Educational budgeting – predictability versus uncertainty

While funding remains insufficient to provide good quality Education for All in most developing countries, the search continues for ways to manage existing resources more efficiently, optimize national and external resources, and attract new resources through cost-sharing and financial diversification.

Education is still considered a government responsibility and one of its main items of expenditure. Education budgets, therefore, have to meet ever-growing needs while debt-reduction policies are putting pressure on them to better target government intervention. Globalization makes the situation even more complex, as governments are affected by numerous external factors beyond their control. Foreign aid becomes crucial to educational development, and most developing countries turn to decentralization, school-based management, and cost-sharing mechanisms.

Development partners are becoming more numerous, and include not only government aid agencies, development banks and international organizations, but also a variety of international and national NGOs, communities and private entities. Governments often have to cope with an avalanche of project proposals which may be contradictory or repetitive, thus jeopardizing their impact in meeting long-term development needs.

These trends complicate budget preparation and execution. Yet, there is a huge potential for making planning more operational and improving co-ordination. New information technologies allow for a better control of actual spending and more accountability. Rolling planned expenditure over several fiscal years makes it easier to predict and achieve specific policy objectives, and direct budget support and funding pools could ensure a better integration of partners.

Finally, there are many experiments linking expenditure to outcome indicators such as access, participation and learning achievement. However, it is early days and the outcomes from non-monetary inputs are not measurable by budget alone.

Over the decades, the IIEP has conducted a series of comparative analyses on educational finance and budgeting in around the world. The most recent findings in Southern Africa, the Caribbean, and Portuguese-speaking Africa are described in the articles from pages 3 to 6 of this issue.

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Thus is my first editorial since taking the post of Director at the IIEP, and I therefore begin with broad remarks before turning to the specifics of this particular issue of the IIEP Newsletter.

The previous Director, Gudmund Hernes, announced my anticipated arrival in the last issue for 2005 (Vol. XXIII, No. 4), and outlined aspects of my professional background. I am a national of the United Kingdom, and commenced in my career as a school teacher in Kenya and then Nigeria. I subsequently taught at universities in the United Kingdom, and worked as an educational planner and trainer of planners in Papua New Guinea. For the next two decades I was based at the University of Hong Kong, where my most recent post was Dean of the Faculty of Education. Within this career, I have undertaken many consultancies for national and sub-national governments, and for international agencies such as UNESCO, UNICEF and the World Bank. This work has been in Africa, Asia, the Caribbean, Europe, North America and the South Pacific. These experiences have given me a very valuable background for the role which has now been entrusted to me at the IIEP.

My acquaintance with the IIEP stretches back to the mid-1970s. I have known many past and current staff, and have always had the highest regard for them and for the Institute. I thus consider it a great honour to take up this post. I am doing so at an important period of history as the key players renew the thrusts towards Education for All, and as shifting balances become evident on the world stage through the impact of globalization and other forces. I much look forward to working with colleagues in UNESCO Headquarters and other offices in pursuit of common goals. Equally important will be partnerships with national governments, international agencies and many other bodies and groups. I shall be glad to receive assistance from the many alumni and friends of the IIEP all over the world.

The principal theme of this issue of the Newsletter is close to my own professional interests. Having initially been trained as an economist, I have long recognized the importance of budgeting for education. It is not always easy to persuade educators to focus on this domain, since many professionals are more concerned with such matters as curriculum and pupil achievement. Yet even these people would recognize that nothing can be achieved without attention to resourcing. The IIEP has always been at the forefront of research, advocacy and policy analysis in the domain of educational financing, and some of its current work is showcased here.

The themes of other articles may be equally significant. They include supplementary tutoring, streaming in school systems, strategies for inclusion in secondary education, and the use of technology for sharing resources in higher education. The Newsletter also reports on the stimulating visit to Flanders by participants in the IIEP’s Advanced Training Programme.

Finally, the issue includes a tribute to Philip H. Coombs, who was the architect of the IIEP and its first Director. Coombs was indeed a giant in the field. His books were required reading when I was a Masters student in the 1970s, and they retain strong significance. The IIEP that Coombs founded has developed vigorously along the lines that he initially envisaged. Between Coombs and myself were another six Directors, but I am proud to carry his heritage as the eighth Director of the IIEP.
Managing educational costs and budgeting in Southern Africa

A unique training-cum-research activity took place between 2004 and 2006 on managing educational costs, finance and budgeting (MECOFIBU) in Southern Africa. The following article summarizes the experience and lessons learned.

MECOFIBU was a pioneer project initiated, funded and executed by the InWENT (a merger of two German aid agencies: the Deutsche Stiftung für Internationale Entwicklung and the Carl-Duisberg-Gesellschaft) to support capacity building in managing educational costs, finance and budgeting in the ministries of education and finance of Malawi, Mozambique, Namibia, South Africa and Zambia. The feasibility study and fact-finding missions undertaken in 2003 confirmed that this area of concern is critical in order to achieve the EFA goals in these countries. The target participants were senior managers from ministries of both education and finance, representatives of regional offices, and researchers.

InWENT played a co-ordinating role. Moderators, facilitators and experts were the IIEP, the ADEA Working Group on Educational Finance, and the Southern African Development Community Centre (SADC) based at the University of Witwatersrand, South Africa, the Ministry of Education of the German State of Hessen and InWent.

A project in three stages

The MECOFIBU project consisted of three phases: core training and initiation in policy analysis and research in Southern Africa (Johannesburg, 2004); advanced training and country case studies in Germany (Wiesbaden, April 2005); and consolidation and conclusions in Southern Africa (Windhoek, February 2006).

The specificity of the project was that it covered a wide combination of actors from both national government and co-operation partners, and included experts from the ministries of education and finance in the same country, experts from central ministries and regional offices, as well as practitioners and researchers. A number of initial difficulties became apparent at MECOFIBU I in Johannesburg which included personnel from ministries of finance and ministries of education who often expressed opposing views and vested interests. These difficulties were soon overcome by MECOFIBU II in Wiesbaden and MECOFIBU III in Windhoek, and a common denominator was established as the participants began to speak the same language and the dialogue became constructive. Staff changes which occurred in the two-year time-span of the project did not affect the proceedings dramatically. Indeed, some new faces emerged and others disappeared as they changed jobs. The project illustrated well that it is advisable to maintain the same predominant group of people in order to ensure the critical mass of mutual understanding, integrity and continuity.

The training and research topics of most interest to participants included: the impact of decentralization on financial management and budgeting; projections for medium-term expenditure frameworks; managing transition from line-item to output-oriented budgeting; analysis of budget expenditure and nomenclature; and methodology of negotiating educational budgets with stakeholders.

Same problem, same techniques

People often argue whether the experience of developed countries is really relevant to developing countries, as the resources available and the needs to be met are so extremely diverse. The MECOFIBU project confirmed that, although the extent of the problem may not be the same, the nature of the problem is, and so are the techniques to address it: whether budgetary analysis, planning, indicators, management, review and evaluation, or linking funding to performance. Therefore, exposing the MECOFIBU participants to the German experience in the State of Hessen proved not only enriching, but also relevant for those participating from Southern African countries.

In terms of research output, the most original and innovative findings came from the following teams: South Africa on the analysis of staff costs; Malawi on the consequences of insufficient planning and mismanagement for educational budgeting; and Zambia on government collaboration with communities and the private sector in providing and improving schooling.
One of the main outcomes of MECOFIBU was an unprecedented dialogue between the various actors and stakeholders involved in the budget process. By bringing together relevant personnel from the ministries of education, the ministries of finance, regional and district authorities, research and training centres, co-operation partners, international organizations and NGOs in five Southern African countries, it provided an opportunity to establish a dialogue which was enriching and interesting for all parties involved. It also significantly highlighted that the main constraints in meeting educational targets are not necessarily caused by a lack of funds since they are now available from various sources, or by a lack of trained accountants and officers able to estimate the expenditure needs. The bottlenecks are more often caused by a lack of co-ordination between different decision-making levels and the increased number (and variety) of stakeholders involved.

**Long-term impact**

The value and the impact of the MECOFIBU project will snowball as project-based donor funding shifts to direct budget support, ownership, performance indicators and multi-annual predictability. It is clear that developing countries, particularly in Southern Africa, are not yet ready for this dramatic change and even their medium-term expenditure frameworks face many constraints in implementation. The choice of decentralization and predictable teacher costs as two priorities to be addressed within the project and follow-up at the national level is determined by the fact that these are critical areas for the new development policies. The core staff being trained by MECOFIBU will ensure a sustainable trainer-of-trainers cascade in the participating countries. Tailor-made follow-up training courses at the national level have been planned, and even initiated in Mozambique, Malawi and Namibia.

The MECOFIBU experience and lessons learned were presented at the ADEA Biennial in Libreville in March 2006 (see article below).

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**ADEA Biennial on Education in Africa**

Libreville, Gabon, 27-31 March 2006

The main theme of the Sixth Biennial on Education in Africa of the Association for the Development of Education in Africa (ADEA), held in Gabon in March 2006, was What makes effective learning in schools and in literacy and early childhood development programmes? The Meeting had a total of 511 participants, including 144 African Ministers of Education and Aides, 108 aid agency representatives, as well as 66 experts on education in Africa.

Thanks to a certain number of initiatives such as the abolition of primary school fees in 12 countries, an increased share of state budget funds being spent on education in general, and on primary education in particular, and thanks to the mobilization of donor agencies in support of EFA, enrolments have started to pick up again in a good number of countries. Nine out of ten children enter school in Africa and enrolments are once again increasing rapidly. However, in many instances, this expansion has been accompanied by a decline in student learning levels, and the proportion of children who complete a full cycle of primary education remains low. While it is necessary to continue improving access to Education for All, particularly for girls, orphans, poor and marginalized children, more attention needs to be paid to the quality of education. Only if quality improves, can Africa realistically expect to raise the number of children completing a full cycle of primary education and mastering basic literacy, numeracy and life skills.

At the Meeting a sub-group focused on the issue of improving the quality of education and school effectiveness. It concluded that there is no magic solution, and that improving school effectiveness requires action on different fronts.

Teachers need to be properly trained and supported at the school level, and more power should be given to school heads. Schools need to be properly financed and good accountability mechanisms created. Textbooks should be provided, along with teaching in the mother tongue, and support sought from the community.

Although primary education is important, literacy is also crucial to sustainable economic development. Another group discussed issues concerning programmes for adult and youth, and recommended that governments and agencies devote more funds to literacy. A third group discussed the necessity of broadening access to early childhood development programmes, particularly for disadvantaged groups.

IIEP presented a paper on Overcoming the obstacles to EFA – which included extreme poverty; HIV/AIDS; conflicts and violence; poor governance and the inefficient use of resources – and it proposed some ways to overcome them. The ADEA Working Group on Education Sector Analysis, which IIEP leads, also met to discuss the peer review studies that were conducted in Mauritius, Gabon and Nigeria, and the results of the national team in Gabon were presented at the Meeting by the Minister of Education.

The Biennial was an opportunity to see many former IIEP trainees who now play important roles in their respective countries. It was also an occasion to introduce them to the Institute’s new Director, Mark Bray.
Budgets, expenditure and education

Angola, Cape Verde, Mozambique

These three Portuguese-speaking African countries have undertaken in-depth reforms of their public finance systems in an effort to link education plans more closely to the preparation of budgets. So far, however, according to recent IIEP studies, progress appears to be slow.

All of these three countries prepare medium-term education plans which must be reflected annually in both the recurrent budget (devoted mainly to expenditure on personnel, goods and services) and the investment budget (intended for construction and large equipment expenditures). They all have the same annual budget period from 1 January to 31 December, although their structures differ slightly. Cape Verde, an archipelago of 10 islands, has a centralized budget with decentralized structures at the municipal level, whereas Angola and Mozambique have entirely decentralized budgetary structures. However, regardless of their different contexts and budget structures, a certain number of conclusions can be drawn.

Making the decisions ...

Decisions on allocating budget resources are essentially made at two stages: during the preparation of the budget and during its implementation. As decisions are made separately for the recurrent and investment budgets and involve various administrative levels and actors at different stages, the process is not simple.

Budget preparation is the first decision stage when provisional indications of budget allocation are made in negotiation with the Ministry of Finance. During this phase, directives given to the services responsible for assessing expenditure are essential, as they affect the translation of educational objectives into expenditures according to budgetary nomenclature (see figure above). The better a budget is prepared technically, the easier it is to defend or readjust in the event of cuts. For example, indicators such as the number of pupils per teacher, the number of pupils per class, or the number of teachers per class, are crucial when evaluating recurrent budget expenditure. This stage ends when parliament adopts the budget (although elections can cause delays).

... and implementing them ...

Budget execution is decisive for the annual implementation of educational policy (see figure above) once the expenditures have been authorized by the Ministry of Finance. It determines how the funds are spent. However, this stage is not monitored by the education sector – it is the Ministry of Finance, at the central and/or regional level, which co-ordinates and decides. The ministries of education seem to spend much of their time producing policy documents which are insufficiently monitored in the annual budgets. Also, decentralization in Angola and Mozambique has introduced other actors in the budget decision-making processes at the regional level. This can cloud the overall vision of education, and hamper the meeting of priorities set in the budget.

It is crucial that budget preparation be preceded by the systematic technical analysis of the education system’s diagnosis and the prospective development of demand and supply at both regional and local levels. This would allow for the systematic updating of indicators when assessing budgetary expenditure. It would also provide a clear and systematic overview of the regional distribution of expenditure by level, by function and by object of expenditure. In short, micro-planning, budget preparation and execution should go hand in hand.

... efficiently

To prepare and implement education budgets effectively, particularly in countries as heavily dependent on foreign aid as Cape Verde and Mozambique, implies participating in a complex process regulated by a wide range of public finance standards and norms. It is important therefore that staff in the education sector fully comprehend this process and keep up-to-date through concerted consensus with all the actors involved. Only a good knowledge of budget preparation and execution techniques can ensure equal dialogue with the financial co-ordinators for education in the Ministry of Finance.

Finally, within the current framework of budget reform in Angola, Cape Verde and Mozambique, it is through systematic and sustainable training that national planners and managers will be able to translate education plans into annual budgets and effectively implement their policies for educational development.

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Budget reforms and globalization

Education budgets in the Bahamas, Jamaica and Suriname

The article below highlights the findings of the IIEP’s ongoing research on Financial analysis and budgetary procedures for education in three Caribbean countries.

The education budgetary systems of the Bahamas, Jamaica and Suriname have certain factors in common. All three depend heavily on external factors which affect their economic and educational development; education is their largest item of government expenditure; and all three are facing rapidly-increasing staff costs.

Changing allocation procedures and implementation

As regards implementing the education budget, research in the Bahamas and Jamaica has shown that changes introduced in financial regulations have helped to ease and quicken budget implementation (for the purchase of furniture and equipment, salary payment through well-established banking systems) without affecting the control of expenditure. Suriname has a less developed banking system and still faces difficulty in implementing, in particular the development budget. Regular gaps are observed between approved and implemented budgets every year.

With regard to the allocation of budget resources among levels and different departments, budget preparation processes provide an opportunity for the ministries of education to highlight their priorities concerning budget allocation.

In the Bahamas and Jamaica, the consolidated budget proposed for parliament’s approval is based on the detailed budget estimates prepared in the ministry and where the allocation is clearly specified. This strategy helps facilitate the actual allocation of budget resources, once approved by the parliament.

In Suriname, on the other hand, the approved budget figures are aggregated by level and department and the detailed allocation is worked out once the budget has been approved. This leaves a lot of leeway for the Ministry of Education to reallocate resources if necessary.

The role of donors in the budget process

Jamaica and Suriname depend heavily on foreign development assistance, and consequently their budgets are seriously affected by the annual contributions of donors. In Jamaica, debt repayment represents more than 70 per cent of the state budget. This situation leaves very little room for investment in development programmes from internal resources. The Bahamas relies heavily on revenues from tourism, which in turn depend on fluctuating weather conditions and economic factors.

Perspectives for cost-sharing

Cost-sharing is in place de facto in Jamaica and the Bahamas for higher education. There are no tuition fees for primary and secondary education, and raising funds for education from cost-sharing is not considered a viable option in either of these two countries. Due to high income disparities in Suriname, the government still finances all levels of education, although there is a strong move towards a cost-sharing scheme for higher education.

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Lessons for policy-makers: SACMEQ's International Research Conference

**For over a decade**, the IIEP has been working with 15 ministries of education in Southern and Eastern African countries on integrated research and training activities, designed to provide educational planners with the technical skills required to monitor and evaluate the quality of basic education. These activities have been conducted under the auspices of the Southern and Eastern Africa Consortium for Monitoring Educational Quality (SACMEQ).

The SACMEQ Consortium held its biennial International Invitational Educational Policy Research Conference at the IIEP Headquarters in Paris, 28-30 September 2005 (see lead article of IIEP Newsletter, Vol XXIV, N° 1, January-March 2006). The Conference attracted contributions from senior professors and researchers, located not only in the SACMEQ countries but also in Australia, China, Japan, United Kingdom, United States, Uruguay and Viet Nam.

The papers presented at the Conference were required to focus on educational policy issues and to draw upon the information resources available in the SACMEQ Data Archives. This issue of the IIEP Newsletter presents summaries of three Conference papers that were concerned with the following research questions: Which teachers make a difference? What is the coverage and growth of extra tuition (outside school hours)? and How can research be used to develop educational policy reforms related to streaming? Full copies of all papers presented at the Conference are available on the SACMEQ web site: www.sacmeq.org

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### Which teachers make a difference?

Yael Duthilleul, International Institute for Educational Planning
Rebecca Allen, Institute of Education, University of London

There has been increasing international recognition that meeting the key Education for All goal of having all children attending and completing a high quality primary education by 2015 may be at risk due to a shortage of qualified teachers. This problem has been compounded by the fact that, in some countries, many existing teachers lack the skills and training required to improve the quality of education delivered by schools. In this context, the need for information to guide the development of teacher education policies is essential.

While results from previous research have confirmed that high quality teachers do make a difference to pupil achievement, it has been more difficult to identify the particular characteristics of teachers and teaching that contribute to this difference. Much of the debate has centred on the relative contributions of pedagogical training, subject matter competency, and classroom practices to teachers’ effectiveness.

These issues were examined in a Conference paper focused on Namibia, by taking advantage of the rich data set collected in 2000 during SACMEQ’s second major educational policy research project. The paper investigated the relative impact of teacher factors on the mathematics achievement of Grade 6 pupils after adjusting to the home backgrounds of pupils and school resources. In order to take into account the hierarchical nature of the SACMEQ data, a multi-level model was employed to guide the analyses.

The research results confirmed that, in Namibia, teachers do matter. In fact, it was possible to isolate the effects of specific teacher characteristics on pupil mathematics achievement, over and above the effects of the home backgrounds of pupils and school resources. A particularly interesting feature of these analyses was a significant interaction between teachers’ pedagogical training and their knowledge of subject matter. This finding supported the notion that teachers need to be competent in both areas. In short, all other things being equal, pupil achievement levels in mathematics were much improved in schools where teachers had received more years of pedagogical training and also had a better knowledge of mathematics.

These research findings confirmed the combined importance of both streams of teacher training: subject matter knowledge and pedagogical skills. The findings also suggested that, as far as possible, only individuals with a minimum knowledge of relevant subject matter should be admitted to train as teachers. If this is not possible, then teacher training programmes should provide opportunities for individuals to improve their knowledge of subject matter.
The Dakar World Education Forum in 2000 urged all countries to work towards universal participation in primary education by the year 2015.

While many governments have been making good progress towards Education for All by expanding access to ‘mainstream’ schooling, a parallel, or ‘shadow’, form of schooling has emerged in many countries in order to provide extra tuition in school subjects outside school hours. Private tuition or supplementary tutoring systems are already well-established in some developed countries – especially in those countries that have highly selective entrance examinations for different educational and career destinations.

One of the Conference papers showed that this extra tuition has also grown spectacularly in Southern and Eastern Africa. The paper examined the coverage and growth of the provision of extra lessons in school subjects outside school hours for the six African countries that participated in SACMEQ’s two major cross-national studies of the quality of education during 1995 and 2000.

The paper illustrated that the percentage of Grade 6 pupils receiving extra tuition across the six countries expanded from an initially very high figure of around 50 per cent in 1995 to nearly 70 per cent in 2000 (see Table). In Kenya, the coverage of extra lessons in school subjects outside school hours reached over 85 per cent of Grade 6 pupils. This pattern sends signals that might be considered disquieting. It raises major questions about the nature of mainstream schooling and about social inequalities.

The authors of the paper conceded that the existing SACMEQ data provided no clear guidance as to how this phenomenon was being organized in Africa. This leaves several questions unanswered. For example: Who is delivering this extra tuition? How much does it cost? Where is it being delivered? These important questions will be addressed by SACMEQ’s 2007 data collection.

This research clearly revealed that, in some of the world’s less developed countries, the whole notion of Education for All needs to be re-evaluated in order to address a situation whereby some children have no access to education at all, while others attend both ‘mainstream’ and ‘shadow’ school systems.

### Table: Percentage of pupils receiving and paying for extra lessons in six African countries

<table>
<thead>
<tr>
<th>Country</th>
<th>SACMEQ I*</th>
<th>SACMEQ II*</th>
<th>SACMEQ II*</th>
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</thead>
<tbody>
<tr>
<td>Kenya</td>
<td>68.6</td>
<td>87.7</td>
<td>57.9</td>
</tr>
<tr>
<td>Malawi</td>
<td>22.1</td>
<td>79.7</td>
<td>8.9</td>
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<tr>
<td>Mauritius</td>
<td>77.5</td>
<td>86.6</td>
<td>90.5</td>
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<tr>
<td>Namibia</td>
<td>34.7</td>
<td>44.7</td>
<td>17.3</td>
</tr>
<tr>
<td>Zambia</td>
<td>44.8</td>
<td>55.1</td>
<td>50.9</td>
</tr>
<tr>
<td>Zanzibar</td>
<td>46.1</td>
<td>55.9</td>
<td>37.9</td>
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<tr>
<td><strong>Average</strong></td>
<td><strong>49.0</strong></td>
<td><strong>68.3</strong></td>
<td><strong>43.9</strong></td>
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</tbody>
</table>


How can research be used to develop policy reforms related to streaming?

André Leste, Ministry of Education, Seychelles

As part of SACMEQ’s second educational policy research project in the Seychelles, every Grade 6 pupil in the country was tested in reading. A detailed analysis of these test scores showed some rather surprising results.

The variance in pupil reading test scores for the Seychelles was the largest of all SACMEQ countries, and it was more than twice the SACMEQ average! A closer inspection of the results showed that this very large dispersion in pupil test scores originated in large differences in average pupil test scores between Grade 6 classes within schools.

These between-class differences within schools in the Seychelles have emerged due to the application of streaming (sometimes called tracking) – whereby pupils are allocated to different classes based on an assessment of their abilities. That is, the ‘brightest’ pupils were allocated to Class 6A, the ‘second brightest’ were allocated to Class 6B, and so on down to the bottom stream. In some primary schools in the Seychelles, the differences between average pupil test scores for the
highest and lowest streams were the equivalent of around two or three years of learning.

Although the practice of streaming has been officially discouraged in the Seychelles, the SACMEQ researchers discovered that a) in many schools the practice commenced at Grade 1 and was applied throughout the whole of primary schooling, and b) many teachers and school heads believed that it was easier to organize classroom instruction based on homogenous ability groups.

The Ministry of Education examined the SACMEQ research results related to the impact of streaming and expressed concern that many low achievers were being left far behind as they proceeded through the primary school system.

The SACMEQ research results also illustrated an unacceptable impact on gender equity. In the Seychelles overall, the highest streams contained a majority of girls, while three quarters of the pupils in the lowest streams were boys.

The Minister of Education took immediate action, using the SACMEQ research results as an integral part of a national policy dialogue on the reform of streaming practices in the Seychelles. This included the requirement that SACMEQ researchers make presentations on the need for reform to school system officials, school heads, teachers, parent organizations, and participants at important national conferences on education.

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A De-Streaming Committee was subsequently established to work with schools on the formulation of policy reforms and an associated national action plan that would bring an end to streaming. The action plan commenced with a requirement that all pupils in the Seychelles should be allocated to classes at random. It also recommended changes in the curriculum and teacher education in order to provide a) training and classroom materials to support the teaching of mixed-ability classes; and b) a five-year monitoring plan to assess the long-term implementation and impact of the new ‘non-streaming’ policy.

Guidebook for planning education in emergencies and reconstruction

ISBN 92-803-1288-X
(Series: Education in emergencies and reconstruction)
Price: €20

When serious crisis or conflict hits a country, schools are often abandoned or reduced to rubble. On a larger scale, the whole education system is shaken, if not destroyed. Urgent measures must be taken to ensure that teaching and learning continue, whatever the circumstances. Access to education is essential to provide protection for children and to allow them to return to normalcy as soon as possible.

The Guidebook for planning education in emergencies and reconstruction developed by the International Institute for Educational Planning aims to help countries take quick and appropriate action in emergency situations. Intended mainly for education ministry staff, the guide will also serve educational planners and managers at all levels, as well as UN staff, donor agencies and NGOs. It comes in a user-friendly folder, with 38 chapters that can be read together or unclipped and consulted as self-contained topics. Each chapter offers a checklist of points to cover, as well as strategies or policy options that have already proven successful in such situations.

Due to the very nature of education reconstruction work, which has to move fast in a rapidly changing environment, experience is rarely documented, and valuable lessons are lost. The Guidebook is part of the IIEP's pioneering research programme in this field, and draws on case studies from situations as diverse as Kosovo, Southern Sudan, Timor-Leste and Rwanda. The 38 chapters cover issues ranging from ethnicity, child soldiers and refugees to teacher training, donor relations and budget management.

The Guidebook benefited from the collaboration of a team of recognized specialists brought together by the IIEP, representing experienced researchers and practitioners from institutions, agencies and ministries across the world. Copies are available from IIEP Communication and Publications.

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The 'Father' of IIEP dies at age 90

It is with a great sense of loss that the IIEP learned of the demise of its founding Director, Philip H. Coombs, who died peacefully on 15 February 2006, aged 90. A leading figure in thinking on education and rural poverty in the developing world, Phil Coombs was a man of vision ...

In 1962, UNESCO had set up a small Consultative Committee to explore the possibility of establishing a specialized institute for educational planning. Among the Committee's members was Philip H. Coombs, a former Programme Director of the Ford Foundation's Education Division, who had been appointed in 1961 by President John F. Kennedy as the first Assistant Secretary of State for Education and Cultural Affairs in the US Government.

Phil Coombs made a significant input into the deliberations of the Consultative Committee – his vision (and firm conviction) was that in order for the new IIEP to be successful in its proposed task as a training and research institution within UNESCO, a ‘radical’ model of the Institute would have to be adopted with 'intellectual autonomy' and an independent Governing Board.

Following the presentation by Coombs of the Committee's report to the Programme Commission of the UNESCO General Conference of Member States, it was unanimously decided by the Plenary Session of the Conference that the IIEP should be set up forthwith. At that point, René Maheu, UNESCO’s Director-General, took Coombs aside and said, “Some day many people will claim to be the real father of this new Institute. But you and I know who the real father is and you must therefore be its first Director”. The Institute’s Governing Board confirmed the appointment.

In his first report to the Governing Board, Coombs wrote, "In a broad sense the Institute’s establishment at this time expresses the growing recognition by economists, educators, general planners and national leaders that more emphasis must be placed on the human factor in economic and social development. Shortages of competent manpower, reflecting educational inadequacies, have become in many countries a serious handicap, not only to economic growth, but to the strengthening of crucial social institutions and advancement generally".

Coombs proved to be an inspired choice for the job of Director of the Institute. In the five years that he was at the helm (1963-68), he not only launched with gusto the IIEP Advanced Training Programme, but completed a wide range of research projects in developing countries. The innovative seminar that he instigated on the Qualitative aspects of educational planning resulted in a landmark publication, edited by C.E. Beeby. And the text presented by Coombs to an international conference on The World Educational Crisis: A systems analysis gave the participants so much to think about that it was subsequently published in eight languages. Many other examples could be cited that illustrate the quality of his leadership.

Coombs had a great love and respect for France. To the surprise of many visitors to the IIEP (at that time, it was situated in a villa in an elegant part of Paris), he commissioned a top interior designer to have his office decorated at his own expense with 19th century French ‘Empire Style’ desk and chairs.

Coombs was someone with great charisma who liked to live life to the full, packing more than most people into each and every day. With his love of swimming, for example, he gave every encouragement to his colleagues to take up the pastime – he would often round up several of them at the lunch hour who would pile into his open-top car and off they would speed to the local swimming pool to complete a few lengths before racing back to the Institute for the afternoon’s work.

He was not only an intellectual heavyweight. He was also a very capable manager, able to secure funding from varied sources for the Institute and motivate his very small staff into developing completely new specialized training activities and producing a large amount of high-quality training materials and research reports.

Coombs is survived by Helen, his wife of 65 years, their son and daughter, three grandchildren and two great grandchildren.
Recalling the origins of the IIEP

The idea for an educational planning institute was first thought about at the Conference on Economic Growth and Investment in Education, organized by the Organisation for Economic Co-operation and Development (OECD) in 1961. Two years later, René Maheu, UNESCO’s Director-General, asked Philip H. Coombs to present a proposal to create an autonomous institute for educational planning at the UNESCO General Conference. In the extracts below, Philip Coombs recalls the origins of the IIEP.

The famous Washington Conference on Economic Growth and Investment in Education convened by the OECD in October 1961 set a number of us thinking for the first time about the need for some sort of international research and training institute for educational planning. (…). This led to a spontaneous proposal for action: namely, that the OECD and UNESCO should jointly sponsor the creation of an independent international research and training institution that would promote the development and application of appropriate planning concepts and techniques that could be adapted to the differing circumstances of various countries throughout the world.

(…) Considerable time went by (…). Finally, however, I received a message from René Maheu [inviting] me to join a small advisory group in Paris to help design a possible UNESCO-sponsored international institute for educational planning.

(…) I do not know to this day what prompted Maheu to take this initiative (…). What did matter was that serious thought was now being given by a major international agency to creating a new institution to promote the much needed development and dissemination of practical concepts and techniques of educational planning.

(…) [I sent] a personal representative with specific written suggestions (…). In terms of UNESCO’s customary organizational forms and procedures these would probably be viewed as ‘radical’ suggestions (…).

Among the suggestions, for example, were: (1) the urgent need for relevant research to develop educational planning into a viable field of practical action; (2) the importance of guaranteeing the institute’s intellectual autonomy against any external interference; (3) to these ends the new institute should have its own governing board, with power to select the Director and approve senior staff members; and to select the annual programme and budget and such special research and training activities as the Director might recommend; (4) the institute should be free to seek and accept special grants and other forms of support from (…) any other appropriate source, to supplement such operating funds as UNESCO might be willing and able to provide.

The reports I received back from the Paris meeting indicated that the outside advisors were all thinking along similar lines and hence welcomed my suggestions.

(…) I waited with interest to learn which model of the proposed new institute UNESCO’s Director-General would go for (…). It was clear that [René Maheu] endorsed the need for research and was prepared to support the ‘radical’ model of a new IIEP that would guarantee its ‘intellectual autonomy’. His interesting rationale was that, since the new institute was to be devoted to research and training, it would require by definition ‘intellectual autonomy’– just like a university. It would also need international diplomatic status, however, and the simplest and quickest way to achieve this would be to tie it administratively to UNESCO.

His ‘soundings’ had encouraged him to expect broad support for the new institute in the General Conference. (…) When the voting finally took place (…) it [was] unanimous.

(…) Later that day [René Maheu] thanked me on my presentation [to the General Conference] and on the unanimous vote, then said, ‘Some day many people will claim to be the real father of this new Institute. But you and I know who the real father is and you must therefore be its first Director’. (…). I was shocked, befuddled and overwhelmed for this possibility had truly never crossed my mind. I thanked him cordially, but then found myself saying words to this effect, ‘If the members of the Governing Board of this Institute are to have real authority, then only they can choose the Director; the Charter of the Institute must make this and a number of other important powers of the Board and the Director perfectly clear’. He smiled knowingly and nodded approval (…). With these assurances, and given my strong belief in the importance and potential of this new Institute, I could hardly any longer decline the opportunity.

(…) So ends this incomplete story of the creation of the IIEP, an unusual organization still going strong and making important further contributions more than a quarter century since it was created."

Philip H. Coombs

1. These extracts are taken from an article originally prepared as a tribute to Dr. C.E. Beeby, the first editor of IIEP’s Fundamentals of educational planning series. A full text version is available on the IIEP web site at: www.unesco.org/iiep/PDF/IIEPOrigins.pdf

IIEP Newsletter • April–June 2006
Latin America: strategies for inclusion in secondary schools

The insufficient expansion of secondary schooling in Latin America has led governments and schools to search for strategies to promote student retention and improve learning. A RedEtis¹ study looks into some of these strategies to see how they can have a more sustainable effect.

The most worrying problem for the schools is student absenteeism. Several strategies have been employed, but the problem seems to require national policy, ensuring that school materials and pedagogical tools are available in order to optimize the time students actually spend in school.

In other cases, the academic approach involves part-distance learning, such as Mexico’s Telesecundaria, or remedial in-class modules, as provided by the Escuelas de Reingreso in Buenos Aires.

Another strategy to keep the pupils in school is the use of tutors who help students both individually and as a group, and who provide guidance and support throughout their schooling. Having a team of tutors means that teachers of different subject matters interact around common goals. This requires a great deal of effort in reallocating resources and rearranging school timetables. Given that teachers are not generally trained to provide this type of assistance, there is a need for teacher training programmes to be developed in order to assist them in their new roles.

Various initiatives help students remedy the gaps in their learning. In many countries, it is quite usual for schools to organize remedial support classes. Of note for its breadth and scope is the Plan de Nivelación Restitutiva en Lenguaje y Matemáticas (the language and math remedial education plan), which is a part of Chile’s Programa Liceo para Todos (High School for Everyone) covering 400 high schools.

The relationship with the working world has been addressed by some mainstream high schools (which do not specialize in vocational training), in particular through proximity strategies which do not necessarily require the development of specialized training. Three main approaches are used: a) the development of projects related to the production of goods and/or services; b) the organization of internships; and c) the organization of productive undertakings. In many cases, training is tailored to the ambitions and interests of the students, combining both theory and practice.

All the initiatives examined provide valuable education renewal strategies to improve learning and retention rates. The main risks are twofold, namely: a) many of these programmes take the form of extra-curricular activities, and as such, are only provided outside school hours; b) since such initiatives are not an integral part of the school timetable, they only partly address the problems, and do not solve them. Therefore, one possible way to improve the impact of these programmes is to make them a more integral and widely used part of the curriculum.

¹ RedEtis is a network of researchers and practitioners in Education, work and social integration created by the IIEP and the Institute for Social and Economic Development (IDES) in Argentina. More information on its activities at: www.redetis.org.ar
In December 2005, I had the opportunity to visit the Doosra Dashak project in Abu Road, Rajasthan, India. Doosra Dashak, or ‘second decade’, is a project for adolescent boys and girls who, for different reasons, have dropped out of, or missed, primary education. Situated on the Gujarat border, Abu Road is a very poor tribal village.

Food shortages caused by drought and the lack of job opportunities have made the villagers desperate. When people are struggling to survive, you cannot start talking about education without first addressing the immediate needs of individuals and the community. Through dialogue, the villagers raised their concerns and were informed of their right to information and employment. The villagers were encouraged to organize themselves before approaching the authorities, and were advised to register for job opportunities. If no work was available, they then had the right to ask for financial support from the local government.

The project has two residential camps; one for girls and another for boys. Both organize four-month basic literacy courses which teach adolescents basic language, maths and life skills. Participants learn about hygiene, reproductive health and HIV/AIDS. They also learn to reflect on personal rights, including religious diversity. Gender sensitivity and the empowerment of girls are at the heart of the Doosra Dashak philosophy, alongside democracy, secularism and human rights.

The residential course seems to change the lives and vision of the participants. Adolescents are a very vital group with plenty of energy. If provided with relevant education and skills, they can become a vehicle for social change and economic development. Women and youth organizations have emerged at both village and ‘block’ levels – they help people to understand their rights and to secure their entitlements.

Women’s groups and adolescent forums have started taking up issues such as, village sanitation and the running of libraries, and they actively participate in local democratic fora. Initiatives have been taken to minimize malaria deaths and ensure proper facilities for pregnant mothers. Training in micro-credit systems and entrepreneurship will be implemented shortly, along with integrated programmes for land development, water conservation and the regeneration of forests and grasslands. It is hoped that these investments will generate jobs and ensure food security.

The project has a modest office in Jaipur and field support offices in each of the five ‘blocks’ led by a couple of professionals. There are six to eight mobilization and training personnel in each ‘block’, all selected from NGOs or Lok Jumbish1 who all work closely with people at the village level. They are instrumental in raising village issues in different fora.

Education for All is a human right, but more often than not, we are talking about the right to education. The Doosra Dashak project demonstrates, not only the right to education, but also the right in education and through education.

Sigrid Halvarsson
Senior Education Specialist
Swedish International Development Co-operation Agency (SIDA)

1 Lok Jumbish (people’s movement) was an EFA project supported by Sida in the 1990s and later by DFID. Today, it is integrated into the Rajasthan government EFA framework.

Doosra Dashak – the Second Decade

Initiated in 2001, Doosra Dashak is implemented in five ‘blocks’ in Rajasthan.

It covers a population of about 700 000 and has around 5 000 beneficiaries, 50% of whom are women.

It aims to involve a further 5 000 adolescents.

Implemented by the Foundation for Education and Development, Doosra Dashak is a public charitable trust funded by the Tata Education Trust, Action Aid International, MacArthur Foundation and UNIFEM.

It is also part of the UNESCO programme: Empowering adolescent girls to become agents of social transformation in South Asia

For further information: d_dashak@datainfosys.net
Generously hosted by the Flemish community of Belgium, the seven-day study visit of the participants in the IIEP’s Advanced Training Programme (ATP) began on 20 April 2006. Through discussions with senior decision-makers and visits to schools and university colleges in Brussels, Ghent and Antwerp, the visit focused on three key issues: school autonomy; monitoring educational quality; and technical, vocational and higher education.

The Federal Government of Belgium does not have a Ministry of Education. The responsibility for education is entrusted directly to the Flemish, French and German-speaking communities. The education system of the Flemish community of Belgium is exceptionally complex. The reason is historical: for over a century, schools were mainly managed by different networks (public, public-subsidized and private-subsidized), defined partly on an ideological basis and partly on the basis of ‘freedom of education’ which offers a constitutional right to individuals or groups to organize education and create institutions. These networks have taken over some roles traditionally played by the State. This has given schools significant autonomy and led to diverse management practices.

In Flanders, school principals, who receive a rigorous training, recruit their own teaching staff, decide how to use the school’s operational budget, and have considerable leeway in organizing the curriculum. With the assistance of competent and well-trained teachers, they choose the pedagogical methods and decide on the assessment and certification of their students, as Flanders has no central external examination system. Teachers’ salaries are set (and paid) at the central level, as are the final learning and development objectives for the various school levels, as well as external quality assurance and control mechanisms.

The system places strong trust in the capacity of its teachers to evaluate both their own quality and student performance. The prevalence and intensity of internal monitoring varies considerably between schools: in some cases, there is very little control of classroom interaction; in others, the principals have developed systematic mentoring and monitoring policies. External quality monitoring relies almost entirely on school inspections which take place only every six or seven years.

The Flemish Government vigorously promotes access to technical and vocational education (TVE). The vocational schools visited were of impressive quality, and graduates seemed to access well-paid jobs. Despite this, parents who choose institutions for their children continue to prefer academic education, and many only opt for TVE once the academic track has been proven inappropriate.

Throughout the country, there is great trust in the quality of schools. The PISA study shows that the overall learning achievement of Flemish students is high. However, performance differences do exist, due partly to socio-economic disparities and partly to the concentration of non-Dutch speaking immigrants in certain schools.

Major efforts are now being made to encourage students to move from academic to technical and vocational studies, by promoting a ‘salmon principle’, thereby encouraging students to move up the waterfall or against the current. Policy-makers also wish to bridge the gap between high- and low-performing schools through a policy of positive discrimination.

The specific and unique nature of the Flemish education system lies in the very careful balance that it tries to maintain in four key areas: first, between school autonomy and central regulation; second, between internal and external monitoring of quality; third, between organizing secondary education as a stepping stone to further education and as a preparatory stage to entering the labour market; and finally, between upholding high quality and promoting greater equity.

Enabling learning environments were apparent in all the schools and institutions visited. The study visit provided a great opportunity for the ATP participants, as well as for accompanying IIEP staff members, to obtain a valuable insight into a highly commendable education system that is complex but planned and managed with the talent that has characterized the Flemish community for centuries.

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1 OECD’s Programme for International Student Assessment which tests the skills and knowledge of 15 year-old pupils in the main industrialized countries every three years.
Open Source Solutions – What if educational resources were free and available to all?

IIEP and UNESCO are working to increase access to education and knowledge, and the Open Educational Resources movement is an exciting new development. There are many important initiatives worldwide, and UNESCO, as an international organization, can serve as the point of reference for Member States.

In 2002, UNESCO hosted a meeting to examine the impact of ‘open courseware’ for higher education in developing countries. With the imminent release by the Massachusetts Institute of Technology of its course materials on the Web, the meeting was timely. It brought together representatives of a number of universities to deliberate on the applications and implications of the initiative. The participants were unanimous in their enthusiasm for the approach, coined the term, Open Educational Resources, and proposed the creation of a user group.

What are Open Educational Resources?
The term Open Educational Resources (OER) refers to content (materials for learning or reference), tools (for development or delivery of resources) and standards (for digital publishing of open resources).

The open sharing of content is congruent with the philosophy of academe. Exchange of knowledge is the basic role of the university where academics share their intellectual discoveries through the venue of refereed journals and discipline-related meetings, and their teaching.

Why is OER important?
While it is clear that higher education systems and institutions worldwide face significant challenges in meeting demand, it is also clear that some developments hold out the promise of increasing access. When educational materials are prepared in electronic format they can be shared with others. The resources could be anything from a full online course to class lecture notes, a syllabus or a reading list. If made freely available, resources can be consulted, adopted or adapted. This process translates into an open sharing of knowledge with instructors and with individual learners.

What is IIEP’s role?
As part of its mission, IIEP has the important function of ‘Observation’. Policy-makers and planners need to be aware of issues that have a potential impact on their role and responsibilities in the future, and IIEP keeps a watching brief on new developments that are appearing on the educational planning horizon.

In 2005, IIEP undertook to increase awareness among Member States and to support informed decision-making and capacity building with respect to Open Educational Resources. This has been accomplished through the creation and support of an international Community of Interest of almost 500 participants from 90 countries. Participants met initially in a structured Internet forum to hear about the experience of those involved in a number of initiatives to either develop or use OER, and to explore several of the related issues. This group will continue its interactions throughout 2006, when it is expected to evolve into an ongoing Community of Practice.

This community-building exercise is supported by the William and Flora Hewlett Foundation, which is active in promoting OER with the objective of equalizing access to knowledge.

What are the issues for policy-makers and planners?
In the more than 1,000 messages that have been exchanged since October 2005, the community has reflected on a number of key issues, with some important messages.

➤ OER may be appropriate in different educational settings – but creators should focus on solving their own needs first and foremost.

➤ There is potential benefit from the creation and use of OER – but academics need both support and incentives.

➤ Some academics will be interested and willing to make their material available as OER – but intellectual property and copyright considerations necessitate a policy decision at the institutional level.

➤ OER could potentially benefit developing countries – however, the telecommunications infrastructure may be weak and connectivity expensive.

➤ It is possible and desirable to create educational materials with rich digital content – but the desire to make materials available as widely as possible means that simple technologies should be used.

➤ High quality interactive materials can be developed – but they are costly and the main initiatives in OER have relied on external funding sources, which is not a sustainable model.

➤ The prevalent model is provider to user and frequently North to South – but promoting collaborative development would strengthen all partners and build capacity to create, not just access, knowledge.

Susan D’Antoni
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IIEP Activities

PROGRAMME ACTIVITIES

- National Conference on 'Strategies for incorruptness within education systems'
  Xi’an, China  
  15-17 May 2006  
  Organized in co-operation with the National Centre for Educational Development Research (NCEDR), the Ministry of Education and the Chinese National Commission for UNESCO.  
  Contact: m.poisson@iiep.unesco.org

- Regional course on 'Public expenditure tracking surveys (PETS) in education'
  Accra, Ghana  
  22-26 May 2006  
  Organized in collaboration with the World Bank Institute (WBI).  
  Contact: m.poisson@iiep.unesco.org

- Specialized in-country training workshop on 'Resource leakage and corruption in the education sector in Kenya'
  Nairobi, Kenya  
  29-31 May 2006  
  Organized in collaboration with the Utstein Anti-Corruption Resource Centre (U4).  
  Contact: m.poisson@iiep.unesco.org

- Regional workshop on 'Institutional restructuring in higher education'
  Vientiane, Lao PDR  
  24-28 July 2006  
  Organized in collaboration with the SEAMEO Regional Centre for Higher Education and Development (RIHED).  
  Contact: nv.varghese@iiep.unesco.org

- Regional workshop on 'Institutional management in higher education'
  Tripoli, Libya  
  26-30 August 2006  
  Organized in collaboration with the Academy of Graduate Studies, Tripoli.  
  Contact: nv.varghese@iiep.unesco.org

OPERATIONAL ACTIVITIES

- Capacity building in Liberia  
  May-June 2006  
  A two-week follow-up training workshop on educational planning and management for county and district education officers.  
  Contact: m.phillips@iiep.unesco.org

- Technical assistance for Egypt  
  May 2006  
  Two missions to assist the Ministries of Education and Higher Education with enhancing strategic planning in the education sector.  
  Contact: k.mahshi@iiep.unesco.org

- Technical assistance for Afghanistan  
  May 2006  
  Mission to Kabul to assist the Ministry of Education as part of IIEP’s on-going co-operation to formulate a sector development plan.  
  Contact: k.mahshi@iiep.unesco.org

- Capacity building in Angola  
  June-September 2006  
  Training workshop on school mapping techniques for Ministry of Education officers.  
  Contact: d.gay@iiep.unesco.org

IIEP—BUENOS AIRES

- @lis Integra Project regional workshop on 'Integrating new technologies in schools in Argentina, Chile and Uruguay'
  Buenos Aires, Argentina  
  July 2006  
  Fourth and last workshop for European and Latin American partners and representatives from schools involved.  
  Contact: tlugo@iipe-buenosaires.org.ar

- Discussion seminar on 'Educational policy'
  Buenos Aires, Argentina  
  29 May-2 June 2006  
  Organized by the Argentine Ministry of Education for high-level officials on teacher training, secondary education, information systems.  
  Contact: iaguerrondo@iipe-buenosaires.org.ar

- Strengthening teacher training at the local level: the town of Campana, Buenos Aires
  Buenos Aires, Argentina  
  March-August 2006  
  Three workshops for teacher trainers in Campana on: i) discipline and teaching natural science; ii) discipline and teaching mathematics; and iii) basic training for primary teachers.  
  Contact: lhumagalli@iipe-buenosaires.org.ar

- 9th IIEP/BA Regional course on 'Educational policy planning and formulation'
  Buenos Aires, Argentina  
  July-November 2006  
  Phase 1 (31 July-25 August) in the participants’ countries of origin, and Phase 2 (28 August-24 November) at IIEP/BA Headquarters in Buenos Aires.  
  Contact: pscaliter@iipe-buenosaires.org.ar

- Forum on 'Using on-line open educational content for teacher training'
  Buenos Aires, Argentina  
  September-November 2006  
  To exchange experiences and lessons learnt from using open educational content for initial teacher training.  
  Contact: tlugo@iipe-buenosaires.org.ar

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