Capacity development in education

Developing national capacity to plan and manage education systems is crucial to countries facing an increasing social demand for education or involved in reconstructing their systems after unpredictable events. But capacity development also has to evolve in order to remain efficient in a changing environment. How does an institution like IIEP, providing development assistance to UNESCO Member States, help its partners to help themselves?

“We are here to assist you to go it alone as soon as you can”. This is a statement IIEP has repeated in ministries of education all over the world and summarizes its approach to the numerous capacity development projects and activities in which it has been, and still is, involved.

Recently, this approach has become central to the reflection and discussion on the purpose of, and best practices in, capacity development in particular, and of development assistance in general. One can readily find a number of publications clearly advocating that the ultimate desired result of development assistance is that, one day, partners in developing countries will no longer need support. This position came about as a result of dissatisfaction with earlier approaches to development assistance, adopted by the majority of aid agencies until the mid-1990s and which focused more on aid agency agendas and targets rather than on sustainable capacity.

How long does capacity development take?

Whether this alternative approach actually leads to the desired result is yet to be seen. There are strong indications of movements in this direction, as witnessed in a number of IIEP operational activities and projects. One example reflects progress made in the Southern and Eastern Africa Consortium for Monitoring Educational Quality (SACMEQ) where the Institute has been able to hand over leadership to a director based in Zimbabwe. Yet, effectively getting to this point will require sustained efforts over a long period with the same partners to enable them to become independent of IIEP support. How long this takes will vary from one country to another and mainly depends on the availability of staff in the ministries of education who have the right qualifications for their jobs and who are willing to be coached.
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editorial
Working in partnership

This issue of the IIEP Newsletter addresses one of the core reasons for the existence of IIEP. The Statutes drawn up in 1962 state that the Institute’s mandate is “to promote instruction and research on educational planning in relation to economic and social development”. In contemporary parlance, much of that work comes under the heading of capacity development.

The articles that follow show some of the diverse ways in which IIEP achieves this goal. The main focus is on what IIEP calls operational activities – collaborating with individuals and institutions at national and sub-national levels in order to expand capacity for educational development. These activities operate alongside, contribute to, and benefit from the courses that IIEP runs both at its offices in Paris and Buenos Aires and in collaboration with institutions elsewhere. The activities also synergize with our research work.

IIEP has devoted much thought to the modes of capacity development – to what does and does not work in different circumstances. Much experience has been accumulated over decades, from which one lesson is that the tasks are complex, long-term, and dependent on many contextual variables. The HIV and AIDS pandemic and its impact on education, which is highlighted in three articles of this issue, was not part of the picture when IIEP was established in the 1960s. More positively, new technologies bring exciting possibilities for interacting with colleagues and for easily disseminating training materials and research findings.

The articles in this issue also show that capacity development is needed at multiple levels. For example, the articles on activities in Afghanistan and Egypt have a national focus, whereas those on activities in Ethiopia, Malawi and Mexico are concerned with capacity development at the sub-national, regional and district levels. The article on HIV and AIDS in Kenya goes even further, to the institutional level and units within those institutions.

Assistance with capacity development in UNESCO Member States of course implies sufficient capacity within IIEP itself. The Institute has an excellent multinational and multilingual team whose skills and perspectives are developed through practical work with partners across a wide range of countries. Our work is achieved in conjunction with other branches of the UNESCO family, with multilateral and bilateral agencies, and with individuals and agencies of multiple kinds. The IIEP Newsletter voices the opinions of some of these partners in addition to those of IIEP staff.

IIEP is constantly seeking ways to extend its outreach and improve its effectiveness. Readers are invited to collaborate with us in these goals, and to learn more from the IIEP web site (www.unesco.org/iiep). Contact us by e-mail (newsletter@iiep.unesco.org), or, even better, visit our offices in Paris and/or Buenos Aires.

Mark Bray
Director of IIEP
director@iiep.unesco.org
and trained. This, in turn, relates to the political stability in the country, the levels of higher education and training attained, and the systems put in place to attract, recruit, retain and motivate qualified staff.

About how long will this take? Several years, and even longer for countries emerging from conflict. IIEP has been involved in Afghanistan since May 2002, and yet the capacity for policy-making, planning, plan implementation, monitoring and evaluation is insufficient. IIEP and numerous other development actors are currently assisting the Afghan Ministry of Education to formulate its own policies and, more importantly, to develop relevant know-how. IIEP feels the need to work very closely with the interventions of other partners. It also forges alliances with donors and institutions who share the same approach to capacity development (see article on page 6). These alliances are needed to secure the necessary funds and to benefit from the experience, skills and relative strengths which partners can offer.

**Defining needs: an opportunity for capacity development**

‘Going it alone’ means that those receiving support can perform the tasks, solve the problems, and set and achieve their objectives without outside technical intervention or assistance.

But what does it take to become technically independent? How are capacity development needs identified, and who should identify them? The identification process can be ‘donor-driven’, namely decided by those providing technical support within the framework of capacity development programmes. This will certainly save time, effort and money, but it may not lead to the desired result. The extreme case would be the situation in which the capacity development project is designed theoretically through desk work, without conducting a needs assessment in the recipient country. The provider would just plan the components and activities of the capacity development programme based on its own experience, without much discussion with, or involvement of, the beneficiary. In this case, the provider is in full control of the process and the opportunity for joint work and building real partnerships is lost.

Lost also is the opportunity to strengthen national capacity development during the identification and planning processes. During identification, the recipient analyzes its current situation, envisages and articulates its future improved situation and identifies the gap between the two, or its needs in terms of capacity development. IIEP’s partnership with the Cambodian Ministry of Education, Youth and Sport (MoEYS) to assess its needs for technical skills and design a project proposal for meeting them is a good example (see article on page 7). It has not only led to the development of skills within the Ministry for conducting studies, analysis, report writing, project design and proposal preparation. It has also built confidence within the MoEYS team so that, in the future, they will be able to carry out these activities on their own without IIEP assistance. The needs assessment study and proposal preparation demanded considerable time and effort on the part of the partners involved (MoEYS, Sida and IIEP), but all three considered it a very worthwhile investment.

**Capacity development: multi-faceted**

Back to the question of what it takes to become technically independent. IIEP’s co-operation with Egypt, which began mid-2003 (see article on page 5) is strengthening strategic capacity in the education sector. The experience shows that capacity development is a long-term commitment on the part of both the recipient and the provider. Among the complementary processes is long-term specialized training, such as through IIEP’s Advanced Training Programme (ATP) organized every year in Paris, to impart technical skills to individuals. However, training abroad is expensive and benefits only a small number of individuals. It has to be coupled with in-country on-the-job training through national and regional workshops, together with coaching education personnel involved in planning tasks, since learning-by-doing is by far the best method for acquiring skills. The trained individuals have to be organized within appropriate institutional structures and with the necessary technology. They must also be able to transmit their skills to others, thus ensuring the multiplier effect and sustainability of the training received – hence the institution building component in IIEP’s co-operation with Egypt. However, achieving all this is only possible where there is a political will and government decision to embark on a holistic, multi-faceted process of capacity development at the central and decentralized levels (see articles on pages 4 and 8).

**Capacity development for IIEP and for partners**

Since its creation in 1963, IIEP has contributed significantly to in-depth specialized training of educational planning personnel from numerous Member States through its annual Advanced Training Programme. The need for capacity development in educational planning is much larger than can be met by IIEP’s ATP or any other similar traditional face-to-face training course. In order to meet this demand, IIEP has to go to scale. The various operational activities it undertakes at the national and regional levels are one way of reaching out to assist more countries on a larger scale. They also help IIEP to find new ways to strengthen national capacity, such as: on-the-job coaching, transmitting skills, and institutional building.

As both a provider and recipient in two-way partnerships based on trust, mutual benefit and long-term co-operation, IIEP is continually adapting its approach. It is also strengthening its own capacity to meet the needs of UNESCO Member States in the demanding process of developing national capacity to sustain educational reconstruction and reform.

Khalil Mahshi,
Head of Operational Activities, IIEP
k.mahshi@iiep.unesco.org
Ethiopia: hands-on training in educational planning

IIEP faces a dilemma: as a training institute, the main beneficiaries of its activities are individuals, but as part of a development organization (UNESCO) its role is to assist countries. Building individual capacities within a country does not automatically translate into national development. An intermediate step lies in focus on key national institutions. This vision inspires a capacity-building programme in Ethiopia.

In the last few years, Ethiopia has made further steps in its decentralization policy, launched after the present government took power in 1994. Responsibilities and resources for managing basic education are being transferred from the eleven regions to over 500 woredas (districts). The success of this policy will demand strengthening the skills of woreda officers. It also implies that regional offices reorient their work: rather than controlling woreda offices, they should support and advise them, so as to strengthen their competence and autonomy. Against this background, IIEP designed a capacity-building programme for regional staff. The 15-month programme, which will help transform the institutional culture of regional offices, was launched in early 2006.1

The programme faces several challenges relating to the national and the institutional contexts. First, Ethiopia’s leadership has an ambivalent attitude towards decentralization: regional autonomy was emphasized in the immediate aftermath of the defeat of the previous very centralized regime, in part to temper separatist demands. Nevertheless, central control has remained quite strong in order to keep the country united. Second, the regions and districts, the main beneficiaries of decentralization, are very different in their size and internal diversity, in their educational challenges, and in the skills of their personnel. This makes the development of a capacity-building programme an intricate task.

The institutional context faces further challenges. First, the programme needs to take into account the limited material and financial resources of offices. Most have little equipment and few financial resources, which restricts their initiative-taking potential. Second, staff turnover is very high. Third, office heads are chosen partly on a political basis. This seems to help them to obtain funds, but some lack the necessary technical expertise. Fourth, evaluation procedures do not act as motivators, as there is little linkage between performance, evaluation and career development.

The contextual analysis undertaken during a two-week mission by IIEP helped to define the characteristics of the capacity-building programme. The programme focuses on groups rather than individuals. In every course, each region is represented by several people who collaborate in planning. The training is also closely linked to the staff’s tasks: it is a support for the job and not an additional task to be undertaken. It takes into account the calendar of expected outputs and the infrastructure available to carry out the tasks. The courses are seen as moments of collegial interaction and they strengthen collaboration between regions and with the federal Ministry, whose staff also participate in the training.

After each course, the participants, with IIEP distance support, implement a specific activity, such as preparing an indicators booklet or updating an existing plan. This links the training to work, and allows for an adaptation of its content to the diverse needs of each region. Finally, throughout the programme, IIEP experts collaborate with trainers from the US-based Academy for Educational Development (AED), to ensure a regular follow-up and ensure the programme’s sustainability.

The programme’s focus is on changing the way planning is undertaken. While policy demands that woreda plans feed into regional and national plans, the present process is top-down, guided mainly by national targets and reproduced at the local level without much adaptation. Planning is input-focused and gives little attention to implementation difficulties. The programme’s objective is to turn planning into a strategic exercise, analyzing the strengths and challenges of each office, defining locally appropriate targets, and linking these to core activities.

Anton de Grauwe
a.de-grauwe@iiep.unesco.org

1 The programme is financed by USAID and implemented in collaboration with the Academy for Educational Development (AED).
Egypt: efforts to strengthen strategic planning

Up until the year 2000, strategic planning for education in Egypt was carried out by different bodies within education sector. The resulting inconsistent and often contradicting plans and sub-plans have made the need for integrated strategic planning education even more compelling.

The Egyptian Ministries of Education (MoE) and Higher Education (MoHE), together with IIEP and UNESCO, have carried out a series of studies and activities in an attempt to systemize strategic planning efforts within both ministries. These studies concluded that there is a need to create a common understanding of the concept of strategic planning and develop appropriate organizational structures, processes and technical skills at both the national and institutional levels.

Building capacity and putting strategic planning into action

Capacity building was considered essential in establishing an effective strategic planning system.

➤ Training: Four candidates from the MoE participated in three consecutive sessions of IIEP’s Paris-based Advanced Training Programme (ATP) in Educational Planning and Management between 2004 and 2006, and a further four candidates from MoHE will participate in sessions between 2006 and 2008. IIEP will also organize short-term training for officers from both ministries. In June 2006, the World Bank Institute (WBI) held a ‘hands-on’ workshop on education reform for personnel from the ministries.

Both ministries have made considerable efforts to establish a soundly-based strategic planning system. The steps taken include:

➤ Developing plans: In March 2006, the MoE started to prepare a five-year (2007-2012) national strategic plan for pre-university education. Concurrently, and within the framework of decentralization, 14 of the 27 governorates in Egypt formulated their strategic plans. Great emphasis is being placed on co-operation, co-ordination and exchange of experience among planning teams at both the central and governorate levels.

The preparation of the plan is being carried out with technical support from IIEP. It is based on two main complementary and comprehensive components:

• designing the 14 priority programmes, identified from an analysis of the situation and through participatory workshops with major stakeholders;
• developing an analysis and projection model (Egyptian version of UNESCO's ANPRO model) to be implemented at both the national and governorate levels.

The MoHE developed a strategic plan in April 2000, which was updated in September 2004. A master plan for higher education has been developed with a horizon of 2021, in which both quantitative and qualitative methods were employed. On the basis of this, a five-year strategic plan up to 2011 is being prepared.

➤ Establishing strategic planning units: With technical support provided by IIEP, a Policy and Strategic Planning Unit has been set up in each of the two ministries. The main tasks of the units are to: prepare education national strategic plans and annual recurrent and investment budgets; assist in formulating plans at governorate and institutional levels; produce annual progress reports; work on policy issues; and keep the information databases needed for strategic planning up-to-date.

Looking ahead

Both ministries feel that the following tasks still need to be undertaken:

➤ informing stakeholders of the developments described above;
➤ strengthening planning capacity at the regional and institutional levels;
➤ networking between ministries of education, higher education, planning, finance, administrative development and manpower planning;
➤ developing strategic plans in all regions and governorates;
➤ allocating resources (public, civil and private) for the implementation of the adopted plans;
➤ monitoring and updating plans based on implementation.

It is clear that capacity building and training have played a key role in helping both ministries set up a modernized and sustainable system of strategic planning for education in Egypt.

Hassan El Bilawi, Senior Adviser to the Minister, Policy and Strategic Planning Unit, Ministry of Education, Egypt, hbilawi@yahoo.com
Rasha S. Sharaf, Director, Strategic Planning Unit, Ministry of Higher Education rasha.saad@tempus-egypt.com
Afghanistan: a tripartite alliance for post-conflict reconstruction

IIEP is working with the Norwegian Ministry of Education and Research in a pilot project to assist the Afghan Ministry of Education to formulate its national education strategic plan. The project also strengthens national capacity for management.

Co-operation between the Afghan Ministry of Education (MoE) and IIEP for developing capacity to regulate the country’s pre-university education system started in April 2002, soon after the Afghan Interim Government was formed. At the same time, IIEP co-operated with the Afghan Ministry of Higher Education (MoHE) in developing the technical skills of staff involved in planning activities.

In January 2006, the Norwegian Ministry of Education and Research (MoER) announced its desire to join the MoE-IIEP co-operation alliance. The three parties discussed their comparative strengths and how to utilize them within a strategic partnership to the benefit of all three. They decided to initiate a pilot project, for which the Norwegian Agency for Development Co-operation (NORAD) ensured funding. The project is focused on formulating the first five-year Afghan national education strategic plan and building capacity for its implementation.

The first major step in the pilot project was to explore the modalities for this tripartite alliance. For this purpose, a joint IIEP/MoER mission to Kabul took place in June 2006, during which the three partners agreed on areas of co-operation. In assisting Afghanistan, the Norwegian MoER will draw on its own national experience in planning and reform. It will also draw on its recent experience of international institutional co-operation and partnerships, notably with Nepal and Zambia.

During the on-going strategic planning process in Afghanistan, the partners are exploring the potential of MoER to support and develop administrative capacity in the Afghan Department of Planning, particularly during MoE’s on-going restructuring. Other areas were crystallized during the June discussions, such as improving MoE’s existing information and communication strategies.

The IIEP and MoER teams completed their second joint mission to Kabul in October 2006. The Norwegian team included a staff member from the MoER’s Administration Unit who will work directly with her Afghan counterparts.

The pilot phase of the tripartite co-operation will be an ongoing process of debate and analysis on how needs emerging from the implementation of the national education strategic plan can best be met.

At the end of 2006, the pilot project, and the concept of a tripartite co-operation alliance, will be assessed by all three partners. The assessment will judge the viability of the concept of tripartite co-operation alliances, and plan for the next steps.

Ingrid Iversen, Ministry of Education and Research, Norway and Khalil Mahshi, IIEP

IIEP has also been involved in the reconstruction of education in Cambodia, Kosovo, Liberia, Mozambique, Pakistan, Palestine, Sudan and Timor-Leste.

Its Guidebook for planning education in emergencies and reconstruction can be downloaded free of charge from IIEP’s web site at http://www.unesco.org/iiep/eng/focus/emergency/guidebook.htm
CAPACITY DEVELOPMENT IN EDUCATION

Building a training institution in Cambodia

Cambodia is on the move. It has joined ASEAN and is now actively participating in the economic development of South-East Asia. To make Cambodia an effective partner in that development, a major reform of its public service is underway. Among the ambitious plans for the education sector is the creation of a much-needed training institution for those managing and monitoring the system.

EXPANDING access to education, raising quality and decentralizing services – these are the goals of Cambodia’s five-year Education Strategic Plan developed by the Ministry of Education, Youth and Sport (MoEYS). Many activities are already underway using national resources reinforced with support from external donors. While this is beginning to show results, it relies heavily on foreign technical advisers.

To shift the reform effort into the hands of Cambodians, there is an urgent need to strengthen national capacity for policy development, management of human and financial resources, and management of the teaching-learning process. Furthermore, the gender issue needs to be addressed as women account for only 37 per cent of all education personnel.

Most of the required management posts have been created and filled, but mainly by draining away competent secondary teachers for top posts and placing people with relatively little education in middle-level posts. Five per cent of ministerial staff have higher education degrees, and only a handful of staff at both central and provincial levels have received specialized in-depth training in educational planning, financial management or educational management information systems.

What is envisaged ...

To develop education in Cambodia and respond to the national socio-economic development needs, the 2006-2010 Education Strategy Plan redefines the relationship between central, provincial and district education bodies. MoEYS departments will increasingly focus on policy, strategies and performance monitoring, with microplanning and implementation delegated to the provincial and district levels. Thus, planning and monitoring capacities need to be strengthened at the central level, while districts and schools need enhanced institutional management tools. Governance and regulatory systems will be improved at all levels.

In order to prepare its staff at a professional level, the Ministry sought the assistance of IIEP and funding from the Swedish International Development Co-operation Agency (SIDA) to carry out a joint study on training needs. Working under the Director of Planning, a team of five Ministry staff and two IIEP consultants undertook a survey to determine the skills needed to run the planning departments, not only in the central ministry, but also in provincial and district offices. In all, 202 people were interviewed.

The team recommended 20 different training activities for about 2,000 education personnel at all levels. These would be offered on a continual basis and would encompass planning, management and administration. After examining existing institutions, the team also recommended the creation of a new institution, Educational Planning and Management Institute (EPMI), that could pay salaries competitive with the private sector.

... and what are the obstacles

Transforming an ambitious plan into an ongoing institution is not achieved without trials, and this was no exception.

The first obstacle is to find suitable physical facilities which would allow EPMI enough autonomy. The National Institute of Education, which trains secondary teachers, has some buildings available, at least to get started, although some expressed their fear that EPMI might be confused with an older and well-established institution.

The more difficult obstacle is how to pay salaries that would attract quality trainers. The Ministry of Economics and Finance has created the Merit-Based Pay Initiative which enables them to pay salary supplements to certain highly qualified staff. Unfortunately, funds can only be used within the framework of the Secretariat for Public Function, which is not the case for EPMI.

A third obstacle is the large size of the project and the ability of the government of Cambodia to commit itself to fund the costs involved. By the end of the project in six years’ time, EPMI should be fully financed by the Cambodian government.

But where there's a will there's a way ... and, hopefully, the time will come when EPMI will see the light of day.

Sam Sereyrath, Director of Planning, Ministry of Education, Youth and Sport, Cambodia, and John Beynon, IIEP consultant.
edu_sr@camnet.com.kh
Decentralization in Mexico: in-country training of education officers

In March 2003, under an agreement with Mexico’s Secretaría de Educación Pública (SEP), IIEP-Buenos Aires designed a postgraduate programme in Education Management and Policy. The aim of this programme is to improve the skills of regional education officials, following decentralization within the country’s education system.

Policy-makers must solve complex situations requiring negotiation, communication and leadership skills. They must also be able to highlight what is ‘meaningful’ and to anticipate events. Training for education personnel at the local level in these skills is essential to the effective running of any education system. Decentralization within Mexico’s education system, which led to a re-definition of tasks performed at the central and local government levels, increased the need for such training.

From 2000 to 2004, IIEP-Buenos Aires conducted research on education management training conditions in Latin America. The project identified “a need for training programmes that strengthen the ability to diagnose local needs (at the level of schools, school areas, the education sector, the municipality, the state, regional, or national levels) to promote a democratic vision, and, based on that, to design, implement, and evaluate projects”.¹

On this recommendation, the Mexican government’s Department of Primary Education asked two institutions with different approaches to training in education policy and management – the Latin American Faculty of Social Sciences (FLACSO) and IIEP-Buenos Aires – to develop a post-graduate programme for state education officials, combining in-class training and distance learning, over a period of nine months. The three main aims of the programme were: to strengthen government and state capacity to manage education at their respective levels; to facilitate communication between administrations and schools; and to promote innovation in the management of school policies. Co-operation between the different institutions and the Mexican government’s commitment to support the programme’s development have underpinned its success, its sustainability and the quality of the training provided.

The programme addresses issues such as the design of public policy, establishing new relations with the government, current challenges faced by education systems, and an in-depth analysis of the relationship between education policy and management in Mexico. The programme aims at enhancing state teamwork, retrieving and reassessing day-to-day education management practices, examining new conceptual frameworks, and promoting the creation of innovative state-level education projects. Over the past few years, 420 officials from every state in Mexico, as well as a team of employees from the Primary Education Section of the Department of Public Education, have received training.

Research on refresher courses and on-the-job training showed that emphasis on teamwork yields better results than individual training. For this reason, the programme selected a group of participants from the same state – seven to ten individuals in each group – in order to foster a common framework of understanding that will, in turn, improve the output of the group.

Texts have been written by regional and international authors, so as to include a variety of analytical viewpoints on an issue and help participants grasp current conceptual approaches more easily. By addressing day-to-day problems on education management and working on real life situations, each team assessed the education situation in its own region and proposed a series of innovative actions for implementation. By basing these proposals on the analysis of context-specific information, the strategies proposed were also context-specific and with a better chance of successful implementation.

In the past three years, 70 per cent of the innovations proposed by the participants’ action papers have been implemented at the state level. They include focus on: improving educational management; optimizing supervisors; redesigning curricula; reforming teaching careers; and improving quality control.

A majority of the participants (87%) said they had learned about new approaches to social policies in education and about innovative experiments in Latin America and Mexico. The programme also gave them an opportunity to exchange views with other officials from their state and elsewhere in Mexico.

Margarita Poggi, Director,
IIEP-Buenos Aires
mpoggi@iipe-buenosaires.org.ar

Education plays a critical role in preventing HIV and in mitigating its effects. For the education sector to be a full partner in the national response to the epidemic, its HIV and AIDS strategy needs to be embedded in a sector-wide approach covering content, curriculum and learning materials, educator training and support, and policy management and systems. Well-trained teachers are of critical importance in the provision of effective preventive education to reverse the high incidence of HIV infection among young people.

The results of IIEP’s study on primary teacher training colleges in Kenya indicate that, due to weak surveillance systems, the colleges lack accurate data on the magnitude of the problem. Anecdotal evidence suggests that HIV and AIDS account for increased mortality among college staff and trainees.

Data show that female trainees are more vulnerable to the risk of HIV infection than male trainees, largely due to increased peer pressure for sex and their inability to negotiate for safer sex. Non-teaching staff are also at risk due to their limited knowledge of HIV and because they live in low-income areas where commercial sex practices to be shared among colleges.

The persistence of a culture of multiple sexual partnerships place many teacher trainees at risk of HIV infection. Other predisposing factors include: inadequate information on HIV and AIDS; drug and substance abuse; and a lack of easy access to condoms.

In response to these problems, teacher training colleges (TTCs) have established AIDS Control Units and/or Committees to spearhead institutional responses to HIV and AIDS. These units and committees organize training in HIV and AIDS for tutors and trainees, intensify awareness campaigns, promote voluntary testing and condom use, and provide peer counselling skills to staff and trainees. The TTCs have also been active in integrating HIV and AIDS into academic programmes, and in providing guidance, counselling and support to the infected and affected.

However, the TTC responses to HIV and AIDS have been hampered by a lack of clear institutional policies, insufficient finance, inadequate training of staff and students in life skills education, and a dearth of teaching and learning materials. Bureaucratic bottlenecks limit institutional resource mobilization, and an overloaded curriculum leaves little time for preventive education. All this is aggravated by ill-equipped health facilities operated by untrained personnel, ambiguous government and religious policies on condom use, and the problems of stigma and discrimination which characterize the epidemic.

To boost their responses to the ravages of the pandemic, TTCs could be encouraged to develop their own college-specific HIV and AIDS policies. College coordinators need training in management skills, just as teaching staff require skills on how to integrate HIV and AIDS into the curricula. Making HIV and AIDS an examinable subject for staff and trainees could help to establish its importance. Colleges could be encouraged to develop their own information, education and communication materials adapted to their specific needs.

Tutor-trainee sexual relationships should be sanctioned by strictly enforcing a teachers’ code of conduct. Recruitment of professional counsellors is necessary to strengthen the capacities of each college Guidance and Counselling Department. Clear guidelines on safer sex practices should be developed for college students, just as health personnel employed in TTC infirmaries should be given more training in HIV and AIDS and on how to refer their patients to other health and support networks outside the college.

TTCs might consider developing their own internal evaluation benchmarks and indicators, while the Ministry of Education could consider regularly monitoring and evaluating each college’s HIV/AIDS programmes so as to identify successful practices to be shared among colleges.

Charles Nzioka
C.nzioka@iiep.unesco.org

1 A detailed report on this study: Mitigating the impact of HIV and AIDS in Teacher Training Colleges in Kenya is on the IIEP web site at:
www.unesco.org/iiep/eng/focus/hiv/hiv_2.htm
Managing educational quality in an AIDS environment

A district-level initiative in Malawi

In November 2005, a district-level education management information system (EMIS) initiative, DEMIS, was set up in Malawi. Designed to strengthen the capacities of district education officers, primary education advisers and head teachers to monitor educational quality, it operates in two districts of the Centre-West Education Division: Lilongwe Urban and Rural West.

This pilot project involves the computerization of data collected at the school level for analysis and decision-making at the district level. The choice of data collected is the result of a consultation on information needs at the central, district and school levels.

With a prevalence rate estimated at 14.1 per cent of the adult population in 2005, Malawi has been severely hit by the epidemic. Maintaining and enhancing educational quality in an AIDS environment is difficult because HIV is infecting increasing numbers of teaching and administrative staff. The epidemic is also affecting pupils. Many have lost one or both parents, leading to financial constraints and erratic attendance.

It is hence important to track factors affecting educational quality on a regular basis in order to take corrective and preventive measures. Data collected on teacher and pupil absenteeism, illness, death and orphaning provide a basis for informed priority interventions, such as finding temporary substitute teachers, and co-operating with school management committees, NGOs and other bodies that provide assistance to persons affected by HIV and AIDS.

Besides the AIDS-sensitive data, the local information base provides data for a variety of initiatives which can be taken to enhance educational quality and strengthen school management. It provides information on pupils and teachers, teacher characteristics, academic achievements and school functioning. The last category includes staff meetings and distribution of working hours; type and frequency of inspections; facilities and equipment; and working conditions of education advisers.

Preliminary data revealed that, in both districts, the main reasons given for teacher absenteeism were personal sickness or that of a relative, and attendance of funerals. The results also pointed to a high number of orphans, sometimes exceeding 20 per cent of pupils. Absenteeism among orphans was on average three times higher than that of non-orphans. Similarly, the drop-out rate was highest among the orphaned pupils, many of whom fell ill themselves.

An important issue with regard to the quality of education is the monitoring of schools in order to support them in their pedagogical work and general functioning. School inspections seemed to be more regular in the Lilongwe Urban district, where over half of the schools were inspected during the previous month, compared to only a quarter in the other district. The data revealed important disparities in the pupil-teacher ratio between the two areas; it was much higher in the Rural West district. Surprisingly, there were no significant disparities in teachers’ length of service or turnover rates. Future data analysis will help to explain these patterns.

Available at the district level, the information is communicated back to head teachers on a regular basis for feedback and to develop ownership of the information system by its primary users. Effective ownership at district and school levels is key to ensuring sustainability, data quality and enhanced management capacity in the context of decentralization.

A substantive analysis will be presented to the Ministry of Education based on six months of data collection. The database is designed to be fully integrated in the overall national sector information management tools and processes. Based on a positive evaluation of this pilot-project and of the tools developed during its implementation, the initiative may be generalized across the country.

Patricia Dias da Graça and Barbara Tournier
b.tournier@iiep.unesco.org

For further reading:

A similar experience conducted in Côte d’Ivoire was reported in the IIEP Newsletter, Vol. XX, No. 2, April-June 2002, page 9. It is available on IIEP’s web site at www.unesco.org/iiep/eng/newsletter/2002/apre02.pdf
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HIV/AIDS and Education

UNESCO at the XVI International AIDS Conference
Toronto, Canada, 13–18 August 2006

A UNESCO delegation, led by the Organization’s Global Co-ordinator a.i. for HIV and AIDS, Mark Richmond, participated in the International AIDS Conference held in Toronto, Canada, from 13 to 18 August. This year’s conference theme was Time to Deliver and ended with a call for effective political leadership to halt the epidemic.

At the conference, UNESCO presented findings of the Education Sector’s HIV/AIDS readiness survey1 during a session entitled Education and AIDS: challenges and possibilities. Other presentations included HIV/AIDS and teacher absenteeism in Uganda2 and the activities of KENEPOTE – the Kenya Network of HIV positive teachers.

“You have to understand that the students greet teachers living with HIV and AIDS, ‘Good morning Madame HIV’,” (Margaret Wambete, KENEPOTE).

A Leadership Session organized by the UNAIDS Inter-Agency Task Team (IATT) on Education looked at the importance of girls’ education in the response to HIV and AIDS. Mary Robinson’s keynote address highlighted that this was the sixteenth conference yet the first time that education was addressed as a key strategy in HIV and AIDS prevention. She ended with a series of recommendations, including that governments, as well as those of rich countries, honour their commitments to increase funds for education.

“Governments’ failure to implement their existing commitments to free primary education and the elimination of gender equality has already contributed to the increase in infection rates, particularly among women and girls” (Mary Robinson).

Education International held a satellite on its EFAIDS programme. One presenter noted the challenges faced by teacher unions in maintaining quality education within a privatized education system environment.

UNESCO was also present at the UNAIDS exhibition area and launched two CD ROMs: the UNESCO Library of Materials on HIV and AIDS (to order, contact: aids@unesco.org) and the IATT Review of the evidence: girls’ education and HIV prevention (to order, contact: info-iatt@unesco.org).

Full coverage of the conference is available at: www.aids2006.org

Lynne Sergeant,
IIEP HIV/AIDS Impact on Education Clearinghouse
l.sergeant@iiep.unesco.org


Reform of UNESCO’s Education Sector

In June 2006, Mr Peter Smith, UNESCO’s Assistant Director-General (ADG) for Education, announced the blueprint for the long-awaited reform of the Organization’s Education Sector. He did this precisely one year after taking up the post, after having worked intensively on the matter during that period.

The main focus of the reform is ‘accountable decentralization’. Headquarters’ personnel located in Paris will work more closely with colleagues in Regional Offices, Cluster and National Offices, Institutes and Centres to serve the needs of UNESCO Member States in more effective and efficient ways. At Headquarters, four Divisions replace the six previous ones. Two are cross-cutting in nature (Coordination of United Nations Priorities in Education; Country Planning and Field Support), and two correspond to the functional areas in which ministries of education operate their education systems (Basic Education; Higher Education).

IIEP and its Governing Board are pleased to give their full support to the reform initiative. In line with IIEP’s mandate, particular attention is being focused on capacity development, not only for educational planners and managers in UNESCO Member States, but also within the Organization itself.

Mark Bray, Director of IIEP
director@iiep.unesco.org
Rebuilding lives after the tsunami
Developing livelihood skills in Aceh, Indonesia

Nearly two years after the tsunami, the province of Nanggroe Aceh Darussalam in Northern Sumatra is still recovering: 500 kilometres of land were affected, over 130,000 people killed, and thousands more displaced. All this has had an unprecedented impact on people’s livelihoods.

BEFORE the tsunami in December 2004, Nanggroe Aceh Darussalam (NAD) province had suffered the ravages of a 30-year internal conflict. After the tsunami, as peace negotiations were underway, the Indonesian Ministry of National Education requested UNESCO’s Jakarta Office to support the reconstruction of non-formal education in Aceh. It was decided to provide training in livelihood skills so that tsunami survivors could find paid work and regain self-confidence. In June-July 2006, at the request of UNESCO Jakarta, IIEP evaluated the project.

UNESCO Jakarta organized a workshop in 2005 with the provincial Out-of-School Education Directorate (PLS NAD), to develop training modules in livelihood skills. In 2006, the project sought to increase the body of livelihood skills’ trainers through training-of-trainer programmes, implemented by NGOs, in: sewing and embroidery; tailoring; cement block and paving tile production; organic food production; virgin coconut oil production; arts, crafts and henna body art; and non-formal early childhood care and education.

The training included business development skills and adult teaching methods. The majority of the 269 participants were women, including widows, living in transitional settlements. UNESCO worked closely with PLS NAD and the national-level Directorate General of Out-of-School Education to build their capacity to monitor the training-of-trainer programmes.

Findings of the evaluation

➤ Important working relationships were established between UNESCO and the national and provincial Out-of-School Education Directorates. Due to UNESCO ‘brokering’, they were involved in several NGO-implemented projects. PLS NAD has requested copies of the training materials used by the NGOs, in order to review and adapt them for eventual validation and certification.

➤ Training of trainers had a positive impact on the trainees’ psycho-social needs.

➤ While participatory assessments were conducted by UNESCO, no market survey was carried out prior to choosing the NGOs or the livelihood skills to be taught. This inevitably affected the appropriateness of the training of trainer programmes.

➤ There was a very high pass rate (almost 100%), which may indicate that the final exam was not a rigorous test of the trainees’ level but more a symbol of completion to build trainees’ self-esteem. Nonetheless, half of the trainees had the capacity to become trainers, and 13 per cent have already provided training to others.

➤ Following the training programmes, 16 trainees underwent on-the-job training and over half were putting their livelihood skills into practice. Nine per cent were employed by others, a third were self-employed, and 15 per cent of all trainees had a higher income. However, some courses were not long enough to upgrade trainees’ skills.

IIEP’s recommendations

➤ A non-formal education management information system should be developed to facilitate the collection, processing, analysis and dissemination of data on the livelihood training programme. This would enable PLS NAD to play a lead role in planning, managing and monitoring the programmes and develop common standards across them.

➤ The training of trainer programmes should be more closely linked to the needs of the economy, and small businesses could perhaps bear some of the costs.

➤ In a post-conflict, post-disaster situation, trainees might not have the appropriate mindframe to transfer skills to others. A sensitization phase is necessary.

➤ Post-training support is needed, such as: top-up training; linking trainees to micro-credit schemes; and assisting them to find work or become self-employed.

IIEP’s involvement in this evaluation proved very enriching and deepened its experience in post-conflict, post-disaster contexts.

Erika Boak
erikaboak@yahoo.co.uk
Evaluating non-formal education

IIEP Workshop, 27-28 September 2006, IIEP Headquarters in Paris

One hundred million children all over the world are still out of school. Many of them enter conventional schools but drop out after a few years, as the way schools operate does not meet their needs. These schools are either too expensive, too far from home, not of sufficient quality, and inflexible in terms of timetables, calendars, and regulations.

Alternative education programmes and non-formal education (NFE) which attend to the needs of disadvantaged children have a variety of objectives. They include: teaching children how to read and write, but also allowing them to assert themselves, find jobs and earn a living. Many of these programmes are cheaper than those of conventional schools. However, they are frequently of low quality and their results are very often poor. Should non-formal and alternative education programmes for disadvantaged groups be evaluated using the same methods and criteria that are used for formal education? Should they be expected to perform as well as the formal system when their learners are very often drop-outs from the formal system? IIEP organized a workshop to discuss these issues with a group of experts.

The purpose of the workshop, organized at IIEP’s Headquarters in Paris, was to discuss the different methods of assessing the impact of non-formal education programmes: the indicators to be used; the pros and cons of different approaches; the criteria for deciding that a programme is successful; and the methods of monitoring NFE programmes. The discussions focused on the evaluation of alternative strategies for disadvantaged groups (children and youth), and specific schemes which exist within formal systems to help children in difficult circumstances (school meals and food programmes).

Certain issues were debated at length. For example: should NFE essentially aim to increase the opportunity to learn (access and retention), to empower disadvantaged groups, or to increase learning outcomes? Is the case different in programmes for young children which are essentially literacy-oriented, than for those which are skill-oriented, or, should we use different methods and different criteria? There was general agreement that benchmarks should indicate what the children and youth are expected to learn in NFE programmes. Similarly the cost-effectiveness of different approaches cannot be ignored.

A summary of the discussion is being prepared and, together with the various papers, will be posted on IIEP’s web site.

Françoise Caillods / f.caillods@iiep.unesco.org

Higher agricultural education and international co-operation

International Seminar, Agropolis¹, Montpellier, France, 27-29 September 2006

This International Seminar was organized by IIEP and the FAO as part of the higher education component of their co-operation programme. The French Ministry of Foreign Affairs and Ministry of Agriculture and Fisheries, as well as the Agence universitaire de la Francophonie (AUF), provided technical and financial support.

Most of the 43 participants came from higher education institutions in Africa, Asia, the Caribbean and Europe or from international organizations, such as AUF, FAO, the International Fund for Agricultural Development (IFAD), the Mediterranean Agronomic Institute (MAI), and UNESCO.

Despite a great deal of research and study on the contribution of international co-operation in capacity building, inter-university co-operation in agricultural higher education remains largely a matter of individual initiatives. This approach does not permit the accumulation of experience and institutionalization required to sustain co-operation over time and generate the restructuring process needed for development. In addition, the focus of international aid on basic education and urbanization has diverted assistance away from efforts made by universities in developing countries to revitalize higher agricultural education. These two factors constituted the framework for discussions.

Participants highlighted the difficulties higher agricultural education is facing in positioning itself and retaining its identity in a context where agriculture is declining and fewer students are motivated to study this field. To address these challenges, many countries have broadened the scope of agricultural universities from crop and animal production to cover fields such as biotechnology and rural development. The need for new skills to operate such a change has generated a strong demand for co-operation and the need to build inter-university networks. In this respect, the trend seems to be shifting from bilateral North-South relationships to multi-polar linkages. In some cases, this is hampered by inertia in co-operation practices, both within universities and on the part of donors. As a result, support for these horizontal relationships is still lacking.

Universities need to be able to establish effective indicators on the impact of co-operation programmes on food security, poverty and rural development. The seminar provided an opportunity to identify possible ways of introducing a quality approach in reforming curriculum and co-operation practices.

David Atchoarena / d.atchoarena@iiep.unesco.org
Fabien Boulier, Agropolis / boulier@agropolis.fr

¹ For further information see: www.agropolis.fr

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The 2006/07 Advanced Training Programme is underway

IIEP’s Advanced Training Programme in Educational Planning and Management started as usual in late September. The 2006/07 session welcomes 36 participants from 32 countries.

Training is just one of many ways to develop capacity in education. As the articles in the lead theme of this issue testify (see pages 1-8), IIEP supplements its human resource development activities with country-level technical support to educational planning and management. These activities, together with IIEP’s alumni network, play a key role in putting the skills developed to work in the field.

In their diversity, professionalism and level of learning, the 36 participants in this year’s ATP epitomize the variety and complexity of education systems around the world (see below the list of countries represented). Their participation testifies to the confidence placed in IIEP, not only by their countries but also by the donors, who provide the fellowships for their eight-month training in Paris.

David Atchoarena, Head, IIEP Training and Education Programmes, d.atchoarena@iiep.unesco.org

List of countries represented in IIEP’s 2006/07 ATP

Afghanistan  Bangladesh  Benin  Botswana  Burkina Faso  Cambodia  Cameroon  Chad  Comores  Congo  Congo DR  Côte d’Ivoire  Egypt  Ethiopia  Gabon  Gambia, The  Guinea  Jordan  Korea DR  Lesotho  Madagascar  Mali  Nauru  Rwanda  Saint Lucia  Senegal  Seychelles  Sri Lanka  South Africa  Sudan  Tanzania

Short-Term Training Modules in Educational Planning and Management – Spring 2007

The IIEP offers a series of Short-term Training Modules in Educational Planning and Management for planners wishing to take a more flexible, short-term training course. The modules, which take place in Paris from 3 January to 11 April 2007, aim to improve participants’ professional skills by focusing on their specific training needs.

More detailed information is available on IIEP’s web site at: http://www.unesco.org/iiep/PDF/STT2007E.pdf
NOVEMBER
19–24
Study visit of participants in IIEP Advanced Training Programme to the Academy of Orléans-Tours, France
Blois and Orléans, France
Contact: s.peano@iiep.unesco.org

20–24
Intensive training course on ‘Institutional management in higher education’
Kampala, Uganda
Contact: nv.varghese@iiep.unesco.org

20–24
Training workshop on ‘Developing an indicator system for monitoring education’ for central and regional planning and statistics officers [see article page 4]
Addis Ababa, Ethiopia
Contact: a.de-grauwe@iiep.unesco.org

JANUARY 2007
22–26
Training workshop on ‘Reforming school supervision and support for quality improvement’ for central and regional planning and statistics officers [see article page 4]
Addis Ababa, Ethiopia
Contact: a.de-grauwe@iiep.unesco.org

24–30
Japanese International Co-operation Agency (JICA)/IIEP training course on ‘Post-conflict educational reconstruction in Africa’
Osaka, Japan
Contact: c.talbot@iiep.unesco.org

FEBRUARY
12 February–4 May
Distance education course on ‘Building on what we know about HIV and AIDS and moving ahead’
Contact: t.bukow@iiep.unesco.org

19 February–7 June
Distance education course on ‘Education sector diagnosis’ for planners and managers in English-speaking Africa
Contact: g.gottelmann@iiep.unesco.org

Final session of IIEP-BA/FLACSO/SEP Mexico training programme for officers of State education systems in Mexico. Post-graduate studies in ‘Educational management and policy, Distance and in-class specialization’ [see article page 4]
Mexico City, Mexico
Contact: p.scaliter@iipe-buenosaires.org.ar

INTERNET DISCUSSIONS
• Open Educational Resources (OER) – open content that is freely available for use and re-use.
• Free and Open Source Software (FOSS) for education.
Both groups are open to new members as they continue to discuss and debate important issues.
Contact: virtual.university@iiep.unesco.org

Where are they now? News of former IIEP trainees

Career changes:
Mr ALEZA Sohou Athanase, Togo (ATP 2003/04)
Promoted to Director of Cabinet to the Ministry responsible for Village Hydraulics.

Mr Saad AL-SAEED, Saudi Arabia (ATP 1996/97)
Now Director-General of Educational Planning for the Saudi Arabian Ministry of Education.

Ms Faïqa AL SALEH, Bahrain (ATP 2000/01)
Formerly Director of the Plans and Programming Directorate, was recently promoted to the post of Assistant Under-Secretary for Planning in the Ministry of Education, Manama.

Mr Hadi AZIZ-ZADEH, Iran (ATP 1988/89)
Has been Director of the Islamic Educational, Scientific and Cultural Organization (ISESCO) Regional Office in Teheran since 2003.

Mr BALONGA Moïse, Congo Rep. (ATP 1992/93)
Currently Director of Studies and Planning in the Ministry of Primary and Secondary Education, Brazzaville.

Mrs Roohi Zakia DIWAN Bangladesh (ATP 1999/2000)
Appointed Director of Planning and Development, National Academy for Educational Management, Ministry of Education, Dhaka.

Mrs Khadija Ali Mohammed MBARAK, Tanzania (ATP 1999/2000)
Is now Director of the Department of Planning and Budgeting at the Ministry of Education and Vocational Training of Zanzibar.

Mr Dun Huang XU, China (ATP 1983/84)
Nominated Director of the Department of Planning and Capital Construction for the Ministry of Education in Beijing.

Retirements:
Former Minister of Primary, Secondary and Vocational Education, retired in 2005.

Mr Ali Hemed ABDULLA, Oman (ATP 1976/77)
Former Director of the Department of Projects, Ministry of Education, Muscat.
POLICY FORUM
- Cross-national studies of the quality of education. Planning their design and managing their impact. Kenneth N. Ross and Ilona Jürgens Genevois (Eds.). There has been a world-wide growth of interest among governments and international agencies in cross-national studies on the quality of education. However, such studies require careful planning and have far-reaching implications. Ministries should only become involved if they are prepared to actively engage in both designing the studies and managing the impact of the research. Based on an IIEP-InWEnt Policy Forum organized in 2004, this book looks at a range of aspects related to the design of such cross-national studies on educational quality: what to measure and why, how to pay and how to deal with the results, be they good or bad. It also shows the policy benefits that education ministries can gain by participating in such studies.
  
Contact: info@iiep.unesco.org  Cost: 12€

EDUCATION FOR RURAL PEOPLE
  
Contact: info@iiep.unesco.org  Cost: 12€

FUNDAMENTALS OF EDUCATIONAL PLANNING
- Unequal chances to participate in adult learning: international perspectives. Richard Desjardins, Kjell Rubenson and Marcella Milana. Change is at the heart of modern society, and only those who can adapt will survive. The future economic and social success of any society will rely on policies that support and foster continuous adult learning. This booklet presents an international comparative overview of adult learning patterns, and examines their policy and research implications. It raises the issue of who participates in adult learning, and looks at the factors behind the inequalities observed.
  
Contact: info@iiep.unesco.org  Cost: 12€

EDUCATION AND LOCAL DEVELOPMENT
- Educación y desarrollo local: Tensiones y perspectivas. Reflexiones sobre experiencias en la región andina. Ignacio Hernaiz, Erick Sanjínés and Verónica Villarán (Eds.) This book contains presentations made during the workshops organized for school principals, youth and community leaders in Lima and Cochabamba, Peru, end-2004, under the Project Comprehensive Cluster Initiative, financed by the W.K. Kellogg Foundation. The different texts refer to the role of education in local development strategies, intercultural issues and the importance of youth.
  
Contact: info@iiep-buenosaires.org.ar  Cost: 6€

ETHICS AND CORRUPTION IN EDUCATION
- Governance in education: transparency and accountability. Jacques Hallak and Muriel Poisson (Eds.) This book presents an international review of initiatives aimed at improving transparency and accountability in the management of education in a variety of domains, including: education financing; teacher appointment and transfer; teacher conduct; school management; and school nutrition. The strategies described correspond to three different areas: strengthening of management capacities, creation and maintenance of regulatory systems and enhancing ownership of the management process. A number of promising approaches are presented.
  
Contact: info@iiep.unesco.org  Cost: 12€

- Corrupt schools, corrupt universities: What can be done? Jacques Hallak and Muriel Poisson. Rigged bids for tender, embezzlement of funds, illegal registration fees, fraud in examinations – there is no lack of empirical data illustrating the diverse forms that corruption can take in the education sector. Although the diagnosis is relatively clear, ways of addressing the problems are less so.
  
Since 2001, IIEP has undertaken a research project on ethics and corruption in education, the results of which are published in this volume. The authors review the main areas in which corrupt practices can be observed and, in addition to documenting the facts, they report on strategies intended to improve transparency and increase the accountability of those involved in each of these areas. The book refers to experiments in over 60 countries, on the basis of information collected by IIEP in partnership with ministries (of education, finance and health), development agencies and national research institutes. Each chapter ends with detailed recommendations of steps that can be taken in order to improve transparency and accountability.
  
Contact: info@iiep.unesco.org  Cost: 20€

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