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IIEP-Buenos Aires, a decade already

During the last decade, most countries in Latin America have undertaken in-depth education reforms. The creation of a regional office for educational planning in Buenos Aires provided support and guidance for these countries. Needs have evolved, and the office is now larger and more active than at any time in its history.

Juan Carlos Tedesco, Minister of Education for Argentina, former Director of IIEP-Buenos Aires
www.iipe-buenosaires.org.ar/

Today, ten years after the creation of IIEP-Buenos Aires, we look back and say that it was a bold and visionary move.

At the end of the 1990s, most Latin American countries had set in motion the wheels of in-depth educational reform. While these processes were part of the new state policy paradigms that prevailed worldwide, the situation in Latin America was very different to that in Asian, African and Arab countries. Latin America was not experiencing the fast growth rates of Asia, nor did it face the cultural diversity or the extreme poverty prevalent in



IIEP's regional office in Buenos Aires, Argentina

other regions. Democracy had been restored in most Latin American countries, although the significant degrees of social inequality and the traditional concentrations of wealth in Latin America persisted.

Under these conditions, the appropriate response to the training, technical assistance and research needs of the various governments in order to bring about educational change, was to set up a regional headquarters of IIEP in Latin America. The foresight of Jacques Hallak, IIEP Director at the time, and Federico Mayor Zaragoza, Director-General of UNESCO, deserve recognition and applause.

The first important decision was to establish that this was not a regional bureau

of UNESCO but rather the regional office of IIEP (UNESCO). This meant that IIEP-Buenos Aires would not only bring international experience in educational planning and management to countries in the region, but would also contribute to disseminating Latin American educational experience to the rest of the world through the IIEP framework.

Secondly, IIEP-Buenos Aires put great emphasis on innovation. In order to respond to the region's needs, it was necessary to find new forms of training, research and technical assistance. Latin American researchers and practitioners were utilised more extensively in training, and the focus was placed on all levels of education systems. Education reforms usually fail when only administrative staff at the central level are aware of the criteria and theoretical basis for change, while those at other levels are not fully informed and consequently remain resistant.

For the training content, new topics had to be included to meet the needs of Latin American education management processes. These topics included: education statistics; managing evaluation methods; knowledge of trends and various educational reform strategies; the development of communication skills; leadership; teamwork; and conflict resolution.

Where training methods were concerned, diverse and expanded conditions were necessary in order to integrate new information technologies and incorporate the ethical and psychological dimensions that are crucial for the professional management of education systems.

The depth of the social, economic, political and cultural change in Latin America at the time of the creation of the IIEP-Buenos Aires office highlighted two factors. One was the meaning of 'change'; the other was the need to update assessments based on the relationship



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Directors taking stock at 10th Anniversary Colloquium

From left to right: Mark Bray, IIEP Director; Juan Carlos Tedesco, IIEP-BA Director 1998-2005, currently Argentinean Minister of Education; Margarita Poggi, IIEP-BA Head since 2005



The staff of IIEP-Buenos Aires

between education and equity, especially the role of teachers.

During the decade that followed, IIEP-Buenos Aires remained strongly committed to the ideals of quality education as a crucial factor in building a fair society. Research was undertaken on new poverty phenomena linked to social degradation, armed conflict, displaced populations and the situation of people who, although better off than in the past, were still poor. The role of education in each of these situations differs and the policies needed for each one should also differ (*cf article p. 4*).

When it comes to implementing educational change, teachers play a key role. An in-depth knowledge of teachers, including their professional needs, problems and roles in society,

is necessary for successful design and implementation of policies. IIEP-Buenos Aires carried out a major study on teachers and their status in Latin America (*cf article p. 6*).

Looking ahead, IIEP-Buenos Aires continues to innovate as it has done over the past decade. I am proud to have been the first Director of the office. Today, as Minister of Education of the Republic of Argentina, I rely on IIEP-Buenos Aires to strengthen and support educational management capacity in my own country, as well as the whole region. I am proud of what IIEP-Buenos Aires has achieved in its first decade, and I am grateful for everything it is currently doing to help not only Argentina but also other Latin American countries to provide quality education for all. ■

Mark Bray

Director of IIEP

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Looking back, looking ahead

Professional meetings, and especially anniversaries, are often times for stocktaking. This issue of the *Newsletter* highlights several meetings, and shows reasons why the Institute can take pride in past accomplishments as it looks towards the future.

The 10th anniversary celebration of IIEP's office in Buenos Aires, noted in the cover article, was a great occasion. Participants reflected on the origins of the office, and remarked that it had grown to a team of over 40 full- and part-time personnel. The fact that the office delivers high-quality and relevant work is evident, not only from the expanding demand for its work, but also from the fact that professionals from Brazil, Chile, Ecuador, Mexico and Uruguay flew to Buenos Aires to join Argentinean colleagues for the celebratory colloquium.

Also reported in this issue of the *Newsletter* is a meeting of the International Working Group on Education (IWGE), of which IIEP has been the Secretariat for 25 years. During this time, the international aid architecture has changed significantly, and participants noted that these changes required evolution in the composition and foci of the IWGE. Nevertheless, colleagues decided that the IWGE should retain its broad focus on the education sector as a whole, as well as its informal character which allows professionals to discuss matters in both a personal and institutional capacity. IIEP will be glad to continue to serve the international community in this way.

The changing international aid architecture is also the backdrop to the articles on the Association for the Development of Education in Africa (ADEA), which has just celebrated its 20th anniversary. IIEP hosted the ADEA Secretariat from 1991 to 2008, and is proud to have provided an environment in which the Association grew and flourished. The May 2008 Biennale in Mozambique was a remarkable event which demonstrated ADEA's ability to bring together policy-makers, funding agencies, researchers and practitioners from all parts of Africa. IIEP looks forward to maintaining a strong link with the ADEA Secretariat in its new home in Tunis provided by the African Development Bank (ADB).

A short text announces IIEP's July 2008 symposium on *Directions in educational planning*. Organized to honour the work of Françoise Caillods on the eve of her retirement after nearly four decades of service in IIEP, this event was designed as another occasion for looking back as well as ahead. More information will be presented in the next issue of the *Newsletter*.

A message underlying the above remarks is the importance of forums which bring together policy-makers, researchers and practitioners. This is a key role for IIEP, and was demonstrated well by the 10th anniversary colloquium in Buenos Aires. It focused on the links between research and education policy, and included statements from an academic, a current Minister of Education, a former Minister of Education, and a former Vice-Minister. The proceedings showed that links between research and policy are rarely straightforward, and demonstrated the value of IIEP as a body which combines research with policy analysis. ■

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Printed on recycled paper

The IIEP newsletter is published three times a year in English, French and Spanish, and twice a year in Russian.

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United Nations
Educational, Scientific and
Cultural Organization



International Institute
for Educational Planning

Equity and education in Latin America

The recent history of education in Latin America shows that despite considerable expansion, blatant inequalities in the quality of pupil achievement remain. Although great progress has been made, it is becoming increasingly difficult to develop innovative alternatives applicable systemwide at a time when increasing demands are being made on education.

FURTHER READING

- SITEAL. 2007. *Informe sobre Tendencias Sociales y Educativas en América Latina 2007*. This report (cover above right) can be downloaded at: www.siteal.iipe-oei.org/informetendencias/informetendencias2007.asp
- OREALC/UNESCO, Laboratorio Latinoamericano de Evaluación de la Calidad de la Educación. 2008. *Segundo Estudio Regional Comparativo y Explicativo (SERCE)*. This report (cover below) can be downloaded at: <http://unesdoc.unesco.org/images/0016/001606/160660S.pdf>

¹ SITEAL is a project supported by IIEP and OEI (Organización de Estados Iberoamericanos) to analyse educational trends in Latin America. See: www.siteal.iipe-oei.org



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Education systems in Latin America are having to respond to greater demands in conditions of inequality and social exclusion. This calls for scenarios where educational practices must undergo in-depth reform.

Almost all children in Latin America (with the exception of some living in remote and indigenous areas) attend school. However, not all of them have adequate family- and school-resources to progress in learning, stay in school and attain qualifications. The combination of poverty and social exclusion continues to impact severely on education systems. Despite reforms over recent decades, these systems have failed to make the institutional reforms necessary to improve their own democratic governance.

This is why, in most Latin American societies, several issues have to be tackled simultaneously. Some are 'old' problems, such as providing schooling to adequate standards. Others are newer problems, related to differences in the quality of learning and



improvement of the institutional and political governance of national education systems.

Within this framework, research undertaken by IIEP-Buenos Aires is directed towards the relationship between society and education, highlighting the way the two interact by monitoring inequality trends (SITEAL¹). This means considering structural poverty and how it is manifest in the region. It is closely connected to new forms of capitalism and their effects on policies and changing societies. As social, economic and cultural scenarios are being redefined, a new space is emerging in which children, youth and adults have to be educated and guaranteed access to knowledge.

As in other parts of the world, the likelihood of getting a good education is higher in the wealthier segments of the population. Except for primary education which is virtually universal, coverage rates in early childhood care and education and secondary schools are directly related to family income levels and the academic backgrounds of parents.

Similarly, the likelihood of starting, staying and learning in school is significantly higher in urban than in rural areas. Educational inequalities are now shifting towards the upper levels of education (secondary, higher and university) and the lower end of the scale (three and four year-olds), rather than at the primary school level, except for some countries in Central America where primary education is still not completely universal.

At the same time, the quality of learning is always dependent on a combination of interwoven social and school factors. This

is why, in addition to social and family backgrounds, institutional conditions of learning are fundamental, since they affect the efficiency of educational policies.

THE CHALLENGES AHEAD

Once significant coverage rates are attained in primary education, progress becomes more difficult and the next step is to ensure that children achieve the right standards and to narrow down the disparities in outcomes.

After that, efforts need to be concentrated on both early childhood care and higher education to increase provision by improving infrastructure, teaching materials, teacher training, etc.

The revision and updating of teaching models has become strategically essential, in particular for secondary education, early childhood care and pre-primary education.

Governing education systems has increasingly become a multi-level exercise, as educational services and responsibilities have been transferred to other levels of government, institutions become increasingly autonomous, and central government takes on a new role with its respective capacities and resources. This is the case for decentralized countries such as Argentina, Brazil and Mexico, as well as for Chile, where municipalities play a significant role.

In order to overcome the vicious cycle of inequality, it is necessary to mobilize political will to build a more egalitarian society, using different teaching methods in a concerted effort to achieve equivalent learning outcomes for all. The SERCE (*Second regional comparative and explanatory study*) results published recently (OREALC/UNESCO) indicate that the different social and economic backgrounds of pupils clearly relate to their average levels of schooling. The report highlights how school 'climates' can predict student learning achievement and it underlines the important role education can play in reducing inequalities. ■

IIEP has been concerned with issues of equity for many years. Increasing resources, building schools and strengthening efforts to broaden what school systems can offer has been shown to be a necessary but not sufficient condition to bring the most disadvantaged children into the classroom or to guarantee that they learn. What is required is not a piecemeal approach but rather a reconceptualization of the educational process, its organization and its financing mechanisms.

During its seventh Medium-Term Plan (2002-2007), IIEP published a set of regional state-of-the-art thematic monographs and case studies on innovative alternative programmes for disadvantaged groups in Africa, Arab states, Asia and elsewhere¹.

A particular focus has been formal and non-formal programmes which respond to the needs of a variety of very specific groups (children in

remote areas, orphans, child soldiers, refugees, nomads, minorities), and which offer diversity and flexibility in school organization. School feeding programmes and their impact on retention and learning were also investigated.

The most successful programmes were located close to the populations concerned and provided quality education thanks to good training and local support for teachers. Other successful programmes focused on basic skills, involved local stakeholders and were accountable to local communities. School feeding programmes, used in many countries as a means of increasing the access of disadvantaged groups to school, do not always meet expectations due to targeting and delivery problems. The participation of parents and communities in the implementation of these programmes need strengthening in order to

facilitate participation of disadvantaged groups.

Different studies have been published on the links between formal and non-formal education, education and training for rural people, and education in conflict and post-conflict situations. Conclusions have been presented in different IIEP courses and seminars on education and poverty reduction strategies.

Nevertheless, a number of questions remain. Should alternative education programmes for disadvantaged groups focus on attendance and the opportunity to learn or on learning outcomes? Is it normal that most of these programmes are financed by communities and NGOs? How could the state be more involved without threatening their specificity?

IIEP will continue its research on equity, access and quality, and will focus particularly on what contributes to the learning of disadvantaged children. ■

IIEP Research

Disadvantaged groups

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¹ See the complete list of these publications at: www.unesco.org/iiep/eng/publications/recent/rec19.htm



Teachers and their status in Latin America

¹FURTHER READING

- Tenti Fanfani, Emilio and Juan-Carlos Tedesco. *Nuevos docentes y nuevos alumnos*. In: *Repensar la historia de la educación. Nuevos desafíos y propuestas*, Manuel FERRAZ LORENZO (Ed.). 2005. Biblioteca Nueva, Madrid. Available online at: www.pv.ccoo.es/ensenyament/htm-docs/htm-docs/tedesco.pdf
- TENTI FANFANI, Emilio. 2006. *El oficio de docente. Vocación, trabajo y profesión en el siglo XXI*. Siglo XXI, Buenos Aires. Available at: www.iipe-buenosaires.org/



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Improving the professionalization and quality of teachers is high on education policy agendas in many countries because it affects the quality of education that will be offered to future generations. The term 'professionalization' encompasses several aspects associated with future teacher recruitment strategies, initial and in-service teacher training, working conditions and reward schemes.

If professionalization goals set for teachers are to be met, they must be based on a thorough knowledge of the teaching community. All too often, bad identification and analysis of how that community functions leads to prejudice, over-generalization and self-serving perceptions concerning the status of teachers. In some countries, it is difficult to assess the number of teachers working in the

Studies on the professionalization of teachers help planners to design good training policies, enhance working conditions and improve teaching careers. They also help them to analyse the feasibility of alternative development policies in basic education.

education system. Even less is known about teachers' opinions on social and cultural issues, educational policy matters, teaching methods or their own professional status.

Since 2000, IIEP-Buenos Aires has developed a comparative research programme on the professionalization of teachers in Latin America. Undertaken initially in Argentina with a questionnaire submitted to a sample of primary and secondary teachers in state and private schools, similar studies ensued in Uruguay, Peru, Brazil and Mexico.

The research employed socio-graphic techniques to obtain an overview of teachers' attitudes and perceptions. Data on socio-demographic factors (gender, age and family backgrounds, as well as social status, origin and history) were collected. Identifying the training of teachers from their schooling and throughout their teaching careers, allowed a comparative study of how they access teaching work, their job aspirations and their opinions on their working conditions.

IIEP-BA also analysed how teachers had developed a shared perspective of education policy agendas and the main education 'reforms' over recent years. The research analysed the values teachers shared on matters of cultural importance such as youth, discrimination and public values, justice and freedom. Teachers can either contribute towards or handicap the

attainment of goals set by specific programmes related to equity, curriculum, institutional management and the evaluation of learning achievements.

Finally, the analysis looked at teachers' purchasing and cultural behaviours through their reading habits, exposure to mass media, musical tastes, and visits to museums, the theatre, sporting-events, etc.

The research has generated a number of useful outputs: a comparative database, five national reports and three books setting out the national outcomes of Uruguay, Peru and Brazil. It has also produced an international comparative book and a series of articles on

specific issues.¹ Currently, IIEP-BA is working on a comparative analysis of the status of teachers in Mexico.

The data gathered during the study show that teachers hold broadly-shared views on a number of issues, including the social definition of their profession. However, their opinions can differ considerably on many other matters. If this diversity is taken into account, it will contribute to the design and implementation of successful education policies with realistic goals, particularly as regards improving professional teaching standards. ■

In order to reach the Dakar objectives, it will be crucial to use teaching staff in a more rational and equitable way. In this respect, studies conducted within the framework of the IIEP Master's programme have highlighted the crucial role of teacher management reforms.

LOCAL TEACHER RECRUITMENT

Studies on the local employment of contract teachers in Cambodia, India and Benin show that the hiring of non-tenured teachers has helped to expand teaching staff numbers quickly, as the cost and length of their training is much lower than those of the 'regular' teachers. It has also improved the supply of teachers in remote 'underserved' locations, where it is difficult to attract civil servant teachers.

However, studies on Benin and Niger illustrate that attrition and turnover tend to be very high among locally-hired teachers, and this eventually affects the stability and quality of teaching and learning in the schools where they form a large part of the teaching staff. The Benin study adds that the proportion of over-staffed schools in the more privileged areas has been increasing since community

teachers have been massively hired to fill posts in remote areas. Thus, the potential savings made by hiring low-cost local teachers might be off-set in the long run.

Without effective monitoring and management of all categories of teaching staff, it is probable that the different recruitment statuses of teachers may eventually lead to growing inequity in the distribution of qualified teachers. To keep track of the situation, information systems need to be adapted and strengthened to cover all categories of personnel.

POST MANAGEMENT SYSTEM

One common reason for sub-optimal teacher deployment and use is that a 'one post/one teacher' system does not exist.

In response to this challenge, the government of Swaziland adopted a staff management reform introducing a unique list of post numbers for each school according to its quota with a corresponding salary budget allocation. Henceforth, teachers can no longer move from one school to another with their post and salary because both are strictly tied to a specific school. The new system is reported to

be working well, except that it leaves little leeway to hire temporary or supply teachers – a serious concern in a country with high HIV prevalence.

REGULATORY FRAMEWORKS

Effective post management and information systems are essential for proper planning and management, but regulatory frameworks also shape the behaviour of those involved in teacher management.

Inadequate regulation of teachers' working hours (or class contact hours), subject specialization and/or post allocation can constitute serious setbacks when rationalizing the use of teachers. As indicated in the study on *Secondary teacher deployment in Morocco*, this is often further aggravated by norms and criteria applied to teacher posting and transfer. Official norms and regulations guiding these processes need to be adopted and adapted.

Essential teacher management reforms cannot be achieved without strong political commitment and a broad consultation process. Further IIEP research into successful initiatives and how they have been implemented will be undertaken on this theme. ■

1 FURTHER READING

- ▣ Tenti Fanfani, Emilio. 2005. *La condición de docente. Análisis comparado de la Argentina, Brasil, Perú y Uruguay*. Buenos Aires, Siglo XXI/IIEP Buenos Aires/Fundación OSDE. See cover page 6. Available at: www.iipe-buenosaires.org.ar and www.sigloxxieditores.com.mx/index.php?main_page=product_info&products_id=4579
- ▣ Tenti Fanfani, Emilio. "Teaching careers in Latin America". In: *IIEP Newsletter*, Vol. XXII, No. 1, January-March 2004, page 3. Available at: www.unesco.org/iiep/eng/newsletter/2004/jane04.pdf

IIEP Research

Rationalizing teacher provision

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This article is based on the findings of six papers listed below, prepared for IIEP's *Advanced Training Programme in Educational Planning and Management*:

- ▣ Geeves, R.; Bredenberg, K. 2005. *Contract teachers in Cambodia*.
- ▣ Govinda, R.; Josephine, Y. 2004. *Para teachers in India: a review*. IIEP/National University of Educational Planning and Administration (NUEPA) Master's thesis.
- ▣ Johnson, M. C. 2006. *Analyse critique des options en matière de politique enseignante au Bénin*.
- ▣ Daouda, I. 2005. *Le problème de la gestion optimale des enseignants du secondaire au Niger*.
- ▣ Shabalala, J. 2007. *Improving teacher planning and allocation by introducing the 'one tenant to one post' system: lessons from the case of Swaziland*.
- ▣ Tazi, M. 2005. *La gestion des enseignants au secondaire collégial : cas du Maroc*.

These papers can be downloaded at: www.unesco.org/iiep/eng/training/masters.htm



ADEA: from Manchester to Maputo

FURTHER INFORMATION

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In 1991, development agencies and Ministers of Education in Africa asked IIEP if it would host the Task Force of *Donors to African Education* (DAE). The Task Force had been created in 1988 by the World Bank, following the publication of the *1988 Report on education in sub-Saharan Africa*. It aimed to improve co-operation among donors and to exchange information on initiatives most likely to improve education in Africa. A meeting of the Task Force in Manchester in November 1991, decided to transfer the DAE from the World Bank in Washington DC to IIEP in Paris. Soon afterwards, a special trust fund was created by IIEP. Donor agencies pledged funds and a small Secretariat became operational in 1992.

Once established in Paris, the steering committee was expanded to include a bureau of ministers. The DAE then became a partnership of donors and senior managers of ministries of education. Its mission was extended to provide a multinational forum and to organize policy dialogue between development partners and

Sixteen years of cooperation between IIEP and the **Association for the Development of Education in Africa (ADEA)**

African ministers of education. Poor co-ordination among agencies and rapid changes in funding in some agencies made it difficult for countries to develop long-term policies. The burden of conditionalities and the lack of capacity in ministries were identified as particular obstacles to implementing good policies. Capacity development, also part of IIEP's mandate, soon became a major mission of the DAE. In the words of Mr Edward V.K. Jaycox, World Bank Vice-President for the Africa Region, at the DAE's first Biennale: "[we] donors are very goal oriented ... so when we see a capacity problem the temptation is to work around it and bring in some expert ... But this is not development."

The first DAE Biennale in Angers, France, in 1993 brought together over 30 African ministers of education to discuss with senior managers of development agencies, informally yet professionally, issues concerning the implementation of education sector programmes and projects in sub-Saharan Africa. The 1995 Biennale in Tours, France, focused on the formulation of educational policies in Africa. The discussions highlighted the need to prepare national action plans, organize wide-ranging debates involving multiple parties on the aims of education, improve the ownership by all stakeholders, and focus on the long and slow process of capacity building. It was stressed that donors should adapt to each country's planning processes, offering long-term financial solutions. Twelve years ahead of time, the foundations of the Paris Declaration¹ were already laid.

Between 1992 and 2008, DAE – renamed *Association for the Development of Education in Africa (ADEA)* in 1995 – grew rapidly. It developed into a vibrant and dynamic network of partners seeking to promote the development of relevant African-based educational policy. It became a broad-based forum for consultation and dialogue among stakeholders of education

¹ The Paris Declaration, endorsed on 2 March 2005, is an international agreement to which over 100 ministers, heads of agencies and other senior officials adhered. They committed their countries and organizations to increase efforts in harmonization, alignment and managing aid for results with a set of monitorable actions and indicators. See: www.oecd.org/document/18/0,3343,fr_2649_3236398_35401554_1_1_1_1,00.html

in Africa. This network has many achievements, and the success of the Maputo Biennale in May 2008 (see article below), which brought together some 600 participants including 32 ministers of education, testifies to the interest of the African community in the Association's work.

ADEA's greatest strength is its approach to capacity development. It facilitates cooperation between ministries of education and development partners, engaging leadership, emphasizing the policy dialogue, learning from experience, promoting national research, and exchanging experience. It creates an enabling environment by involving a wide variety of actors, including donors, senior managers, associations of parliamentarians, representatives of teacher unions, education professionals, researchers and NGOs. It also works closely with the media.

One of ADEA's biggest successes is the *Forum for African Women Educationists (FAWE)*² which emerged out of the DAE working group on female participation. Investing in the education of girls and

women had long been recognized as the most effective way of expanding access to education in Africa and supporting social and economic development. FAWE has been instrumental in bringing gender issues to the forefront and constantly reminding ministries and agencies of the importance of these issues.

In 2007, ADEA decided that it would move its Secretariat from Paris to Africa at the end of July 2008. The African Development Bank in Tunis became the new host. IIEP is proud to have accompanied ADEA throughout its early years. Participating in the steering committee, the different working groups, and, more recently, leading the Working Group on Education Sector Analysis (see article page 10) has been a truly enriching experience for IIEP, as has been participation in all the biennales from Manchester to Maputo. We are happy to have played an active part in ADEA's development. We wish ADEA every success for the future and look forward to continued collaboration. ■

² For more information on FAWE and its activities, see: www.fawe.org

ADEA 2008 Biennale, Maputo

Beyond primary education

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Over 100 papers, 80 presentations, half of which were in plenary, nearly 600 participants, a dozen opening speeches, and five attempts at synthesis in the closing sessions. In sheer numbers, the 2008 Biennale of the ADEA held in Maputo, Mozambique, was a huge success. Even more important than the numbers was the content and, in particular, the lessons ministers of education and their advisors took home after the meeting. This challenge may have been more difficult this year, due to the complexity of the theme: *Beyond primary education: challenges of and approaches to expanding learning opportunities in Africa*. But indeed, much was achieved, commencing with recognition of the complexity of the debate.

The relevance of this topic is beyond doubt; increased enrolments in primary education, the ensuing stronger social demand, and the crucial role of a well-educated human resource base in today's

competitive world economy, all explain the demand in Africa for sustainable expansion of secondary schooling.

While the policy imperative to expand secondary education is obvious, the constraints to its realization relate to a complex set of issues. The ADEA Biennale was attentive to this wide variety of challenges and debated several success stories. Unavoidably, not every question was discussed in depth, and some participants may have been disappointed that the biennial meeting did not provide a comprehensive synthesis leading to some key policy actions.

Undoubtedly though, the rich presentations and lively discussions allowed for more clarity on several crucial issues. African countries face three major and inter-related challenges in their policies to expand secondary education: teachers, financing and diversity. Teachers are usually the most expensive item in any education

budget, but they are also the key guarantors of high-quality secondary education. Not only will more teachers be needed, but their qualifications and training will need to improve. This will have serious financial implications. Presentations at the Biennale showed that universal secondary education, even if limited to lower secondary, may be impossible to achieve within the next 15 years due to lack of funds.

The solution does not simply lie in increasing funds allocated to education, because of competing priorities (water, health, rural development and so on). One response could lie in the development of a diversified secondary education system, which may be necessary to offer relevant education to a more heterogeneous clientele. Such a diversified system, however, should not lead to the existence of alternative streams of unequal quality, but rather allow for a more relevant and more equitable offer. ■



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WGESA: past, present and future

FURTHER INFORMATION

For further information on ADEA's Working Group on Education Sector Analysis (WGESA), see: www.unesco.org/education/wgesa

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The ADEA Working Group on Education Sector Analysis (WGESA) was the first working group to be founded, in 1989. Bringing together representatives from African ministries of education, international agencies, research institutions, universities and non-governmental organizations, its activities were directed by a steering committee of representatives from the same constituencies with IIEP acting as lead agency.

The early work of WGESA focused on information needs. The Group concentrated on global inventories and analytical overviews of education sector analysis, and in so doing accumulated a rich depository of knowledge that was useful for country-donor relationships in upstream work. Following the 1997 ADEA Biennale, there was a shift towards country-based and country-led reviews of sector analysis undertaken by national teams.¹ Such reviews contributed to understanding how educational reforms

were designed. They also provided valuable support during implementation processes, and contributed to more informed answers to the African quest for accessible, affordable and equitable quality Education for All throughout the continent.

FOSTERING POLICY DIALOGUE

In 2003, WGESA entered into a period of renewal. It restructured its programme and workplans, with the Peer Review Exercise as its flagship activity.

The Peer Review Exercise was initially proposed at the ADEA Caucus of African Ministers during the 2003 Biennale in an effort to help improve the design, planning and implementation of educational sector reforms in Africa. It bore original features and provided a platform for a comprehensive national dialogue on issues that were pressing for national and international stakeholders. The Expert Peer Review Team is composed of Africans with sound experience in policy formulation and implementation at the field level; the country experts fully participate during all stages of the exercise, including the drafting of the final report.

This process facilitates resourcing, and provides an opportunity for learning from peers originating from other African countries with different educational systems. The Peer Review is a good strategy for fostering policy dialogue around education reform initiatives. It facilitates public debates on key policy reforms and creates opportunities for constructive dialogue among peer experts from different countries on common experiences and innovative solutions.

In 2007, the ADEA Steering Committee decided to merge WGESA with the Working Group on Statistics and the Working Group on Education Finance. The newly merged Working Group on Education Policy Support and Management (WGEPMS) will be effective for the 2009 Workplan, which will be submitted to the ADEA Steering Committee. IIEP is accompanying the merging process. It will contribute to the link of the new working group, mainly by participating in its Steering Committee. ■

¹ A pilot study in Zimbabwe was published in 1999. Similar reviews in Ghana, Lesotho, Burkina Faso and Mozambique were published in 2000 and 2001.

Financing education: being fair

How can aid agencies best support education and development? What are the priorities for their interventions?



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Some 40 representatives of bilateral and multilateral aid agencies and foundations met in New York, USA, on 10 and 11 June 2008 to discuss their education policies and practices. The event was hosted by UNICEF and focused on capacity development, equity and finance, and the data gap. The framework for this discussion was the International Working Group on Education (IWGE).

Several donor agencies were being restructured and this meant, for some, less funding for education and reductions in the number of specialized staff. For others, funds allocated to education had increased, almost to the extent of encountering difficulties in spending all the money available. Priorities for donor aid intervention included: access, equity and quality; education in fragile states; and, more recently, higher education.

The analysis of household expenditures on education based on household surveys revealed that education represents a smaller portion of the family budget in low-income groups, probably due to the fact that these children commonly attend low-cost schools and rarely move on to higher levels of education. Nevertheless, the difference in spending on education between income groups is not great and, considering that the priorities in low-income families are health and food, education constitutes a much heavier burden on family

revenue than for higher income groups. The participation of students from low-income groups in higher education is low everywhere but particularly in low- and middle-income countries. Financing strategies are thus very important, and free higher education is not necessarily the fairest option. There are convincing arguments for maintaining university fees and complementing them with scholarships for low-income families. Quality higher education is crucial for development, but governments concerned with equity should invest in quality education from a very early age, including pre-school. The importance of educating rural populations and developing rural areas was also emphasized.

OPTIMIZING DATA

Producing good quality, reliable data at the right time is crucial for efficient policy-making. Data sources can vary (comprehensive administrative censuses, household surveys, examination results, learning achievement tests, etc.), but the IWGE discussions showed that much data already available to policy-makers is not well exploited. Using better tools to present the data in a clearer fashion could help to improve this. In addition to helping to monitor development, data guides action concerning the allocation of funds, from district to national levels. Disaggregated by gender and by urban and rural areas, well-presented data can make the case of fighting inequality more obvious. ■

FURTHER INFORMATION

The International Working Group on Education (IWGE) is an informal group of aid agencies and foundations. It was created in 1972 to enable donor agencies to exchange information and work closely together on education issues. IIEP has been the Secretariat since 1983.

For further information on IWGE, including papers from the 2008 meeting and the reports on previous meetings, see: www.unesco.org/iiep/eng/networks/iwge/iwge.htm



UNICEF Tanzania preparing IEB exam for refugee students in Burundi

The right to certification is an essential part of the right to education

The right to certification

FURTHER INFORMATION

The Inter-Agency Network for Education in Emergencies (INEE) is responsible for setting up the *Minimum standards for education in emergencies, chronic crises and early reconstruction*. For more details on INEE activities and various applications concerning the *Minimum Standards*, see:

- www.ineesite.org
- "INEE launches new Minimum Standards Toolkit for Education in Emergencies", in: *IIEP Newsletter*, Vol. XXVI, No. 1, January-April 2008, page 15.

¹ This seminar was organized by the Research Partnership on Education in conflict, emergencies and reconstruction

Jackie Kirk, Department of Integrated Education Studies, McGill University, USA
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The international seminar on *Certification of the learning attainments of refugee and internally displaced pupils* held at IIEP in Paris,¹ on 21-23 January 2008, focused on the challenging issues of certification. The key message of the seminar, 'The right to certification', was grounded in international commitments to ensure the right to quality education for people affected by war and disaster.

Accredited learning programmes with appropriate certification and validation are important for all children. For those who are displaced by war or natural disaster, and/or who have to move between different authorities and educational jurisdictions and adapt to changing contexts, this right may be particularly critical. Education is a key strategy for building young peoples' skills and capacities. This potential cannot be fulfilled through learning programmes that do not lead anywhere or that are not recognized as providing entry to further learning and/or labour-market opportunities.

Different actors, such as staff from the Ministries of Education (MoE), United Nations (UN) agencies and non-governmental organizations (NGO) can play significant roles. All have specific strengths and opportunities which, when coordinated with other actors, can be mutually reinforcing. They can help

to overcome obstacles, such as political barriers, lack of technical capacity, lack of policy frameworks and resource gaps.

This first-ever international, inter-agency seminar on certification in contexts of forced displacement succeeded in:

- ▲ bringing together over 25 key actors and stakeholders from refugee, internally displaced persons (IDP), migrant, and returnee contexts around the world, representing MoE, UN agency, NGO, educator and researcher perspectives from diverse contexts, primarily in Africa and Asia;
- ▲ sharing the rich experiences of such actors in certification in difficult circumstances, in order to identify good practices and lessons, all of which are now distilled in an *INEE-Research Partnership Good Practice Guide*;
- ▲ establishing an initial repository of documentation related to the topic (now placed on the INEE website at www.ineesite.org/page.asp?pid=1459 for wide dissemination and to stimulate further additions);
- ▲ identifying a series of key strategies and follow-up steps to ensure that the right to certification – as a key component of quality education programming – is fulfilled for all children and youth.

Modules for training and capacity building of MoE actors have subsequently been developed and piloted. These and other resources will be used in future IIEP-INEE training and capacity-building activities.

Seminar participants identified a number of key issues related to the importance and

complexity of certification. They highlighted existing experience and expertise, and noted the possibilities that exist for actors to work together to create change.

The different players from MoEs, UN agencies and NGOs can play significant roles. They all have specific strengths and opportunities which, when co-ordinated with other actors, can become complementary and reinforcing. The identification of the

limitations of the specific actors – as well as the partnerships they could create – helped in the development of a dissemination, advocacy and action strategy.

The seminar served as a venue to share, validate and enhance initial drafts of a study on this topic. It also generated additional source material for the final publication due end-2008 in the IIEP series *Education in emergencies and reconstruction*. ■



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Sierra Leone: overcoming corruption in fragile states

Muriel Poisson and
Jacques Hallak
m.poisson@iiep.unesco.org

After an initial activity in Kosovo (2007), IIEP organized a second workshop tackling transparency and accountability in the education sector in post-war Freetown in 2008.



The figures speak for themselves in Sierra Leone: 50,000 persons killed, 2 million displaced, 100,000 mutilated, and 250,000 women raped. After a decade of civil war (1991-2002), the country is gradually recovering. The conflict seriously affected education, as much as other sectors. It resulted in the severe weakening of the institutional capacity to manage the system, the destruction of the school infrastructure, the reduction and disorganization of the teaching force, and the dismantling of information systems.

To put the system back on its feet, a number of key measures have recently been adopted, combining emergency rehabilitation with major structural reforms. Among these are the abolition of school fees and the

introduction of decentralization. Both measures raise important challenges for transparency and accountability in an environment where there is

little capacity to assimilate reform.

Forty of Sierra Leone's high-level officials met in April 2008 to discuss how best to enhance transparency and accountability in the education sector. The main objectives of the meeting were to help participants better understand the various forms of corruption in the education sector and their impact on access, quality and equity, and to discuss strategies to improve transparency and accountability in educational planning and management. The activity was a joint initiative between the Sierra Leone Ministry of Education, Youth and Science (MEYS), the Sierra Leone Anti-Corruption Commission, GTZ, DFID, the Anti-Corruption Resource Centre and IIEP.

Despite the huge constraints, particularly in terms of weak management capacities and low civil servant wages, the discussions enabled the presentation of some promising initiatives. These included the efforts by the MEYS to conduct a country-wide teacher head count and,

on this basis, to clean up the list of teachers.

A number of strategic proposals for the future emerged from the intensive exchanges. These include:

- ▲ the creation of a committee responsible for drafting teacher codes of conduct;
- ▲ the development of a management handbook on the use of school resources;
- ▲ the sensitization of stakeholders to the issue of illegal charges in schools, followed by the application of sanctions, where necessary;
- ▲ the establishment of basic principles for local procurement and, on this basis, the drafting of a local procurement guideline; and,
- ▲ the review of the primary education curriculum, to include anti-corruption concerns.

Once consolidated, these proposals will set the basis for an action plan to fight corruption. Progress will be assisted by the strong commitment of the Minister of Education, the Commissioner of the Sierra Leone Anti-Corruption Commission and the development partners. ■

2007/08 ATP

Viva España ... and farewell to Paris

Master's theses defended

in the 2007/08 atp

Complete list online at:
[www.unesco.org/iiep/eng/
training/masters.htm](http://www.unesco.org/iiep/eng/training/masters.htm)

Where are they now?

News of former IIEP trainees

▣ Career changes

José PARENTE FILHO, Brazil (1986/87). UNESCO Consultant for the National Education Development Fund working on the National Basic Education Plan.

Martin BAPTISTE, Grenada (1998/99). Project Manager at the Caribbean Development Bank, Barbados.

Leonardo PANOZZO, Argentina (IIEP-BA 2004). Appointed Provincial Director of Teachers Welfare, Santa Fe Ministry of Education.

Claudio LURAGHI, Argentina (IIEP-BA 2005). Appointed Director of Higher Education, Ministry of Education, Province of Buenos Aires.

Marta Muchiutti de Buenamelis, Argentina (IIEP-BA 2006). Appointed Director of Basic Education, National Ministry of Education, Argentina.

▣ Deceased

Marcos Atibu MMPAO (1990/91) and **Julio CUVACA AMERICA** (1997/98), Mozambique.

Subscribe to the IIEP Alumni Network at: alumni-anciens@iiep.unesco.org

David Atchoarena and Leonora MacEwen
tep@iiep.unesco.org

The 10-day study visit of the 2007/08 ATP participants to Spain in March 2008 concentrated on four themes: decentralization, teacher training, technical and vocational education, and evaluation. After an introduction to the Spanish education system by officials from the Ministry of Education and Science on their arrival in Madrid, the group visited educational institutions in Madrid and Andalucia and, in four working groups, trainees drew their own conclusions on how the system worked.

The Spanish education system was reformed in the 1990s and decentralized in 2000, when each of the 17 autonomous regions (*comunidades*) were given strong decision-making authority. Participants learned that the Institute of Evaluation was founded in 2006 to assess the quality and efficiency of the system, compare its functioning in the different autonomous regions and create links with the international community.

After three days in Madrid, the group headed south to Seville, Andalucia, an autonomous region where they were able to observe decentralization in action. Confronted with the effects of the ever-increasing multicultural diversity on education in Andalucia, they also saw how teachers are trained to meet such demands.

The study visit to Madrid and Andalucia, kindly organized by the Spanish government and Organization of Ibero-American States (OEI) for the 28 participants in IIEP's 43rd Advanced Training Programme, treated the group to some sunshine and colour after a long rainy winter in Paris.

Participants caught glimpses of Spanish culture thanks to a visit to the Prado Museum, a concert by a children's choir and youth orchestra in Madrid, and a guided tour of Cordoba in Andalucia, its Jewish district, mosque-cathedral, synagogue and flower markets – not to mention *tapas* and flamenco throughout the visit!

ANOTHER YEAR ENDS

The 43rd ATP ended on Thursday 29 May. The 28 participants from 23 countries were congratulated on their successful completion of the programme by Ms Ana Luiza Machado, Deputy-ADG for Education Programme Management in UNESCO, who emphasized the need for effective education managers to meet EFA goals. IIEP's Director, Mr Mark Bray, thanked those organizations which had funded ATP participants this year, and without whose financial assistance the ATP would not be possible. Finally, the President of the 2007/08 Trainees' Association, Mr Issa Coulibaly (Mali), encouraged his colleagues to put the lessons they had learned in Paris to good use in their respective countries. ■



Trainees visiting an agricultural college in Andalucia

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Forthcoming activities

August

18-29 August

UNESCO Staff development course on 'Education policy analysis and planning'

Phuket, Thailand

Contact: d.atchoarena@iiep.unesco.org

28 August-11 September

Technical support to planning process in Afghanistan

Kabul

Contact: d.gay@iiep.unesco.org

11 August-7 November

11th Regional course on 'Educational policy planning'

IIEP-Buenos Aires

Contact: cursoregional@iipe-buenosaires.org.ar

August-November

Training course on 'Trends and challenges for education and school planning in Latin America'

RITLA, Brasilia, Brazil

Contact: p.scaliter@iipe-buenosaires.org.ar

September

1 September-30 June 2009

Advanced training programme in 'Educational planning and administration'

IIEP Paris

Contact: tep@iiep.unesco.org

22 September-3 October

Summer school on 'Transparency, accountability and anti-corruption measures in education'

IIEP Paris

Contact: m.poisson@iiep.unesco.org

October

2-3 October 2008

International seminar on 'Educational policy and decentralization: making the links between different levels of government'

IIEP-Buenos Aires

Contact: emilio@iipe-buenosaires.org.ar

2-3 October 2008

Orientation seminar for ATP participants

Natural History Museum, Paris

Contact: tep@iiep.unesco.org

13 October-23 December

Distance education course on 'External quality assurance of higher education for Arab countries'

Contact: m.martin@iiep.unesco.org

November

17-21

French study visit of 2008/09 ATP trainees

Contact: tep@iiep.unesco.org

17-28

UNESCO Staff development course on 'Education policy analysis and planning'

IIEP-Buenos Aires

Contact: p.scaliter@iipe-buenosaires.org.ar

December

Prize-giving ceremony for 'Innovation in educational management' awarded to a Latin American municipal education secretary

IIEP-Buenos Aires

Contact: p.scaliter@iipe-buenosaires.org.ar

Directions in educational planning

IIEP Symposium, 3-4 July 2008

Mark Bray, Director of IIEP ▲ director@iiep.unesco.org

The 1960s were characterized by optimism, belief in grandiose models of development, and firm government action. During that period, educational planning generally focused on macro-planning and national budgets. Since then, global and national contexts have changed considerably, and contemporary planners must take account of decentralized approaches, non-government funding and multiple cross-national forces.

IIEP has closely monitored developments over the years and has continuously provided technical assistance to UNESCO Member States in developing methodologies suited to their educational environments, capacity to address change and ways to optimize the use of new technologies. The Institute has led planners worldwide in the broader conceptualization of major development themes, and has periodically organized seminars to assess the magnitude of changes and their effects on the context and contents of educational planning.

Two decades after the seminar organized on the occasion of IIEP's 25th anniversary in 1988, the 2008 Symposium on *Directions in educational planning* was conceived both to identify trends and to honour Françoise Caillois, on the eve of her retirement from IIEP. Since 1969, Ms Caillois has played a major role in the development of educational planning, in the creation of IIEP's regional office in Buenos Aires and in liaising with ADEA and IWGE (see *articles pp. 1-11 of this issue*). The Symposium was designed as an occasion to reflect on and take stock of educational changes over the years, to assess their implications for IIEP and the wider field, and to anticipate future patterns. Discussions focused on: links and contrasts between macro- and micro-planning; links between education, poverty reduction and development; and issues in national and international financing of education.

A report of the discussions will appear in the next issue of the *IIEP Newsletter*. Meanwhile, for a glimpse of the presentations and proceedings, see: www.unesco.org/iiep ■

IIEP Publications

All IIEP publications can be downloaded free of charge at:
www.unesco.org/iiep and www.iipe-buenosaires.org.ar

Fundamentals of Educational Planning



School clusters and teacher resource centres

Elizabeth A. Giordano
(Fundamentals No. 86)
2008, 151 p.

School clusters and resource centres should channel education resources effectively by making them available to groups of schools rather than individual schools. This booklet looks at the goals, functioning and outcomes of different strategies to improve teacher development services at the school level, develop local capacity in education and improve supervision and management in schools. It highlights what is needed for their effective implementation.

To order: info@iiep.unesco.org Price: 15€
www.unesco.org/iiep/eng/publications/recent/recent.htm



Planning for cultural diversity

Christine Inglis
(Fundamentals No. 87)
2008, 185 p.

How can planners guarantee educational equality and full social participation of minority groups in a culturally diverse society and ensure social harmony in a democratic society? Given the ethnic diversity within individual societies, no one set of responses is universally applicable. This booklet discusses certain readily-identifiable processes to follow when developing educational responses to cultural diversity.

To order: info@iiep.unesco.org Price: 15€
www.unesco.org/iiep/eng/publications/recent/recent.htm



Education and employment in OECD countries

Steven McIntosh
(Fundamentals No. 88)
2008, 94 p.

The purpose of education is to prepare youth for the world of work, since, without adequate qualifications, they stand little chance of finding employment. This booklet assesses the impact between education received and labour market outcomes within OECD countries, focusing on employability. It describes the problems faced by the low-qualified in modern economies, analyses the causes and gives examples of interest for policy-makers and planners.

To order: info@iiep.unesco.org Price: 15€
www.unesco.org/iiep/eng/publications/recent/recent.htm

Fundamentals of Educational Planning (cont'd.)



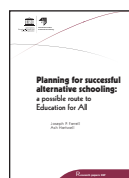
Literacy for all: making a difference

Agneta Lind
(Fundamentals No. 89)
2008, 147 p.

Literacy is both a democratic human right and a basic learning need. But how can literate societies exist in places where education is only accessible to the rich? From the lessons learned over the past decades, this booklet reviews the meanings of literacy within the context of lifelong learning, and analyses policies and strategies required to improve national literacy rates and develop adult literacy programmes.

To order: info@iiep.unesco.org Price: 15€
www.unesco.org/iiep/eng/publications/recent/recent.htm

IIEP Research Papers



Planning for successful alternative schooling: a possible route to Education for All

Joseph P. Farrell and
Ash Hartwell
2008, 44 p.

Electronic publication

As *Education for All* and *Universal Primary Education* gain heightened attention, there has been a surge in programmes aiming to increase enrolments, retention and learning. This booklet attempts to understand how and why more than 200 radically alternative primary education programmes manage to succeed in achieving these goals among many of the most marginalized children in the world.

Available at: www.unesco.org/iiep/eng/publications/recent/recent.htm

Reviews of IIEP publications

- ▣ **Coordinating education during emergencies and reconstruction. Challenges and responsibilities.** Marc Sommers. 2004, 115 p. Price: 12€
www.unesco.org/iiep/eng/publications/recent/emerg.htm

"The book is full of insights. Recognizing that lack of coordination is often 'another name for weak bureaucratic control' (p.79), and that the humanitarian aid 'industry' is 'fundamentally competitive' (p. 83), the author nevertheless offers sensitive and practical advice on how to improve coordination of reconstruction efforts [...]. Anyone working in this field will find Sommers' book an excellent and sympathetic introduction."

Comparative Education, Vol. 43, No. 4, 2007.
Reviewer: Maureen Woodhall

- ▣ **Cross-national studies of the quality of education. Planning their design and managing their impact.** Kenneth N. Ross and Ilona Jürgens Genevois (Eds.). 2006, 320 p. Price: 20€
www.unesco.org/iiep/eng/publications/recent/rec11.htm

"This volume is a timely collection ... on a topic of growing importance. It is one of the first on cross-national assessment studies, which will undoubtedly become a more populated research area in future, both in terms of the process and methodology of undertaking these studies. As it is written with both researchers and practitioners in mind, the discussions sometimes vacillate between these two perspectives, but both parties alike have much to learn from this book."

Compare: A Journal of Comparative Education, Vol. 38, No. 2, 2008.
Reviewer: Servaas van der Berg