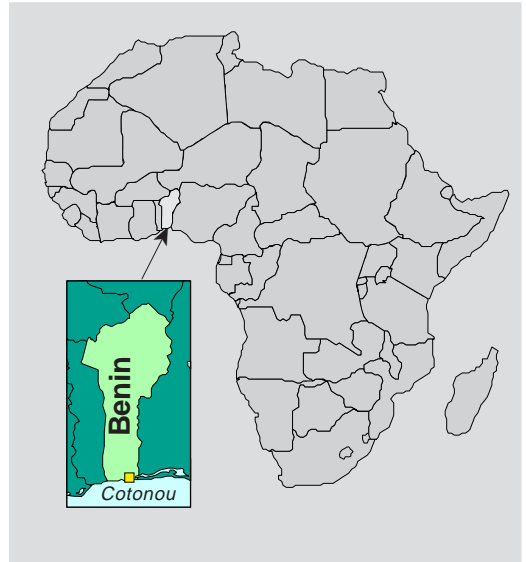
Families finance nearly a quarter of total expenditure

The Government is the main source of funding for education, representing 58.8 per cent of overall expenditure. This high proportion results from the overwhelming role of the public sector

in education. If local authority contributions (1.1%) and foreign financing in the form of repayable loans (0.9%) are added to this, all public bodies financed 60.8 per cent of overall education expenditure. This portion has fallen slightly during the 1993–1996 period.

Parents pay for nearly a quarter (24.2% in 1996) of educational expenses. Their relative contribution has been rising since 1993 (21.4% at the time). The heavy financial involvement of families takes three main forms: subscriptions for public schools, admission fees for private schools, the purchase of books, school supplies and khaki uniforms.

NGOs finance 6.2 per cent of total expenditure. The main source of financing is often foreign, and NGO financing can be classified along with that of foreign grants (6.3%). Besides



these sources of funding, schools have often mobilized various extra-budgetary resources which cover about 2.5 per cent of overall expenditure (*Table 2* and *Figure 1*).

A university student costs 15 times more than a primary school pupil

Primary education which enrolls the highest number of students is, not surprisingly, the area which receives the greatest financial assistance (42.3% of the total). This portion tends to increase slightly, while the portion

Figure 1: Structure of the financing of education, 1996

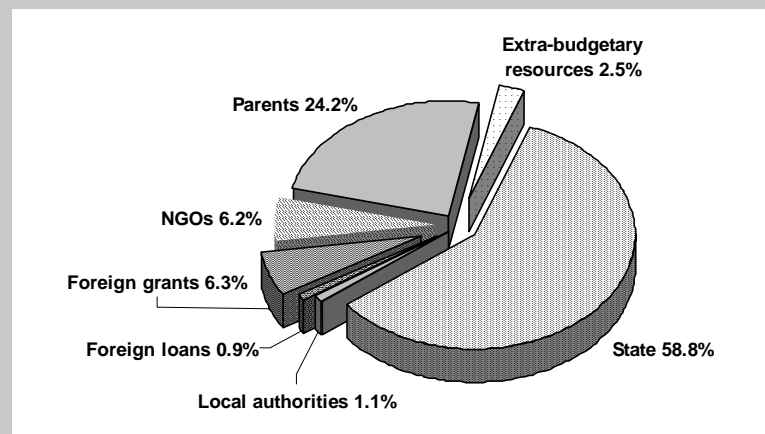


Table 1: Development of educational expenditure

	1993	1994	1995	1996
Educational expenditure (in billions of current CFA Francs)	27.0	37.3	43.0	50.1
% GDP devoted to education	4.5%	4.5%	4.3%	4.4%
Students (thousands)	780	837	910	992
Cost per student (current CFA Francs)	34 600	44 600	47 200	50 500
Educational expenditure (in billions of CFA Francs at 1996 prices)	44.4	45.9	45.8	50.1
Cost per student (in CFA Francs at 1996 prices)	56 900	54 900	50 400	50 500
State share	64.8%	62.7%	59.9%	58.8%
Parent share	21.4%	21.4%	22.8%	24.2%

attributed to higher or secondary education show a downward trend.

A primary school pupil costs an average of 26,300 CFA Francs annually. A student at general secondary school level requires twice this amount. Technical and vocational training or university has unit costs which are much higher, respectively eight times and 15 times the financing of a primary school pupil (*Table 3*).

Private schools at all levels enrol about 93,000 students, i.e. 9.4 per cent of the total student population. Their average costs per student are higher than public schools for primary and general secondary schools. Beninese private education is concentrated in large urban areas in the south of the country, and is aimed at a clientele that is sufficiently well-off to be able to support this level of spending. Private education receives no material financial assistance from the state, and is funded primarily by the families, themselves. For technical and vocational education or university education, the average expense per student is lower in private schools. This situation is explained by the lower costs incurred by private schools when providing training in the tertiary sector (i.e. services and commerce). The average cost for public technical and vocational schools includes important capital expenditure connected with the building of new technical colleges.

A tool for monitoring education costs

These preliminary results were obtained from an 'education account'

that was established for 1993-1996. This 'account' contains 34 tables describing cost flows in the area of education. It employs three nomenclatures describing the area of education (according to level, activities, type of school), the sources of financing, and the nature of expenses. Eight analytical tables describe the financing of education or school activities; seven tables describe the expenses incurred by each source of financing; fifteen tables describe the resources and expenses of various types of schools or activities; finally, four tables describe the average cost per student.

Drawing up the 'education account'

DRAMANE OULAI AND SERGE PÉANO

Table 2: The financing of education in 1996

	<i>in millions of CFA Francs</i>				Total
	State, communities foreign loans	Parents	NGOs and foreign aid	Extra budgetary resources	
Nursery schools	487	177	-	24	688
Primary education	14 966	2 290	3 381	551	21 188
Secondary education (general)	4 373	2 803	208	292	7 676
Technical/vocational education	1 227	625	361	98	2 311
Higher education	3 726	823	411	274	5 234
General administration	3 255	178	1 086	-	4 519
Staff training and research	875	-	753	-	1 628
Family purchases (books, supplies...)	-	6 871	-	-	6 871
Bursaries and grants	1 530	-1 629	99	-	-
Total	30 439	12 138	6 299	1 239	50 115

Table 3: Average expenditure per student 1996

	<i>in CFA Francs</i>				
	Nursery	Primary	Secondary General	Secondary Tech/Voc.	University
State schools	36 200	25 500	43 900	334 000	398 000
Private schools	38 300	37 200	106 800	91 000	326 000
Overall average	36 600	26 300	53 100	201 000	392 000

Note: Family spending for books, school supplies and uniforms are not included.

1. CLEF/USAID = Children's Learning and Equity Foundations/United States Agency for International Development.

Training educational managers for Latin America's future

*A recent forum on **Training for educational management in Latin America**, held on 11 and 12 November 1998 at IIEP's new office in Buenos Aires, Argentina, provided an excellent opportunity for education ministry officials, researchers and trainers of educational managers from Mercosur countries to discuss the region's future needs in educational management. The following five priorities were defined for the training of the new generation of educational managers in Latin America ...*

FIRST and foremost, participants in the forum stressed the need to recognize that *having properly qualified people is fundamental to the success of any educational reform*. Research has shown that some of the difficulties and inertia encountered when implementing reforms can be ascribed to a lack of adequately trained staff at the various levels of the education administration. Nevertheless, acknowledging the central role of human resources implies designing more effective training strategies, and obviously there must be a significant increase in the investment made in training.

Second, the forum served to highlight the *need to refrain from thinking of the problem as a training deficit in levels other than one's own*. It is widely believed that training should aim at the local level: the municipality, the education district, and/or the school. However, the forum discussions showed that the changes made at local level and the transfer of responsibilities inherent in all decentralization processes, must also entail modifica-

tions in duties at central level. Similarly, this also affects the relationship between politicians and technical people, between researchers and decision-makers.

Third, *training must mesh with research and technical assistance*. Forum discussions helped to confirm the assumption that there is no one complete body of knowledge available which can be passed on through training. The educational-reform processes now underway are bringing forward new issues and new forms of knowledge. Hence, machinery needs to be set up to ensure smooth links between training, on the one hand, and research and technical assistance on the other. Such mechanisms vary from the active participation of those implementing educational reform as part of training programmes, to the inclusion of evaluation and technical monitoring instruments within the reform process. This would enable fast and systematic learning.

Fourth, *management training should include a sharp focus on relational skills and politically ethical*

commitment. The discussions highlighted that educational management requires not only technical know-how but also abilities such as leadership and negotiation skills, as well as a strong moral commitment to solving the problems caused by widespread social exclusion. The debate on the best ways to develop such skills has begun.

Finally, it was agreed that *training should involve other actors and not merely those who play a direct part in management processes*. Three very important actors were mentioned because of the crucial role they play in educational reform: *journalists* who inform the public about the progress of educational change, *leaders of teachers' unions*, and *political leaders*.

These five conclusions constitute an important input which should help IIEP to define the best ways and means of training human resources, future generations of educational managers in Latin America, as well as to determine the target populations for the work of the Institute.

JUAN CARLOS TEDESCO

Seminars on current issues in educational planning

The most recent seminar, held on 28 January 1999, was concerned with *Analyzing the process of transforming education in Latin America*.

Presented by Juan Carlos Tedesco, Director of the IIEP Office in Buenos Aires, this seminar looked

at recent educational reforms in Latin America by examining the two-way linkages between educational development and national levels of social and economic equity. It was emphasized that Latin American countries had now realized the importance of education in strategies

aimed at promoting economic competitiveness and political democracy.

If you are passing through Paris in the near future, don't forget to contact Ken Ross at the IIEP to see whether a seminar coincides with your visit.

k.ross@iiep.unesco.org

Teacher management: decentralization alone is not enough

Major policies and practices currently used in primary-school teacher management were discussed at a recent joint IIEP/DSE sub-regional workshop on **The Management of primary teachers in South Asia**, held in Sri Lanka from 14 to 18 December 1998. Participants from four Asian countries highlighted the issues involved and defined priorities for future action in the sub-region.*

In all four countries represented at the workshop – *India, Nepal, Pakistan and Sri Lanka* – major contradictions characterize policies for the management of primary-school teachers. On the one hand, there is an increasing demand for highly skilled and experienced teachers to raise standards in primary schools whilst coping with difficult working conditions (multi-grade teaching, large classes, schooling children with learning difficulties, etc.). On the other hand, there is a tendency to lower the minimum qualification required for primary-school teachers, to reduce the length of pre-service teacher training, and to create a body of non permanent low-paid teachers.

Even more important, both efficient teacher management and teacher job satisfaction are seriously affected by a lack of staff planning and adequate supervision, as well as widespread political interference into administrative decisions on posting, transfer and promotion. The widely-observed quantitative and qualitative imbalances in teacher provision (overstaffing and concentration of qualified teachers in privileged areas; long-term vacancies, and the shortage of experienced staff in schools in remote areas), together with high rates of teacher absenteeism, are at least partially induced by these problems of

teacher management.

Steps towards decentralization, as a possible 'remedy' to these deficiencies, have already been taken in all four countries. In the case of *Madhya Pradesh-India*, the local recruitment of contractual teachers has helped to redress the chronic teacher shortage in remote areas. *Sri Lanka, Nepal*, and to a lesser extent *Pakistan*, are currently reinforcing the responsibilities of district and sub-district education offices with regard to teacher recruitment, appraisal and transfer. At the same time, however, there are a growing number of complaints of incompetence and political 'bias' on the part of these new management

Efficient teacher management and teacher job satisfaction are seriously affected by a lack of staff planning and adequate supervision, as well as widespread political interference ...

committees established not only at the district and sub-district levels, but also at the local and school level. In some cases, they have even led to the creation of new supervisory or monitoring bodies at the central level, such as the *Teaching Service Commission* in Nepal, or the new *Central Unit for Monitoring Resource Management* in Sri Lanka.

Throughout the workshop discussions, it became clear that decentralization of teacher management responsibilities is indispensable. As

long as the school and intermediate administrative levels are not actively and competently involved in the planning, monitoring and management of teaching staff, efficiency will continue to remain wishful thinking. However, decentralization on its own is insufficient to ensure efficient teacher management. It must be accompanied by the implementation of certain supportive measures enhancing the capacities and motivation for good staff management.

According to the workshop conclusion, future action should be concentrated in the following *four* areas. *First*, organizational audits of the strengths and weaknesses and possible improvements of critical teacher management processes should be conducted. *Second*, simple information and monitoring systems for teacher management purposes should be established at the school and intermediate administrative levels. *Third*, education officials at the intermediate levels should be trained in staff monitoring and management. *Fourth*, incentive schemes should be developed and implemented to reinforce good teacher management practices.

An interesting workshop, leaving considerable scope for reflexion and future action.

GABRIELE GÖTTELMANN-DURET

* DSE = German Foundation for International Development.

Educational supervision in French-speaking Africa

Recent research, including work done by the IIEP on the running of schools in Mali and elsewhere, has confirmed the need for a systematic analysis of problems inherent in the supervisory services in several countries and to identify appropriate strategies to revitalise their operations. In the context of a research project undertaken by IIEP for improving supervision practices, an important number of activities were carried out in Asia and Africa¹.

IN co-operation with the Malian Ministry of Basic Education and National Commission to UNESCO, the IIEP organized, in December 1999, a sub-regional workshop on *Improving educational supervision and support services in schools* for five French-speaking West African countries: *Benin, Burkina Faso, Ivory Coast, Mali and Senegal*. Attended by 24 participants, for the main part officers working for central and regional inspection and pedagogical counselling, supervisory training and regional educational services. The workshop's objective was to examine the way supervisory and support services for schools operated in the participating countries, so as to identify strategies likely to render these services more efficient. The group-work focussed on: the organization and operation of school supervisory and support services, innovative experiments both in the countries present and internationally, the training of inspectors and teaching counsellors in the participating countries, analyzing existing programmes and defining future strategies, and ways of improving supervisory and support services in schools within the region.

Complexity and innovation

Based on the national diagnoses prepared by the participants, the actual situation can be resumed in a few key phrases: overworked inspectors, disparities in the deployment of

supervisory units, lack of supervisors for school districts, a definite ageing among staff and the absence of women inspectors, poor or inadequate training, insufficient managerial support tools ill-adapted to teacher needs, inhospitable premises; a dearth of modern technology, unreliable statistical databases, unwieldy analytical documents, and finally, an insufficient follow-up of inspector reports. In short, there is an urgent need to redefine the administrative and teaching functions bearing in mind the different levels of intervention: the system, the school, and the teacher. It was estimated that inspectors in the different countries spent between 40 to 54 per cent of their time on purely administrative tasks (probably a conservative estimate), while visits to schools took up only 5 to 15 per cent of their time.

Nevertheless, changes and innovation are starting to appear. In *Mali*, inspectors are given an official status, in *Benin* younger inspectors are being hired, in *Senegal* assistant inspectors were phased out, and in *Burkina Faso* a new experimental approach is being implemented which strives at partnership between supervisors and teachers, with a crucial role played by the schoolhead for whom a set of standard operating procedures have been developed.

Priority areas for action

At the end of the workshop, discussion how to develop strategies for improving

supervisory services made it possible to identify the following areas where concrete steps could be taken:

- the redefinition of the role to be played by inspectors and teaching counsellors;
- the strengthening of institutional, human, methodological and material supports available to inspectors and teaching counsellors to fulfill their tasks efficiently and play a full role in the monitoring of education systems;
- improving the use and follow-up of reports of the supervisory personnel;
- upgrading the initial and in-service training of inspectors and teaching counsellors. In this respect, a number of training areas were highlighted: *teaching aids and tools for evaluating learning; curriculum development; planning, supervision and administration of education; resource management; new information systems and the use of information technology (IT)*. To upgrade training, it is essential to set up mechanisms for analyzing needs and developing continuous training modules within a national training plan.

Finally, the workshop drew attention to the need for communication at the regional level as well as among the various countries, especially on training content for inspectors and teaching counsellors, and support tools for teachers. This is aimed at developing a counselling role, as opposed to

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¹ See *IIEP Newsletter*, Vol. XV, No. 3, July-September 1997; Vol. XVI, No. 4, October-December 1998.

Distance learning: Some interesting examples

*IIEP organized its third annual workshop on **The planning and management of distance learning** at the Sukhothai Thammathirat Open University, Thailand, on 14-18 December 1998. Designed to give educational administrators, policy makers and managers an overview of the skills and techniques essential for the planning and management of distance-learning systems and an insight into the potential and limitations of these systems, the discussions highlighted some interesting examples of distance education programmes in different parts of the world.*

DISTANCE education is playing an increasingly important role in both formal and non-formal education. Societies require education systems which are flexible, accessible, cost effective and give lifelong access. In this, distance learning provides extensive coverage, individual choice and quality assurance for an outlay often well below that required by traditional alternatives.

Held on the campus of one of the world's 'mega' universities, Thailand's Sukhothai Thammathirat Open University (STOU), the workshop on *The planning and management of distance learning* was concerned with the management of distance education at all levels of both formal and non-formal education – primary, secondary, tertiary, training and development programmes, and community education. It brought together 30 participants from 14 countries: *Bhutan, China, India, Iraq, Macedonia, Mongolia, Nepal, Pakistan, the Philippines, Singapore, South Africa, Thailand, Uganda, and Viet Nam.*

During the workshop, the following interesting examples of distance

education programmes were highlighted by the participants.

► **Bhutan.** Since 1995, the *National Institute of Education (NIE)*, Samtse, Bhutan, has offered a distance study programme for in-service primary school teachers. This five-year course is based on the conventional pre-service B.Ed. course offered by NIE.

► **China.** The *China Radio and TV University (CRTVU)* is constructing an interactive distance education system combined with satellite TV and computer networks, to be operational within three to five years. Interactive real-time training will be organized between CRTVU and the urban areas of China. In the undeveloped areas non-real time interactive training will be introduced using learning packages and assistance in the training centres.

► **Iraq.** Since initial education cannot meet the needs of people to adapt themselves to changes in their environment, lifelong education is a necessity in Iraq. Equally important is the need to prepare an adequate environment that encourages and accommodates this type of learning. The *Educational Open College* is

therefore being established to meet both societal and educational requirements.

► **Macedonia.** A small country, with a child population of about 600,000. Since independence from Yugoslavia in 1991, Macedonia has reorganized its system of in-service teacher training in an effort to make it cost-effective, sustainable and interactive. In order to disseminate this new model to the country's 8,500 teachers, a distance education approach is being prepared.

► **Nepal.** In this mountainous country, one of the main objectives is to use distance education to train untrained primary school teachers (56% are still untrained). The *Radio Education Teacher Training Project* was created 20 years ago for this purpose. In 1999, distance training (using radio lessons, self-instructional materials, and contact sessions) will be provided for 10,000 primary school teachers throughout the country.

► **Philippines.** The *University of the Philippines Open University (UPOU)* seeks to develop a system of continuing education for sustaining professional

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the traditional role of simply controlling the education system and teachers. An idea warmly advocated by participants was the creation of an electronic communication network. This could contribute towards changing the working methods and reinforcing the

efficiency of supervisory services. The headquarters for this network could be located within the training institutions themselves, who are responsible for the initial training of inspectors.

These new approaches provide a challenge to all those involved in the

supervision of schools at the different levels of the education system.

ISABEL DA COSTA AND THIERRY MALAN

This article is based on the General Report of the workshop prepared by E. Sangara (Mali) and M.A. Sall (Senegal).

growth and improving technical skills, particularly for those who cannot leave their jobs or homes. UPOU also wishes to contribute towards upgrading the education system of the country by developing, testing, and utilizing innovative instructional materials and technologies and sharing these with other colleges and universities through co-operative programmes.

► **South Africa.** An Internet-based Master's degree in Public and Development Management is being launched. Successful piloting of the project in 1999 would pave the way for the delivery of other Internet-based management development programmes in the year 2000.

► **Uganda.** As part of the primary education reform programme, a new delivery and support system – the *Teacher Development and Management System (TDMS)* – has been developed to assist those who can improve pupil learning at the classroom, school and community levels. Courses for headteachers and untrained/under-trained teachers are delivered through self-study modules and other print materials, peer group meetings, residential sessions, and tutoring support in co-ordinating centres given by college administrators, district education officials, etc.

► **Viet Nam.** The distance education programme of the *English Language*

Teacher Training Project (ELTTP) has been designed to improve English language teaching in lower secondary schools in Viet Nam by developing the capacity of local institutions to train and upgrade teachers of English at school, college and university level. Print and audio/video materials will be used in the distance education programme, serving approximately 500 participants in eight to ten provinces by the year 2002.

These examples illustrate how easily distance learning can be adapted to a variety of contexts and needs, and at the same time tailored to suit different budgets.

JOHN HALL

COMPUTER CLUB

The early bird catches the ...

WHERE would you rather be on a cold, wet, and dark winter morning in Paris? Instead of staying in bed with a nice hot *café au lait*, many of us chose to get onto an empty *metro* to attend the IIEP's new *Early Bird Computer Club* classes held between 8.00 and 9.30 a.m. on Wednesday mornings – just before the Annual Training Programme (ATP) sessions begin for the day. The *Club* was organized by the IIEP following a request from participants in the 1998/1999 ATP trainees to have extra optional tutorials in computer skills in order to assist those with little or no experience before coming to Paris.

The initial *Early Bird Club* meetings were devoted to the acquisition of basic skills in the use of computers. Trainees learned how to manipulate some *Windows 95* tools, create text documents, and carry out simple calculations. Then later meetings concentrated on more complex tasks that harmonized with the computing requirements of the ATP – such as using different software configurations to develop charts, to calculate complex formulae, and combining word processor and

spreadsheet outputs to produce a single document, elaborating documents with tables, footnotes, and equations, etc.

The *Club* had consistently high attendance with an average of about 20 trainees per session even during the bouts of bad weather. By Christmas, all *Club* members had overcome their fear of computers and begun to see them as tools that could enhance their productivity.

The confidence gained was also evident beyond the *Club* sessions. It has enhanced trainees' work in other ATP units. As a result, the initial two computers that were set aside for us to send and receive e-mails and to surf the Internet soon proved insufficient to meet the demand, and, on request, the IIEP kindly provided another two.

The *Early Bird Club* meetings had three main features that made the learning process both an enjoyable experience and very worthwhile. *First*, attendance was strictly voluntary. No one was forced to attend the sessions, which helped to create a relaxed atmosphere in which participants were not embarrassed to ask simple questions. *Second*, the contents of the sessions were based on a list of the

skills that trainees wanted to learn and which were linked to the planning tasks required in the ongoing ATP activities. *Third*, learning progress at *Early Bird Club* meetings was systematically monitored through a self-evaluation of skills and concepts so that participants could actually see how they were progressing.

Thanks to the commitment and efforts shown by Mioko Saito, Khadim Sylla and Kenneth Ross in answer to the trainees' cry for help, the *Early Bird Computer Club* has helped them to master modern technology and put it to good use. Computers are powerful information management tools that can assist ministries of education in making more informed decisions and it is the duty of educational planners to keep abreast of technological development.

The trainees enthusiastically recommended that the *Early Bird Computer Club* be made a permanent feature of future Annual Training Programmes.

ARCHIBALD MAKGOTHI
AND BEN ESHUN
(1998/99 ATP TRAINEES)

Improving school efficiency in Asia

a seminar of the ANTRIEP network



The Asian Network of Training and Research Institutions in Educational Planning (ANTRIEP), which was created, three years ago in New Delhi, organized the third meeting of its member institutions on 18 December 1998 at the National Institute of Education, Colombo, Sri Lanka. As on previous occasions, the meeting was preceded by a three-day seminar, this time on the topic of 'Improving school efficiency'. Both events illustrate how ANTRIEP has acquired a strong identity and become a concrete example of South-South co-operation.

THE seminar on *Improving school efficiency* was attended by senior decision-makers from Ministries of Education, researchers, staff from ANTRIEP member institutions and representatives from international agencies from 12 Asian countries (*Australia, Bangladesh, Bhutan, China, India, Indonesia, Korea, Malaysia, Maldives, Nepal, the Philippines and Sri Lanka*).

The discussions focussed on the relationship between school efficiency and the policies allocating more autonomy to educational institutions, and centred around *five* topics. *First*, an overview of the trend towards school autonomy in the region was obtained through a few presentations and an exchange of experiences. *Second*, the implications of this trend for the school were reviewed by focussing on the role of the headteacher and community involvement in making schools more efficient. The following *three* topics concerned the implications of school autonomy at the system level, concentrating on three specific management functions, which play a key role in monitoring school efficiency, namely supervision, evaluation and assessment, as well as teacher management.

Among the issues highlighted were the following:

➤ School autonomy is on the agenda in a good number of countries, but starting from different rationales. Many participants pointed out that, so far, no clear linkage can be found

between school autonomy and school efficiency. More important considerations in the policy towards school autonomy are probably an expectation that this would release additional resources and a general distrust of the efficiency of government initiatives.

➤ This does not mean that no good planning or pedagogical arguments exist to give schools more decision-making power. Experiences from around the table confirmed that the most beneficial evaluation and supervision strategies start at the school level. The decentralization of teacher management to the school level can also have a positive impact on efficiency, but the politicization of recruitment processes, at present a reality in many countries, might make matters worse.

➤ School autonomy can take many different forms. The school can become just an additional layer in the hierarchy or it can be identified and supported as the primary unit for improvement with little or no intermediate structures between the school and the central authority. The core question, *Who decides about what aspect of school functioning?* is being answered in diverse ways in different countries. In addition, the schools themselves accommodate various actors who do not all interpret more autonomy in the same way.

➤ One of the key issues concerns the impact of school autonomy on other administrative levels. The continued

- Members of ANTRIEP*
- ◆ *National Academy for Educational Management (NAEM), Bangladesh.*
 - ◆ *Campaign for Popular Education (CAMPE), Bangladesh.*
 - ◆ *Bangladesh Rural Advancement Committee (BRAC), Bangladesh.*
 - ◆ *Shanghai Institute of Human Resource Development (SIHRD), China.*
 - ◆ *National Council of Educational Research and Training (NCERT), India.*
 - ◆ *National Institute of Educational Planning and Administration (NIEPA), India.*
 - ◆ *Centre for Multi-Disciplinary Development Research, (CMDR), India.*
 - ◆ *Uttar Pradesh State Institute of Educational Management and Training (SIEMAT), India.*
 - ◆ *Office for Educational and Cultural Research and Development (Balitbang Dikbud), Indonesia.*
 - ◆ *Korean Educational Development Institute (KEDI), Republic of Korea.*
 - ◆ *Institut Aminuddin Baki, Malaysia.*
 - ◆ *National Centre for Educational Innovation and Development (CERID), Nepal.*
 - ◆ *Research Centre for Educational Development (NCED), Nepal.*
 - ◆ *Academy of Educational Planning and Management (AEPAM), Pakistan.*
 - ◆ *National Institute of Education (NIE), Maharagama, Sri Lanka.*
 - ◆ *Regional Centre for Educational Innovation and Technology, South East Asian Ministers of Education Organization (SEAMEO-INNOTECH), Philippines.*
 - ◆ *International Institute for Educational Planning (IIEP), UNESCO, Paris.*

existence of these (district, regional, ...) levels in many countries seriously handicaps school autonomy. But the downsizing, if not the complete dismemberment of these levels, is not only politically very difficult, but could also have detrimental effects on the weaker, smaller schools. School clustering, as implemented in many countries, provides only a partial answer to this dilemma. ➤➤

► The country experiences also posed the question of how far the introduction of school autonomy can follow an incremental approach, with the risk of obstruction, or should there be a radical move, at the risk of the main actor, the headteacher, not being fully prepared.

The ANTRIEP meeting

The seminar was followed by the restricted meeting of ANTRIEP members, in which 13 out of the 17 member institutions took part. A report, prepared by the network's focal point, the Indian National Institute of Educational Planning and Administration (NIEPA) highlighted progress

made since the previous network meeting, and commented on the remaining challenges.

Progress can be seen on *two* levels. *First*, ANTRIEP continues to expand and is beginning to find its own identity. Three new members have joined since the meeting in May 1997 (see box of ANTRIEP current members on p. 11). *Second*, the intensity of contacts continues to increase. Several participants commented on the usefulness of the network in strengthening the impact of their respective institutions. Many contacts are of a bilateral nature, and one of the challenges lies in developing more activities involving several, and if possible all, network members. The preparation of the

seminar on *Improving school efficiency* was a good example of such an activity since many contributions and presentations were made by member institutions.

Finally, it was decided that the next ANTRIEP meeting – to take place around mid-2000 – should be organized in a similar way, namely jointly with a seminar on *Evaluation and quality improvement of education*. In the meantime, in order to strengthen collaboration between members, participants proposed to design and implement a common project with different research and training components on a fairly broad central topic, such as *School management*.

ANTON DE GRAUWE



Education and Human Rights on the eve of the 21st Century

ON 7th and 8th December 1998, UNESCO celebrated the 50th anniversary of the *Universal Declaration of Human Rights*. More than a mere celebration, it was a milestone in the long and difficult history of Human Rights and the event turned out to be an opportunity to arouse awareness and strengthen political commitment worldwide. Half a century after signing the Declaration, it was not simply a matter of taking stock of the progress made, but also an occasion to reflect on the threats which are looming up on the horizon of the 21st century.

Considerable progress has been made, over the past 50 years, in legally guaranteeing human rights. Numerous international conventions have helped human rights to cover civil and political rights, social, economic and cultural rights, women's and children's rights. Yet, despite the recent decline of totalitarian ideologies, violence between individuals and ethnic groups is still

prominent: the problem of refugees, poverty and social rights, persistent racialism and crimes against humanity, and many more atrocities denounced by political, religious personalities, U.N. officials, Nobel Prize winners, writers, philosophers and artists.

As we enter the third millennium, two major threats to the future of human rights hover ominously on the horizon. The *first* is ideological. Even if the principle of the Declaration is accepted everywhere today, the type of rights it lays down is still contested by some governments, religious or political authorities. In the two days of discussion and reflexion at UNESCO Headquarters in Paris, the universal and indivisible nature of the Declaration was highlighted. Human dignity cannot exist alongside extreme poverty and illiteracy, or where basic medical care and social protection are lacking. Human beings are unique and their basic rights are the same anywhere, no matter what society or culture they live in. The *second* major challenge for

human rights in the next century is man's own ingenuity. Advances in science and technology can trigger off ecological or genetical disasters for parts of humanity. In today's world, the implications of such progress on the environment, genetic heritage or the development of electronic communication have to be measured and the respect of human rights ensured. For example, how to define freedom of expression and communication for the Internet?

Finally, the speakers constantly reminded their audience of the importance of education and training. Educating people in human rights is vital for humanity if societies wish to build their history on the principles of solidarity and non-violence. Educating for peace and human rights will help to promote social responsibility, develop respect for others, and create a culture of solidarity among the peoples of this planet.

ESTELLE ZADRA



“An institution in touch with its environment”

- **Meeting of National Research Co-ordinators for the SACMEQ II Project**
(Harare, Zimbabwe
15-26 February 1999)

It is expected that at least ten Southern African Ministries of Education will participate in SACMEQ's second educational policy research project, SACMEQ II, commenced in 1998 and due for completion in the year 2000. The meeting in Harare has been organized in order to provide training and practical field experience in several aspects of educational policy research, all essential to the success of the project. The National Research Co-ordinators will review the data collection instruments and manuals, do a trial run of data collection, as well as undergo training in the computer-based entry, cleaning an analysis of data. Plans will also be made for a SACMEQ Policy Forum, probably, late 1999, at which the Co-ordinators will present their research findings to their respective Ministers of Education.

- **Team workshop on 'Education and training for disadvantaged groups' in French-speaking Africa**
(Conakry, Guinea
March, 1999)

This workshop is organized within the framework of a study on three programmes for out-of-school children: the *Centres for Non-formal Basic Education* (CEBNF) in Burkina Faso, the *'Nafa' Centres* in Guinea, and the *Centres for Education and Development* (CED) in Mali. The research project is being undertaken in partnership with the ministries of education of the three countries, and the work is carried out in close collaboration between IIEP and three national teams created specifically for this purpose. In each country, the same thematic and methodological

framework is used for the research in order to allow for a comparative analysis and to facilitate exchanges. This second workshop, organized in collaboration with the Guinea Republic National Commission for Basic Education for All (CONEBAT), will examine the results of the surveys undertaken by the teams on a sample of centres.

- **'The management of change: the training needs of educational centres'**
(Buenos Aires, Argentina
16-18 March, 1999)
- **'The management of educational change and communication strategies: the training needs of communicators'**
(Buenos Aires, Argentina
22-23 March, 1999)

As part of its programme to provide training support to personnel involved in the reform of education systems in Latin American countries, IIEP's regional office in Buenos Aires is organizing two training seminars targeting *three* main groups: personnel responsible for the planning and management of education systems at different levels, school teams and other local education officers, and, specifically in the second seminar, personnel involved in the communication of the education reform procedures. At these two meetings, the training needs of each group will be analyzed in order to identify the most appropriate training strategies.

- **Workshop on 'Alternative strategies for educating disadvantaged children and youth'**
(Buenos Aires, Argentina
24-26 March, 1999)

This workshop will bring together representatives from a selection of education programmes for disadvantaged groups in *Brazil, Costa Rica, El Salvador* and *Uruguay* – programmes on which case studies will be undertaken in 1999. The teams for each of the selected projects will be composed of programme organizers and a researcher. The methodology to be used for the studies will be presented, discussed and finalized by participants during the workshop.

- **Second meeting on 'Budgetary procedures in Cambodia, Laos and Viet Nam'**
(Ho Chi Minh, Viet Nam,
20-24 April 1999)

In 1998, the IIEP initiated, with teams of national experts, a comparative research activity on budget preparation and implementation procedures. The *first* meeting, held at Siem Reap in Cambodia in November 1998, allowed participants to study budget procedures in the three countries. The *second* workshop will help participants to analyze in greater depth the links between planning and budgeting, management and budget, the issues related to budget items and norms, or the control of expenditures. A *third* workshop will take place in the year 2000 and, subsequently, three national case studies will be published by IIEP.

- **Intensive course on 'Costs, financing and education budgets'**
(Kathmandu, Nepal
17-28 May 1999)

This course is addressed to planners and those responsible for drawing up education budgets in *six* Southern Asian countries (*Bangladesh, Bhutan, India, Maldives, Nepal, Sri Lanka*). It will deal with the adaptability of economic concepts to education, cost analysis issues, problems of financing education, the preparation and implementation of budgets.

- **Research workshop on 'Budget procedures in Central Asia and Mongolia'**
(Cholpan-Ata, Kyrgyzstan
21-25 June 1999)

This is the final research review workshop organized within the framework of IIEP's research programme on ***Budget procedures in Central Asia and Mongolia***. The six national teams have prepared reports which are both descriptive and analytical of the budget procedures in their respective countries. The workshop will provide an opportunity for the teams to further their discussions on budget items and the use of norms, the impact of decentralization or the introduction of fees. The national studies will be published by IIEP in the course of 1999 or early 2000.

RESEARCH AND STUDIES PROGRAMME

▣ TRENDS IN SCHOOL SUPERVISION

Supervision and support services in Asia. Volume I: A comparative analysis, by G. Carron, A. De Grauwe and R. Govinda. 1998. 96p. ISBN 92-803-1172-7. **Volume II: National Diagnoses** – Bangladesh, the State of Uttar Pradesh (India), Republic of Korea, Nepal, Sri Lanka. 1998, 316p. ISBN 92-803-1172-7.

Supervision for the self-managing school: the New Zealand experience by Val Fergusson. 1998, 58p. ISBN 92-803-1174-3.

▣ THE MANAGEMENT OF TEACHERS

The utilization, deployment and management of teachers in Botswana, Malawi, South Africa and Uganda edited by Gabriele Göttelmann-Duret and Joe Hogan. 1998, 93p.

La gestion des enseignants de premier cycle au Bénin, Burkina Faso, Mali et Sénégal, edited by Gabriele Göttelmann-Duret. 1998, 68p.

▣ STRATEGIES OF EDUCATION AND TRAINING FOR DISADVANTAGED GROUPS

Répondre aux besoins des jeunes défavorisés: quelques expériences en Afrique de l'Ouest by David Atchoarena and Anatole Niamego. 1998, 132p. ISBN 92-803-2173-0

Stratégies pour les jeunes défavorisés: état des lieux en Afrique francophone sub-saharienne by Fanny Chauveau. 1998, 128p. ISBN 92-803-2175-7.

Education and training strategies for disadvantaged youth in South Africa by Candice Harrison and Linda Chisholm. 1999. 53p.

Attacking urban poverty: How can universities help? Project TELL: telecommunciations for learning by William Kornblum and Helen Birenbaum, the Stanton/Heiskell Center for Public Policy and Telecommunications and Information Systems, City University of New York. 1999, 52p.

Stratégies pour les jeunes défavorisés: Etat des lieux dans la région arabe by Muriel Poisson. 1999. 140p.

Proyecto "Amigos de los niños de la calle" – Aportes desde la Pontificia Universidad Católica del Perú by Haydée Alor Luna. 1999, 122p.

▣ SCHOOL MAPPING AND LOCAL-LEVEL PLANNING

Décentralization, partenariat et carte scolaire: le cas français by Patricia Dias Da Graça. 1998, 85p. ISBN 92-803-2176-5.

▣ NEW TRENDS IN TECHNICAL AND VOCATIONAL EDUCATION

Le dialogue Etat – Secteur informel au Mali by Souleymane Sarr, Amadou Diadé Cisse, Sidi M. Haidara. 1999, 44p.

▣ INCREASING THE MANAGERIAL EFFECTIVENESS OF HIGHER EDUCATION INSTITUTIONS

Strategic planning, information systems and organizational development: a case study of the University of Botswana by Richard Neill and Thabo Mokoena. 1999, 90p.

FUNDAMENTALS OF EDUCATIONAL PLANNING

Planning learning-centred adult literacy programmes by Susan E. Malone and Robert F. Arno. IIEP Fundamental N° 58. 1998, 83p.

MISCELLANEOUS

Non-formal vocational training programmes for disadvantaged youth and their insertion into the world of work: towards a framework for analysis and evaluation by Ana Cristina Leonardos. IIEP Occasional Paper No. 83. 1998, 43p.

Disadvantage, dialogue and development co-operation. International Working Group on Education (IWGE) Report by Lene Buchert. 1999. 112p. ISBN 92-803-1178-6.

For further information or to place an order, please contact:

IIEP Publications and Dissemination,
7-9 rue Eugène-Delacroix,
75116 Paris, France
Fax: +33.1.40.72.83.66
Tel.: +33.1.45.03.77.70
E-mail:
information@iiep.unesco.org

IIEP-BUENOS AIRES

Latin American participants visit Uruguay

ON 11th December 1998, the 28 participants in IIEP's first regional course in Latin America on *Planning and the formulation of educational policies* received their certificates at the course's closing ceremony from Juan Carlos Tedesco, Director of the IIEP Office in Buenos Aires, and Françoise Caillods, Coordinator of Decentralized Activities at IIEP Headquarters in Paris.

As part of the course in Buenos

Aires, the participants undertook a four-day study visit to Uruguay to study the country's education system. Visits to schools and training centres in Salto, Paysandú, Durazno and Montevideo were organized, and the participants proved to be particularly interested in the Uruguayan experience of integrated areas, its regional teacher training centres, and the class rotation model used in rural zones. Germán Rama, Director of the National Education

Administration, ended the visit with a presentation on the country's education system and the reforms currently being implemented, from the policy and decision-making level.

The participants' evaluation of the course in Buenos Aires and the study visit to Uruguay was positive and it was generally felt that the objectives of the Buenos Aires course had been achieved.

IGNACIO HERNÁIZ