

A REPORT FROM THE IWGE

Making
education
work **for all**



International Institute for Educational Planning

Making education work for all

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A report from the
International Working Group on Education

*Glen Cove, Long Island, New York, USA
10-11 June 2008*

Edited by Steve Packer



United Nations
Educational, Scientific and
Cultural Organization



International Institute
for Educational Planning

This document is the summary of discussions of the 2008 meeting of the International Working Group on Education (IWGE). The views and opinions expressed in this volume are those of individual participants in the meeting and should in no way be attributed to UNESCO, IIEP or any of the agencies that are members of the Working Group.

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Preface

The International Working Group on Education (IWGE) is an informal body bringing together aid agencies and foundations working in the field of education. It was created in 1972 when two inter-agency meetings were organized in the Italian town of Bellagio (from which the group took its initial name – the Bellagio Group) by the Ford and Rockefeller Foundations. These meetings considered how the participants and other donor agencies could strengthen cooperation in support of education for development, and how to exchange information and innovative ideas more effectively. Further meetings were held on a regular basis, and a group of agencies undertook self-financed research on a range of topics, including the brain drain, higher education in Africa, literacy, the financing of education, and education and training for public management.

In 1982 it was agreed that the Bellagio Group should transform itself into the IWGE, with UNESCO's International Institute for Educational Planning (IIEP) as its Secretariat. Since then, the IWGE has sustained the approach of its founding parents and has continued to facilitate debate on issues of immediate and practical importance. During the 1980s and 1990s the Group particularly focused on basic education and served as a catalyst for preparation and follow-up of the 1990 World Conference on Education for All in Jomtien, Thailand. After the subsequent Dakar World Education Forum in 2000, the Working Group continued to exchange information on basic education but broadened its focus to include preparation of young people for entry into the labour market, coping with the growing demand for secondary education after EFA, mitigating the impact of HIV and AIDS on education, and organizing education in situations of crisis and reconstruction. The exchange of views and experiences on how to move to a sector-wide approach (SWAp) has broadened to include the progress made on poverty reduction strategies (PRSS) and the Fast-Track Initiative (FTI).

The Working Group has three major objectives:

- to exchange information among agencies concerning education aid policies and practices in an open and informal way;
- to strengthen cooperation and facilitate a convergence of approaches and operational modalities when appropriate;
- to advocate for bringing major education policy issues to the forefront.

Meetings are usually attended by 40 to 50 participants who represent some 25 to 30 multilateral and bilateral development agencies. All agencies involved in work concerning education or development, whether multilateral or bilateral, governmental or non-governmental, can join the IWGE, which is managed by a Planning Committee.

For almost all of its history Françoise Caillods has contributed to the IWGE in different ways during her remarkable career at IIEP, which spanned nearly four decades. During this time she led conceptual development in major themes, which included educational financing, HIV and AIDS and education, school mapping, non-formal education, and science education. She has been a prominent international figure in multiple arenas. For the last decade she was responsible for the IWGE Secretariat at IIEP. Although the June 2008 meeting was her last before retirement from full-time employment, it is clear that she will remain a greatly valued member of the community, in which she will continue to share her great experience and her many insights.

Finally, I express sincere appreciation to Steve Packer for his drafting of this report. We have greatly benefited from Steve's long experience in the field, and from his ability to synthesize sometimes complex discussions in a clear and effective way. He conducted this task with admirable efficiency, tact, and diplomacy.

Mark Bray
Director

UNESCO International Institute for Educational Planning (IIEP)

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Composition of the Planning Committee

The IWGE is an informal group of aid agencies, UN organizations, and international foundations that come together at regular intervals to discuss issues of common interest relating to international cooperation in the field of education. In 2008, the IWGE Planning Committee comprised representatives of the following organizations and agencies:

Aga Khan Foundation (AKF)

International Bank for Reconstruction and Development

(IBRD or World Bank)

Swedish International Development Cooperation Agency (Sida)

United Nations Children's Fund (UNICEF)

United Nations Educational, Scientific and Cultural Organization

(UNESCO)

United States Agency for International Development (USAID)

List of abbreviations

ADB	African Development Bank
ADEA	Association for the Development of Education in Africa
AED	Academy for Educational Development
AKF	Aga Khan Foundation
BREDA	(UNESCO) Regional Bureau for Education in Africa
CCEM	Conference of Commonwealth Education Ministers
CEDB	Council of Europe Development Bank
CHET	Centre for Higher Education Transformation
CHOGM	Commonwealth Heads of Government Meeting
COL	Commonwealth of Learning
CSO	Civil society organization
DEMIS	District Education Management Information System
DFID	Department for International Development (UK)
DQAF	Data Quality Assessment Framework
ECCE	Early Childhood Care and Education
EDI	Education Development Index
EFA	Education for All
EKE	Education for the Knowledge Economy
ELP	Essential Learning Package
EMIS	Education Management Information System
ERP	Education for Rural People
FAO	Food and Agriculture Organization
FTI	Fast-Track Initiative
GAVI	Global Alliance for Vaccines and Immunization

List of abbreviations

GMR	Education for All Global Monitoring Report
GTZ	German Agency for Technical Cooperation
HIV and AIDS	Human Immuno-Deficiency Virus/Acquired Immune Deficiency Syndrome
HRBAP	Human rights-based approach
IBRD	International Bank for Reconstruction and Development (IBRD or World Bank)
ICT	Information and communication technology
IDA	International Development Association
IIEP	International Institute for Educational Planning
ILO	International Labour Organisation
INEE	Inter-Agency Network for Education in Emergencies
ISCED	International Standard Classification of Education
IWGE	International Working Group on Education
JBIC	Japan Bank for International Cooperation
JICA	Japan International Cooperation Agency
KfW	Kreditanstalt für Wiederaufbau
LAMP	Literacy Assessment and Monitoring Programme
MDG	Millennium Development Goal
MICS	Multiple Indicator Cluster Surveys
NFE	Non-formal education
NGO	Non-governmental organization
ODA	Overseas Development Assistance
OECD-DAC	Organisation for Economic Cooperation and Development – Development Assistance Committee
OSI	Open Society Institute
PALOP	Países Africanos de Língua Oficial Portuguesa

PASEC	Programme of Analysis of Education Systems
PHEA	Partnership for Higher Education in Africa
PIRLS	Progress in International Reading and Literacy Study
PISA	Programme for International Student Assessment
PRS	Poverty reduction strategy
SACMEQ	Southern and Eastern Africa Consortium for Monitoring Education Quality
SECI	Ministerio de Asuntos Exteriores y de Cooperación
SFAI	School Fee Abolition Initiative
Sida	Swedish International Development Cooperation Agency
SMART	Specific, measurable, actionable, relevant, and timely
SWAp	Sector-wide approach
TIMSS	Trends in International Mathematics and Science Study
TVET	Technical and Vocational Education and Training
UIS	UNESCO Institute for Statistics
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
UK	United Kingdom
UPE	Universal Primary Education
USA	United States of America
USAID	United States Agency for International Development
WBI	World Bank Institute
WEI	World Education Indicators
WHO	World Health Organization

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Introduction

The International Working Group on Education met at Glen Cove Mansion on Long Island, New York State, USA, on 10-11 June 2008. Hosted by the United Nations Children's Fund through its education group, the meeting attracted representatives from 26 agencies: 12 multilateral organizations, institutes, and initiatives, six foundations, and eight bilateral agencies. The Group welcomed for the first time the Carnegie Corporation, the Council of Europe Development Bank, the Spanish Ministerio de Asuntos Exteriores y de Cooperación, the World Health Organization, and the Partnership for Higher Education in Africa.

The 2008 IWGE meeting in New York was the latest in a series of informal international discussions that began over 30 years ago. In the five meetings prior to the one in New York, a strong mix of educational and aid modality issues was discussed, including quality and learning (Florence, Italy, 2000), sector-wide approaches (Lisbon, Portugal, 2001), gender parity and education in emergencies (Helsinki, Finland, 2003), governance (Washington DC, USA, 2005), and education for rural people (Rome, Italy, 2006). Reports of these meetings can be downloaded from the International Institute for Educational Planning (IIEP) website: www.iiep.unesco.org.

In 2008, the IWGE returned to three significant technical and political challenges: **financing for equity, capacity development, and data management**. For the rights and opportunities to education for all to be realized, enhanced levels of funding and more equitable and sometimes targeted strategies for the use of scarce financial resources are required. As systems grow and increase in complexity, so the need for building and sustaining a range of capacities across the education sector – central and local – takes on greater urgency. But identifying priorities and sustaining professional development programmes over time still receive insufficient attention globally. And without effective communication and use of reliable

data, defining well-conceived policies and effecting good practice have limited chances of success. These three pillars of making education work for all provided the substance for the 2008 IWGE dialogue.

In addition, the IWGE offered its usual **‘show and tell’** session at which each agency and organization had the chance to reflect briefly on its own preoccupations and reforms. An opportunity was also given to debate the **future of the IWGE**.

As with all previous IWGE reports, the intention has not been to record each and every comment but to extract the main substance of each debate as it emerged from a vigorous critique and commentary on lead presentations. Accordingly, attribution to individuals and their organizations is limited.

Key references and sources of further information are provided. In addition, a list of participants in the meeting is provided in **Annex A** and the programme schedule is in **Annex B**. The papers presented at the meeting can be requested from IIEP.

Welcome

Participants in the 2008 IWGE were welcomed by the Director of IIEP, Mark Bray, and by Dina Craissati, Senior Education Adviser at UNICEF, on behalf of Cream Wright, Associate Director and Global Chief of Education, UNICEF. IIEP provides the Secretariat for the organization of the IWGE, while on this occasion UNICEF was the host for the meeting.

Mark Bray expressed his sincere thanks to UNICEF for its willingness to host the meeting and for enabling the Group's participants to meet in congenial surroundings with excellent back-up support. Reflecting on the long history of the IWGE, he noted the strong tradition of high quality, informal, yet potentially influential debate on matters of topical significance for education cooperation, dating back to the days of the Bellagio Group. IIEP had served as the Secretariat for the IWGE for over 25 years, and was proud to have helped to produce a set of meeting reports which still deserve attention as a record of ways of working together on emerging and recurrent themes.

An indicator of the continuing worth of the IWGE was the presence of new partners at the Long Island meeting. At the same time, it had to be acknowledged that there had been debates at previous meetings, notably in Washington DC and in Rome, about the continuing relevance and worth of the IWGE. Accordingly, space was provided on the agenda for the 2008 meeting to reflect further on the value of this distinctive group. The argument that there were too many international meetings with insufficient tangible benefits needed to be set against the value that continues to be derived from professional development, identification of new sources of knowledge, human contact, and opportunities for networking and future cooperation. Mark Bray cited the World Bank's Human Development Week as one very practical example of this philosophy at work. He also pointed to the opportunity the 2008 meeting provided to examine the highly relevant issues of financing for

equity, capacity development, and data management, matters of immediate interest and debate within all agencies, and to move the debate beyond basic education and EFA to education systems as a whole.

In welcoming the delegates, Dina Craissati emphasized UNICEF's appreciation of the IWGE as a forum for debating strategic education issues. On financing and equity in particular, UNICEF's programming is now increasingly moving toward upstream policy work, informed by a human rights-based approach (HRBAP). The operationalization of the HRBAP within education sector planning and reform necessarily goes through the question of financing and equity. Broader work on social budgeting is also very much at the fore in this endeavour. Dina Craissati took the opportunity to draw attention to a collaborative effort between UNICEF and UNESCO, the production of a guide entitled *A human rights-based approach to education for all* (www.unicef.org/publications/index_42104.html). Similarly, work on data and data management that facilitates a holistic understanding of the situation of children is an important facet of UNICEF's work. In consolidating UNICEF's work on ChildInfo and survey data, UNICEF is keen to further a more synergistic approach among agencies in reporting progress and supporting countries in this field. Dina Craissati concluded by noting that UNICEF was very conscious of the need to continue to make the case for education internationally, and of the part that the IWGE could and should play in this respect.

An expression of gratitude: Françoise Caillods

During the course of the meeting, Mark Bray, Cream Wright, and many IWGE participants paid tribute to Françoise Caillods, Deputy Director of IIEP, who was scheduled to retire at the end of July 2008.

Françoise has been the champion and the driving force behind the IWGE for many years, concerned always that it should be relevant, professional, and strongly informed by sound research and scholarship. Much more than an IWGE organizer, Françoise has brought a depth of understanding, practical experience, and knowledge to each and every meeting, demonstrating a passion for education which has served IIEP and the IWGE so well.

This report is dedicated to Françoise Caillods.

‘Show and tell’: developments in aid policy and practice

Following the long-standing tradition of the IWGE, the 2008 meeting started with a ‘show and tell’ session to allow participants to reflect briefly on recent developments and initiatives in their various agencies and organizations. The summaries of the interventions also provide a website address to enable readers to access additional information and contact points. Twelve multilateral agencies, organizations, and initiatives come first, followed by eight bilateral agencies and six international foundations.

Not surprisingly, a diversity of expertise and experience emerged from the 26 presentations, each intervention highlighting the practice of working through different modalities in different countries and regions, focusing on a range of issues and objectives. But there were some important commonalities too. There was evidence of increasing attention to a human rights-based approach to education, not just under an EFA umbrella but for education as a whole. Issues of equity and social justice were at the forefront. In many agencies post-primary education and higher education for skills development and economic growth were receiving considerable attention. There were examples too of agencies working together in international partnerships, with some bilateral agencies planning to reduce bilateral expenditure and increase multilateral allocations. Some agencies were going through reorganization and reform, sometimes to the possible detriment of their technical sector capacities. The importance of a strong UNESCO able to exercise global leadership was also stressed in a number of interventions.

1. Multilateral agencies, organizations, and initiatives

The Association for the Development of Education in Africa (ADEA)

www.adeanet.org

ADEA¹ is first and foremost a forum for dialogue on educational policies in Africa. It is designed to encourage exchange and to reinforce links between ministries of education, pan-African and regional bodies with an interest in education, and aid and development agencies. Over its 20-year history, the Association has developed into a network of decision-makers, educators, and researchers and, based on its capacity to foster policy dialogue, a catalyst for educational reform. It is an influential player in the processes of dialogue, sharing, and learning for education and development more widely in Africa.

In May 2008 in Mozambique, ADEA convened its latest pan-African Biennale, the ninth since 1991, on the theme ‘Beyond primary education: challenges of, and approaches to, expanding learning opportunities in Africa’. More than 600 participants from the African education community analysed recent tools, knowledge, and programmes with the potential to bring about continent-wide progress in post-primary education. Presentations made in Maputo can be accessed on the ADEA website.²

ADEA (then called Donors for African Education – DAE) was created in 1988 as a project of the World Bank in Washington DC. In 1994, the ADEA Secretariat moved to IIEP in Paris. This arrangement worked well for both ADEA and its host body, but in due course it was felt appropriate to move the Secretariat to Africa. In 2007 the Steering Committee decided that in August 2008 the ADEA headquarters would move to a new home in Tunis, where its Secretariat will be hosted by the African Development Bank (ADB).

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1. As the Executive Secretary of ADEA was unable to attend the Show and Tell session, this note summarizes some brief developments as highlighted on the ADEA website.
 2. See www.adeanet.org/adeaPortal/Biennale/home_biennale_en.jsp

The Commonwealth Secretariat
www.thecommonwealth.org

The Commonwealth is an association of 53 developing and developed Member States, representing two billion people. The major education goal of the Commonwealth Secretariat – the executive arm of the Commonwealth – is to support Commonwealth governments in their efforts to attain universal, sustainable, and high-quality education for all citizens, regardless of their age, gender, socio-economic status, or ethnicity.

The Commonwealth Secretariat receives a mandate for its programme of work from Commonwealth Heads of Government Meetings (CHOGMs) and in education from the Conferences of Commonwealth Education Ministers (CCEMs); the last one prior to the 2008 IWGE meeting was held in Cape Town, South Africa, in 2006. During the beginning of the 2000s, the Commonwealth has given priority to the attainment of the Millennium Development Goals (MDGs) and EFA goals in its education work programmes, giving particular attention to enhancing the quality of teachers and teaching and to improving school management. The 'Protocol for the Recruitment of Commonwealth Teachers' was agreed in 2004. This is a mechanism for limiting the adverse effects of teacher migration on vulnerable countries, especially small states.

Work has also been undertaken on the role of the private sector in achieving universal primary education (UPE), strategies for achieving greater gender equality in secondary education, analysis of the under-achievement of boys in schooling, and, in partnership with ADEA, the potential of multi-grade teaching to alleviate teacher shortages and improve teaching and learning. Education for nomadic populations is a further topic of interest.

In order to promote innovative ways of working, the Commonwealth Education Good Practice Awards have been introduced in areas such as UPE, eliminating gender disparities, improving quality, extending the use of

distance learning, and mitigating the impact and the prevalence of HIV and AIDS through education.

The Council of Europe Development Bank (CEDB)
www.ceobank.org

The CEDB is a multilateral bank with a social vocation. It grew out of the post-Second World War Council of Europe Resettlement Fund, becoming a development bank in 1999. With 40 Member States, all of which belong to the Council of Europe, including 18 Central and Eastern European states, the bank had a loan portfolio of 12 billion euros in 2008. It disbursed loans worth 1.6 billion euros in 2007.

The bank has three main lines of action: strengthening social integration, managing the environment, and developing human capital. Education and vocational training fall primarily under the last of these strategic areas. Between 1998 and 2007, 93 education loans were granted, worth about 2 billion euros, to 25 member countries. This represented about 10 per cent of the bank's total lending for that period. From 2003 to 2007 Finland, Sweden, Norway, and Iceland were collectively the recipients of 23 per cent of education lending.

All levels of education are supported. Infrastructure and equipment are important for a number of the projects that have received a loan, as is addressing environmental concerns and energy efficiency objectives. There are investments too in information and communication technology (ICT), teacher training, and overall education reform, for example, with the World Bank and the European Investment Bank in a sector programme in Albania.

There is a trend towards the development of sector indicators to enable all Bank-supported projects to be monitored carefully by its technical department. There is also an increase in lending through financial intermediaries in Eastern European countries.

The Fast-Track Initiative (FTI)
www.education-fast-track.org

The EFA FTI is a global partnership between donor and developing countries intended to ensure accelerated progress towards the MDG of achieving UPE by 2015. All low-income countries that demonstrate serious commitment to achieving universal primary completion can receive support from the FTI.

Currently there are two apparently contradictory views of the FTI. Positively, it is seen to be strong, vibrant, relatively well-resourced, and energetic across a broad spectrum of developing countries. On the other hand, although still young, it is perceived to be going through a 'mid-life crisis'. The April 2008 annual FTI meetings in Japan highlighted both the strengths and the perceived weaknesses of the initiative.

The FTI model is generally believed to be working well. The fact that 35 countries have sector plans endorsed by the Initiative, and that many donor agencies are working together much more closely in the education sector than previously, represent significant gains.

However, there are major concerns around equity issues, especially in relation to fragile states. Disability has still failed to receive sufficient attention. Out-of-school children (many of whom have some form of disability) are still targeted insufficiently, and Early Childhood Care and Education (ECCE) still remains largely outside sector planning and reform strategies. Low levels of learning in FTI countries remain a substantial challenge. A study of four states showed that at the end of Primary Grade 2, children able to read 45 words a minute numbered 0 per cent in one country, 3 per cent in another, and just 11 per cent in the remaining two.

On aid effectiveness, the FTI has been proactive, working within the Paris Declaration Framework as far as possible. But this is largely a supply-side exercise, and the demand side for sector indicators remains weak.

The relationship with the World Bank – where the Secretariat for the FTI is located – has required a lot of work, and the right partnership formula still remains to be found. But there have been positive developments. Thinking through the Bank’s supervisory role of the FTI Catalytic Fund in ways that ensure that Fund activities are much better integrated into Bank operational work is a particular challenge, and there have been up to six-month delays in FTI programme implementation. This perhaps reflects a reality that harmonized and aligned aid is messy and complicated, and that it is difficult to change Bank bureaucratic procedures and behaviours.

Another major challenge going forward will be to define where the FTI (within the Bank) should step back in order to develop a much stronger, more visible leadership role for UNESCO.

The Food and Agriculture Organization (FAO)

www.fao.org/sd/erp

In 2002 the **FAO** and UNESCO launched a flagship partnership on **Education for Rural People (ERP)**. This initiative is part of the International Alliance against Hunger and also of the EFA initiative. FAO is the UN lead agency for ERP. It is an EFA flagship programme designed to help bring about collaborative action to address rural-urban disparities in education by targeting the needs of rural people, recognizing that they constitute the majority of the poor but have little or no political voice and representation.

Given that the main crises of today’s world are the food crisis and the consequences of climate change, and that rural people play a key role in mitigating both of these, working internationally in a cooperative manner on ERP becomes all the more important. The ERP programme focuses on providing access to quality education for rural people and places strategic emphasis on developing the capacity of ministries of agriculture and education to work together, so reducing sector competitiveness and promoting a holistic approach.

ERP now has more than 350 partners from government, international organizations, civil society, and academia. FAO has worked closely with UNESCO, and particularly with IIEP, on research and policy issues, and has developed and disseminated teaching tools for rural people, such as the ERP Tool Kit (www.fao.org/sd/erp/ERPtktoolkit_en.htm).

ERP partnership capacity-building efforts focus on the formulation of national policies to address the educational needs of rural people by improving access and equity, promoting quality and relevance, and building the capacity of public and private stakeholders to collaborate and mobilize donor support.

UNESCO-Headquarters
www.unesco.org/education

After nine months in post, the UNESCO Assistant Director-General for Education reflected on the need for substantial reform in the organization if it is to become the international technical agency of choice for advice and capacity development, the champion of the right to education, and a recognized and valued clearing-house for new and relevant ideas and practices. It must sustain a clear commitment to EFA while engaging with the broader education sector agenda.

In May 2008 at Nottingham University (UK), ideas about how these reforms might be advanced were set out in a lecture entitled *What kind of UNESCO for what kind of education?* (<http://nano-expo.co.uk/education/centres/uccer/hugh-gaitskell-lectures.php>). This addressed, for example, how UNESCO's different educational institutes might be brought together in a more coherent way.

Implementing reforms is not easy, and UNESCO has been under great pressure to organize four global conferences in the eleven months following the IWGE meeting (including the International Conference on Education and meetings on higher education, education and sustainable development, and adult education.)

There is limited pressure for change from countries of the ‘South’ and a perhaps understandable degree of scepticism on the part of those in the ‘North’. But change requires support, and the overall UNESCO budget is totally inadequate: US\$631 million, of which education gets US\$108 million, translating into US\$54 million per annum. Of the US\$108 million, US\$58 million goes to staffing and US\$17 million is transferred to UNESCO institutes. As a result UNESCO is heavily dependent on extra-budgetary support, some of which is excellent but some of which can pull UNESCO away from its primary directions and objectives.

Against this backdrop it has been necessary to restore staff confidence, making it clear at the same time that UNESCO has to pay its way. The EFA team has been strengthened with Norwegian assistance and is now better able to engage with international EFA activities, including the FTI and more recently MDG Africa. Maintaining UNESCO centres of excellence such as the UNESCO Institute for Statistics (UIS) and IIEP, and backing the EFA Global Monitoring Report which UNESCO hosts, is another important contribution to building institutional confidence and good practice. In addition, UNESCO’s forthcoming conferences must be professional and meaningful. Education has to be promoted proactively on important global agendas. A number of agencies are experiencing a loss of technical expertise, leaving something of a vacuum. This too deserves the creative attention of UNESCO.

This complex agenda requires support, advice, and pressure from UNESCO members and partners, especially developing countries. Additional investment for education in UNESCO is needed if the organization is to play a strategic role in the coming years. Support in the form of the secondment of good staff would also make a valuable difference.

BREDA-UNESCO: Pôle de Dakar
www.poledakar.org

The Pôle de Dakar was created in 2001 in UNESCO’s Regional Bureau for Education in Africa (BREDA) under the joint leadership of France and

BREDA. Its primary function is to undertake and assist with sector analysis and implementation of education policies.

Under 2008 programming, country status reports were being prepared on Malawi, Guinea-Bissau, Burkina Faso, and Côte d'Ivoire. Analytical research was conducted too, for example on household educational spending and its relationship to educational outcomes. The development of robust education indicators is another important function.

UNESCO International Institute for Educational Planning (IIEP)
www.iiep.unesco.org

The mission of IIEP is to strengthen the capacity of countries to plan and manage their education systems. It offers training, research, and technical assistance. IIEP is headquartered in Paris, and also has an office in Buenos Aires.

IIEP has embarked on a new medium-term plan, with a primary objective relating to capacity development. Work is under way to scale up training provision and to diversify the ways in which it is delivered, including through distance learning and support for institutional development. Operational work will be expanded in partnership with other agencies and closely linked to training.

In the area of research, IIEP will expand knowledge in a number of areas. Equity, access, and quality are to receive particular attention, building on the findings of the Southern and Eastern Africa Consortium for Monitoring Educational Quality (SACMEQ) III, which will be published in the second half of 2009. Work that has been initiated on corruption in the education sector will be continued, with a focus on the equitable distribution and management of educational resources. Research on the financing of education as this relates to breaking down cost barriers will be undertaken, taking close account of the findings of household surveys. The management of education institutions at different level will also be under scrutiny.

The series 'Fundamentals of educational planning' will continue, and a new series of publications, 'IIEP briefs for planners', has been launched to provide short briefing papers for policymakers, for example *HIV and AIDS, challenges and approaches in the education sector*.

UNESCO Institute for Statistics (UIS)

www.uis.unesco.org

UIS was established in 1999 to meet the growing needs of UNESCO Member States and the international community for a wider range of policy-relevant, timely, and reliable statistics in the fields of education, science and technology, and culture and communication. The IWGE provides a valuable forum for UIS to gain feedback on its work and the identification of emerging data needs.

During 2006-2008 there has been an internal reorganization in UIS. This has resulted in the creation of a central data-processing unit which will ensure common data quality standards across UNESCO's fields of work – education, science and technology, and culture and communication. At the same time, the regional specialist team in the Education Indicators and Data Analysis (EIDA) section focuses on adding value to country data on education and on providing direct links to national statisticians.

UIS' medium-term strategy has three main priorities. First, a major effort is being made to improve the quality of the data collected, in part through the decentralization of UIS efforts and the recruitment of regional staff (e.g. cluster advisers) who will be able to work directly with national and regional statistical authorities. This is work that cannot be done around the world as effectively from Montreal. Second, work on learning outcomes will continue, including through the Literacy Assessment and Monitoring Programme (LAMP), designed to measure the component skills of functional literacy, and through the development of the UNESCO-wide Assessing Learning Outcomes (ALO) programme. Third, greater attention will be paid

to developing and applying conceptual and statistical frameworks in the areas of innovation and science and technology.

In 2008 UIS published a report, *A view inside primary schools: a world education indicators (WEI) cross-national study*, which breaks some new ground. It seeks to open up the 'black box' and describe what happens in primary schools and how classrooms and schools function, through a comparative analysis covering 11 countries.³

The United Nations Children's Fund (UNICEF)
www.unicef.org

UNICEF advocates quality basic education for all children, both girls and boys, with an emphasis on gender equality and elimination of the multiple forms of disparity and exclusion.

UNICEF's latest education strategy was launched in 2007. It has two main pillars. The first relates to scaling up and enabling meaningful education in emergency and post-crisis situations. In this regard, UNICEF works upstream from the project to the policy level and is increasingly involved in educational planning and reform to accelerate progress toward equitable and universal access to education. The School Fee Abolition Initiative (SFAI) is one example of this method of working, as is the Essential Learning Package (ELP) Initiative in East and West Africa. The latter, building on the experience of rapid intervention in emergency situations, is a strategy for defining and costing key learning inputs as well as mainstreaming and scaling up the package in education plans. Work through FTI processes is important in this regard, with special reference to the rights-based approach. In the case of education in emergencies and post-crisis transitions, UNICEF co-leads the humanitarian education cluster with Save the Children and works to improve and scale up education responses through prediction, prevention, and preparedness, through rapid restoration of quality learning to children

3. Argentina, Brazil, Chile, India, Malaysia, Paraguay, Peru, the Philippines, Sri Lanka, Tunisia, and Uruguay. See www.uis.unesco.org/ev.php?ID=7200_201&ID2=DO_TOPIC

and youth affected by emergencies, and through reducing state fragility and rebuilding education systems.

The second pillar is quality education and gender equality. The promotion and spread of child-friendly schools is a key strategy in all the countries where UNICEF works. The uptake of this model requires capacity development. A reference manual for practitioners and decision-takers has been developed, and an e-learning programme designed. Partnerships are being developed with teacher training colleges and universities to mainstream child-friendly schools in the in- and pre-service training of teachers. The Commonwealth of Learning (COL) will help to implement this programme over the next two years.

UNICEF is also working with the World Bank Institute (WBI) to train its own staff on education sector reforms, and will engage with IIEP on possible ways of acquiring skills in education financing.

The World Bank (International Bank for Reconstruction and Development, IBRD)
www.worldbank.org

The World Bank's strategic thrust is to help countries integrate education into national economic strategies and develop holistic education systems responsive to national socio-economic needs. It is committed to helping countries achieve EFA and, through Education for the Knowledge Economy (EKE), build dynamic knowledge societies.

There has been a major shift in the way in which the Bank works with International Development Association (IDA) countries, a move away from direct financing to a more coordinated approach with other partners in support of the development of the education sector. This process started with sector-wide programmes and has been developed through the vehicle of the FTI. It has required the Bank to be much more sensitive to the specifics of individual country plans and needs, and to tailor financial and technical assistance

accordingly. It has also been necessary to recognize the increasing diversity of needs, including those of countries that graduate from IDA status.

In middle-income countries, increasing attention is given to secondary education reform, tertiary education, lifelong learning, the creation of world-class universities, and the development of national innovation systems capable of contributing to knowledge for development in a global world. In responding to these needs, it is important to work with many new partners and providers, including some from the corporate world and new foundations.

Major educational attainment gaps remain in terms of access to schooling, adult illiteracy, gender disparities, meeting the needs of indigenous peoples, and serving those who live in the large number of fragile states. Achievement and learning gaps also present critical strategic challenges. As a number of international assessments have highlighted, major skills and innovation shortfalls exist, unequally distributed across the world.

In response to these diverse challenges, the Bank has defined three strategic pillars for its work in the education sector: learning for all, skills and knowledge for growth and competitiveness, and education systems for results. In the case of the first pillar, attention is given to the evidence base for what works, in order to improve and better measure learning outcomes, to focus on issues of access, quality, and equity in relation to school health and HIV and AIDS, particularly in fragile states, and to continue to work through gender and education agendas.

In the case of the second pillar, work is being done to develop an Education Quality Global Index (benchmarking and research on quality determinants), tools for effective school-to-work transition, ways to improve the development of skills for competitive economies, and ways of stimulating growth through science, technology, and innovation. Work on education systems for results is focusing on developing an evidence base for improving governance and transparency in education systems, on public-private partnerships, and on education financing.

The primary methods for meeting these strategic objectives are resource transfers (the projected IDA lending for education for 2008 was US\$1 billion), knowledge generation and knowledge sharing, policy dialogue, capacity building (through the World Bank Institute), and grants for global public goods for bodies such as UIS and UNESCO (the Global Initiative on Quality Assurance Capacity).

Over the next three years, key objectives will be to:

- double the number of countries with rigorous system-level data on mathematics and reading performance;
- develop a best practice framework for rebuilding education systems in fragile states;
- develop a new benchmarking tool to drive education reforms for global competitiveness;
- help to create at least 20 innovative post-basic programmes to enhance labour productivity and flexibility;
- establish the Bank as a key reference point for empirical knowledge on what drives education system results and outcomes in developing countries;
- establish the Bank as a lead player in supporting the financing of the sustainable expansion of post-basic education;
- lend more programme-based financing, maintaining this at US\$2 billion per annum, with a strong focus on learning outcomes, skills for growth, and system efficiency and accountability;
- extend the reach of the Bank through strengthened partnerships and additional leveraging of new donors and private-sector philanthropy.

The World Health Organization (WHO)

www.who.int

WHO is the directing and coordinating authority for health within the UN system. It is responsible for providing leadership on global health matters, shaping the health research agenda, setting norms and standards, articulating

evidence-based policy options, providing technical support to countries, and monitoring and assessing health trends.

WHO appreciated the chance that the IWGE provided to look at human resource and capacity building issues across sectors. The lack of staff and expertise in health systems was reaching catastrophic proportions in many countries. In 57 states, 36 of them in sub-Saharan Africa, there are major shortages of doctors and nurses, resulting from an inadequate training pipeline and lack of necessary investment over at least 20 years. There has been a lack of development in training institutions and in ongoing professional development, as well as insufficient research into the state and the nature of the problem, and insufficient investment in advocacy for human development in the health sector.

In the last two years the human resource development problem has found its way more prominently onto policy and international agendas (including the G8). At the World Health Assembly in 2006 two resolutions were passed. The first called for scaling up the production of health workers; the second recommended the strengthening of nursing and midwifery capacity. In addition, the big global health initiatives are recognizing the importance of skilled human resources in delivering and sustaining new programmes (e.g. Global Fund, Global Alliance for Vaccines and Immunization). In March 2007, a global conference on human resources for health convened in Uganda called very clearly for investment in this area, and a WHO report entitled *Scaling up – saving lives* highlighted the importance of a ten-year plan to strengthen human resource development in the health sector.⁴

WHO is working with UNESCO and other partners to prepare a directory of health training institutions. It is also seeking to learn and work with partners on better monitoring of human resource development in the health sector.

4. www.who.int/workforcealliance/documents/Global_Health%20FINAL%20REPORT.pdf

2. Bilateral agencies

The German Agency for Technical Cooperation (GTZ) ***www.gtz.de/en/***

The GTZ is an international cooperation enterprise for sustainable development with worldwide operations. In the field of education, it is committed to promoting learning potential and building foundations for lifelong learning. GTZ helps create conditions in which all can share in their country's social and cultural development

Germany has considered merging two of its development agencies in much the same way as Japan (see below). The possibility of bringing together the Kreditanstalt für Wiederaufbau (KfW), responsible for financial assistance, and the GTZ, responsible for technical assistance, was discussed, but the Ministry of Economic Cooperation and Development (GTZ's major shareholder) did not want to lose oversight of technical assistance, and the Ministry of Finance was unable to provide a banking license for the new organization.

In 2008, the GTZ had ten major focal areas for bilateral support, and three higher-order priorities: renewable energy, sustainable environmental development, and climate change. In education, work is concentrated in eight countries (Tajikistan, Afghanistan, Pakistan, Yemen, Mozambique, Malawi, Guinea, and Honduras), although Kosovo may be added. Programmes in Namibia, Peru, and Indonesia are to be discontinued. In order to utilize the 150 million euros per year which is allocated to education, funds will be directed increasingly towards silent partnership arrangements and through multilateral channels including the Catalytic Fund of the FTI.

A new sector policy paper for education and training is being developed to bring together three topic-specific position papers. The paper will give particular attention to the modalities of aid, including budget support and basket funding. In addition, new guidelines for capacity development have been prepared by the Ministry of Economic Cooperation and Development in

tandem with other development agencies. These appear on the FTI web page. Pilot research is under way to look at post-primary initiatives for primary school leavers.

Japan International Cooperation Agency (JICA)
www.jica.go.jp/english

JICA is working toward the goal of achieving universal access to education by contributing to the spread of basic education in developing countries. It also helps developing countries to improve their higher education and technical education systems as part of the effort to reduce poverty and build up the human resources needed to support economic development. This educational objective is set within the wider JICA objective of human security covering the rights of individuals and communities.

The year 2008 was a very busy time for JICA, with three major international meetings taking place in Japan: the EFA FTI meeting in April, the Fourth Tokyo International Conference on African Development (TICAD IV) in May, and the G8 Summit in July. In the case of TICAD IV and G8, as there were so many other urgent global challenges, such as climate change and the food crisis, getting education on the agenda was a real challenge.

It has also been a year of reorganization. JICA and a part of the Japan Bank for International Cooperation (JBIC) merged in October 2008. This means that the 'new' JICA will be the world's largest bilateral agency and the second-largest integrated development agency after the World Bank. As a result, the three modalities of technical cooperation, loans, and some grant aid will all fit under the umbrella of a single body.

While the debate on how to harmonize these new arrangements to obtain the best results needs to be developed, JICA identifies technical cooperation as its core support, and promotes capacity development as set out in its April 2008 Briefing Note on these topics. Particular attention is being given to methods of assessing capacity in the education sector and of evaluating the success or lack of success of capacity strengthening programmes. An impact

study is in progress and new tools are being developed to contribute to better capacity assessment.

Examples were cited of how JICA is helping put policy into practice. In Niger, for example, over a seven-year period from 2004 to 2010 a school management programme for quality education is working both locally and nationally to develop participatory and low-cost approaches to more effective school management.

The Netherlands Ministry of Foreign Affairs
www.minbuza.nl/en/themes,human-and-social-development/education

Accessible, high-quality education is crucial in fighting poverty effectively, for it reduces the risk of social exclusion as well as enabling people to develop, earn an income, gain control over their lives, and take part in society. Good education promotes social and economic development. For this reason, education is at the centre of the Dutch development policy.

Over the last five to six years a major effort has been made to reach a target of spending 15 per cent of Dutch Overseas Development Assistance (ODA) on education; this target has not been achieved, although it reached 14 per cent in 2007. The original premise was that Dutch bilateral aid would be the main vehicle for enhanced spending, but this has not proved to be so easy. In the future, bilateral programming may be restricted to a small core of partner countries utilizing a smaller group of specialist education advisers.

In the spirit and practice of the Paris agenda, new methods are being pursued. These include silent partnerships, moving more funds through multilateral channels, especially the FTI (where the Netherlands has been a prime mover), working in partnership with UN organizations such as UNICEF, especially in support of fragile states, and early childhood care and education (ECCE). The Ministry's tradition of working closely with higher education institutions in the Netherlands who can work actively with and for developing countries will continue.

Norway Ministry of Education and Research
www.regjeringen.no/en
NORAD www.norad.no

Norway provides assistance for education at several levels and in a variety of ways. Most support goes towards implementing national sector plans in order to finance the construction of schools, the purchase of schoolbooks, blackboards, and other equipment, the development of teacher training programmes, subject syllabi, and curricula, and for strengthening ministries of education and the training of their employees. Norway and other donors also jointly provide assistance for education reform programmes.

With the inception of a new government in 2006, priorities shifted. Under the five pillars of development policy, education no longer retained its previous policy status, although the levels of funding for the sector have not declined. But there have been some effects on bilateral cooperation, with fewer requests for support for education. Multilateral level funding and partnerships have been largely unchanged.

Norway has recognized some of the problems that have been identified in managing a reform process in UNESCO's education sector. It has tried to be proactive both on the UNESCO Board and in the General Conference to advance the case for and the practice of reform. It has assisted financially with extra-budgetary funds for building capacity and enhancing staff strength in UNESCO's EFA coordination team.

With specific reference to the IWGE, and given that the Norwegian participant came from the Ministry of Education and Research (and not from the Ministry of Foreign Affairs), it was proposed that some consideration should be given in the future to inviting policymakers (as distinct from aid agencies) to the IWGE.

Spain's Ministerio de Asuntos Exteriores y de Cooperación (SECI)
www.maec.es/en

The Government of Spain has made development cooperation a key element of its foreign policy. Its primary goal – the fight against poverty – is understood to include not only the need to overcome the lack of income and material goods, but also the expansion of human rights, opportunities, and abilities.

Spain is a newcomer to IWGE meetings, but has been much more active and strategic in its thinking about aid in recent years, taking particular account of the Paris Agenda on Aid Effectiveness and, in education, supporting the outcomes of the Dakar World Education Forum (2000) and the development of the Fast-Track Initiative since 2002 (for which Spain is now the third-largest donor). Following the Master Plan for International Cooperation 2005-2008, the development of a new three-year plan is under way. An education strategy paper was issued in 2007 and the plan for Africa (2006-2008) identifies education as a priority sector for Spain's aid programmes.

The global goal of the education strategy is to contribute to achieving the right to quality basic education by strengthening public education systems and civil society organizations (CSOs) in countries and groups with lower educational ratios. This is a new departure for Spain, emphasizing basic education systems with a human rights focus and sector-wide support. Education in emergency and conflict situations has taken on growing importance too, along with the role of information technologies in education.

Previously the priority had been to assist higher education in Latin America, and although that work continues there is now a much stronger engagement with Africa, as part of an expanded programme of aid to education. Working multilaterally has also taken on growing importance, developing strategic alliances based on international agreements but not necessarily through earmarked funds.

Considerable value is placed on working with civil society in articulating education policy. In this context regional governments and local councils in Spain have an important role in defining and implementing aid programmes. This is not an easy process to coordinate.

The Swedish International Development Cooperation Agency (Sida)
www.sida.se

Sida's primary objective is to help create conditions that will enable the poor to improve their lives. Sida is a government agency under the Ministry for Foreign Affairs but working independently within a framework laid down by the Swedish Parliament and Government. At the time of writing, the agency was undertaking significant reorganization under the leadership of a new Director-General, with close attention to Swedish interests and broader foreign policy concerns.

One result of these changes will be the abolition of a separate education division and the creation of more holistic knowledge for development capacity within Sida. This new arrangement will promote a broader and more systemic approach to support education and development, although the long-standing rights-based approach to public services will remain, as will a focus on education for sustainable development and strategies to promote inclusion in all aspects of education policy.

The relative importance of Sweden in providing education assistance at the beginning of the 2000s had been under some threat, represented by a decline from 8 to 4 per cent of the total Swedish ODA.

The British Council
www.britishcouncil.org

The purpose of the British Council is to build mutually beneficial relationships between people in the UK and other countries and to increase appreciation of the UK's creative ideas and achievements. The Department for International Development (DFID) is the UK's main aid agency.

The British Council is partly funded by a grant from the UK's Foreign and Commonwealth Office, and generates additional income through selling services such as language programmes and examinations and through contracted project work.

The Council is becoming more centralized with a strong focus on regional programmes, although national offices will remain. These programmes will have a strong focus on outcomes with special attention given to intercultural dialogue, the knowledge economy, and climate change. Work on education falls under the first of these three programme strands. It is designed to increase levels of understanding and trust across cultures, strengthen the consensus for rejecting extremism, increase the ability of individuals and organizations to bring about positive social change, and enhance the use of English as a tool for dialogue and cultural understanding.

School partnerships are an important part of this new direction. The UK Government has a target to have an overseas partner for every school – 25,000 schools in all. In sub-Saharan Africa the Council is working to develop a cluster model approach. In Central and South Asia work is being done with public and private schools and madrassas working together within each country and with the UK. School partnerships can contribute significantly to helping the younger generation appreciate the importance of development, for themselves and for the wider world

United States Agency for International Development (USAID)
www.usaid.gov

USAID assists developing countries to improve pre-primary, primary, and secondary levels of education. Teacher training for these levels, as well as adult literacy programmes, are important elements of USAID's education initiatives. Special emphasis is placed on improving educational opportunities for girls, women, and other under-served and disadvantaged populations. USAID also supports a wide variety of training, workforce development, and

higher education programmes that strengthen faculties and administrations both in developing countries and in the United States.

The bulk of USAID aid to education goes to basic education. Assistance to this sub-sector has grown from under US\$100 million in 2000 to US\$700 million in 2008. There is also funding for youth programmes, higher education, and early childhood education. More specifically, work has been undertaken in association with the World Bank to look at early grade reading assessment. Similar work will follow on numeracy. There is growing attention more generally to developing indicators of learning outcomes. The fragility group under the Inter-Agency Network for Education in Emergencies (INEE) is a forum in which USAID is active. On resource mobilization there is support for the Global Development Alliance and the Development Credit Authority, which assists private education service providers to access loans.

In March 2008, USAID helped to organize a higher education summit of university presidents from the US and over 100 other countries to explore ways of developing partnerships.

3. International foundations

Agency for Educational Development (AED)

www.aed.org

AED is a US non-profit organization working globally to improve education, health, civil society, and economic development – the foundation of thriving societies. It works in collaboration with local and national partners to foster sustainable results through practical, comprehensive approaches to social and economic challenges. AED implements more than 250 programmes serving people in all 50 US states and more than 150 countries.

AED has undertaken an organizational review to look at how the agency can work more productively in its five main programme areas – five cross-cutting issues – namely youth, global climate change, peace, jobs and workforce, and turning crisis into opportunity. Its programmes are carried

out in 65 countries by a staff of approximately 2,000 people, many of whom are not from the US. Its main programmes focus on social change, global learning, US education, global health, and leadership development. The five priorities are to be meshed across specialist groups, heightening and promoting integration.

Work is continuing on teacher development, technology, systems development, Education Management Information System (EMIS), and curriculum. Active engagement with INEE and the Inter-Agency Task Force on HIV/AIDS is an important thread of AED work.

Work on the application of small technologies such as mobile phones and hand-held computers is a new area of interest. AED is working in partnership with major corporations including Motorola, which in one example has enabled all Macedonia's schools to become wireless.

The Aga Khan Foundation (AKF)

www.akdn.org/akf

A major goal of the foundation is to improve the quality of basic education by a programme of grants to governments and non-governmental organizations (NGOs). Four objectives set the wider agenda: ensuring better early caring and learning environments for young children; increasing access to education; keeping children in school for longer; and raising levels of academic achievement.

The developments at the beginning of the 2000s included the expansion of the Aga Khan University's East African and Pakistan campuses and to the development of a new site in Arusha, Tanzania. It was foreseen that these developments would be complemented by new graduate schools covering architecture and human settlement, economic growth and development, education, media and communications, law and government, the leisure industry and management, and civil society and public policy. The approach aimed to help develop local research capacity and utilize local expertise. In education, this would include early childhood care and education in East

Africa, with a programme drawing on recent experience of developing early literacy for the youngest children in Afghanistan.

At the secondary level of education, 18 new academies were being planned across 11 countries, to be developed as benchmark institutions demonstrating good practice. This development raised significant funding issues and new thinking and models for public-private partnerships.

The Calouste Gulbenkian Foundation
www.gulbenkian.pt

The Calouste Gulbenkian Foundation is a Portuguese private institution of public utility whose statutory aims are in the fields of fine arts, charity (including health and social protection), education, and science. Created by a clause in Calouste Sarkis Gulbenkian's will, the Foundation's statutes were approved in 1956.

Development work focuses on five Portuguese-speaking countries (Angola, Mozambique, Cape Verde, Guinea-Bissau, and Sao Tome and Principe) – the PALOP countries (Países Africanos de Língua Oficial Portuguesa). In education, training and opportunities to gain qualifications through a major fellowship programme are given priority. Organizational capacity building and assistance for Portuguese language teaching, especially at the basic levels of education, are also important threads of the Foundation's programme.

The development of education systems and higher education institutions receives support, and work on distance learning and evaluation systems is under way. For example, in Angola assistance is being given to the initial training of primary education teachers within the wider framework of the government's sector reforms. In Sao Tome and Principe, in collaboration with the World Bank, the Foundation is helping to reform the education system at the primary level. The new public university in Cape Verde is being assisted, and in Mozambique the Eduardo Mondlane University is receiving support for the next phase of its development.

The PALOP countries have been making progress through a series of reforms over the last decade, with a focus on basic education; most of these countries have now adopted a six-year primary education cycle. In some countries, including Cape Verde and Mozambique, attention is now shifting to other education levels.

However, major problems remain in terms of access, dropout, repetition in primary education (over 20 per cent in PALOP countries), and the lack of qualified teachers. There is much dependence on aid to maintain and sustain education.

The foundation is supportive of pilot activities with the potential for wide and replicable impact. It works with others including 'real' African foundations as well as UN organizations, the World Bank, and private bodies, so that foundation funds can add value to wider enterprises and activities.

The Carnegie Corporation

www.carnegie.org

The Carnegie Corporation of New York was created by Andrew Carnegie in 1911 to promote 'the advancement and diffusion of knowledge and understanding'. Under Carnegie's will, grants must benefit the people of the United States, although up to 7.4 per cent of the funds may be used for the same purpose in countries that are or have been members of the British Commonwealth, with emphasis on Commonwealth Africa. As a grant-making foundation, the corporation seeks to carry out Carnegie's vision of philanthropy, which the founder said should aim 'to do real and permanent good in this world'.

Carnegie is a member of the Partnership for Higher Education in Africa (PHEA), but its work extends beyond this. However, since deciding to focus on higher education in five East and West African countries in 2000, it has sought to align with partnership objectives and activities. Carnegie's particular focus has been on building institutional capacity in order to enable universities to manage and achieve their major objectives. This has enabled dialogue to

take place on some difficult issues, including financial management, gender equity and programme sustainability, and the utilization of new sources of funding, with all the implications that this has for programme relevance and quality assurance.

After eight years Carnegie began phasing out its support within the agreed ten-year time frame of support to African universities. Having created some capacity, more and more attention is given to retaining highly trained staff, in part through training programmes.

The Open Society Institute (OSI)

www.soros.org

OSI is a private operating and grant-making foundation that aims to shape public policy to promote democratic governance, human rights, and economic, legal, and social reform. At a local level, OSI implements a range of initiatives to support the rule of law, education, public health, and independent media. At the same time, it works to build alliances across borders and continents on issues such as combating corruption and rights abuse. George Soros is the founder and Chairman of OSI and of the Soros foundations network.

The rationale for OSI education programmes has changed over time. With the mission of helping to create open societies internationally, OSI has tended to take a rather purist view of how this objective can be advanced – through strengthening civil and political rights – and thus has focused on issues of governance and electoral processes. The inherent value of education in this framework has been largely taken as a given, without a great deal of debate about the type and nature of education that might promote and fulfil human rights and contribute to open societies.

In the 1990s and at the beginning of the new millennium, education became rather detached from the broader mission of OSI and largely technical and programmatic in form, with a decline in education programme spending.

However, since 2006 there has been a new debate, largely through the vehicle of related network groups that criss-cross OSI offices (Budapest, London, Washington DC, New York, Brussels and Paris, plus 40 national foundation offices worldwide), on the place of education in promoting and sustaining human rights and open societies. In part, this has resulted from the Soros Foundation's now much more global view compared to its initial focus on the countries of the old Soviet Union; it is looking increasingly at issues of social justice across the world, and it is in this context that building capacity within and through education is taking on a new meaning. Linking with groups such as the IWGE has the potential to contribute to this line of thought.

Partnership for Higher Education in Africa (PHEA)
www.foundation-partnership.org

PHEA represents a belief in the importance and viability of higher education in Africa and a mechanism to provide meaningful assistance to its renaissance, including leveraging resources and action beyond the partnership programmes.

The partnership was established in the year 2000 by four foundations in the USA. It was relaunched in 2005 with six foundations, with a pledge to distribute US\$200 million in grants between 2005 and 2010. It now has seven foundation partners (the Carnegie Corporation of New York, the Ford Foundation, the MacArthur Foundation, the Rockefeller Foundation, the Hewlett Foundation, the Mellon Foundation, and the Kresge Foundation).

To date, grants have been made available to institutions in nine countries and through 17 major partner institutions (Egypt, Ghana, Kenya, Madagascar, Mozambique, Nigeria, South Africa, Tanzania, and Uganda). An important focal area for support is ICT, including the creation of a bandwidth consortium of 30 university sites enabling improvements in teaching and learning in East and West Africa.

Support for research and advocacy has resulted in the creation of the Centre for Higher Education Transformation (CHET). This is an NGO that mobilizes cross-disciplinary skills for specific research and capacity development projects by tapping available expertise in the national and international higher education sector. It coordinates a network of higher education researchers and provides a forum for dialogue between the different structures, stakeholders, and constituencies in higher education. A non-hierarchical, flexible management style, combined with modern information technology and the outsourcing of expertise within academia and steering committees, affords CHET a unique capacity to respond to higher education needs with only a limited number of full-time staff (<http://chet.org.za>).

Addressing the crisis of identifying, developing, and retaining the next generation of African academics in African universities is growing in importance. In Nigeria, for example, 45 per cent of the top level of professors reached mandatory retirement age in 2008. Research is being supported on the push and pull factors that influence academics to leave their home universities. This work suggests the importance of institutional efforts to recruit and retain, of having a variety of training and professional development strategies, and of establishing national and regulatory environmental policies and practices.

Some past and future activities include a consultative workshop with vice-chancellors; focus group meetings with young scholars (in Nigeria); developing national and institutional higher education profiles; meetings with foundations outside the PHEA membership on fellowships and staff development; creating an inventory of fellowships for African post-graduate studies and research; dialogue with funding agencies able to address national policy and regulatory issues (World Bank, ADB, etc.); exploring work with university partners on staff development plans; a forum for discussion between university leaders and partner universities, government, and the private sector; and continuing to build the support of PHEA foundation presidents.

Theme 1

Capacity development

Capacity development for achieving EFA: learning from successes and failures

Anton De Grauwe, IIEP

Capacity development lies at the heart of the current debate on aid effectiveness and is the focus of wide-ranging work by the Organisation for Economic Cooperation and Development – Development Assistance Committee (OECD-DAC), the World Bank, and the United Nations Development Programme (UNDP),⁵ as well as in a number of bilateral agencies. It was on the agenda of the September 2008 High Level Forum on Aid Effectiveness in Accra, Ghana.

In the education sector, capacity development has been a priority area for UNESCO in general and IIEP in particular for many years. IIEP has been given the task of drafting a policy paper on *Capacity development in educational planning and management for achieving EFA* for UNESCO. This work has been designed to review past and current practice, to propose new, more innovative strategies to guide UNESCO's own work, and to be a source of inspiration for UNESCO Member States and EFA partners. It draws from and builds on a range of relevant work including the EFA FTI's capacity development guidelines. The programme is benefiting from financial assistance from Norway.

5. See for example OECD. 2006. *The challenge of capacity development. Working towards good practice*. Paris: OECD-DAC.

The preliminary findings of this work were shared with the IWGE in a short presentation and through the circulation of a draft paper.⁶ An initial premise of the work is that the overall record of capacity development in the education sector, especially in the least developed countries, is poor. Terminologies, modalities, and strategies have changed over time, but the somewhat uneven evaluation material that is available shows very mixed experience of helping to build sustainable capacities at a system level, as distinct from the lesser but not unimportant objective of strengthening the skills of individual planners and managers.

On the other hand, it is clear that the capacity to plan, manage, implement, and account for the results of policies and programmes is critical for achieving development objectives, and that training, policy dialogue, and technical assistance should help to develop these capacities. UNESCO has therefore instituted a review of the capacity development programmes it has coordinated or supported; IIEP has initiated the development of a set of detailed case studies in three countries, and designed and commissioned thematic studies on issues such as the impact of donor support on ministries of education and decentralization and challenges to capacity development.

The IIEP programme of work is based on the belief that capacity development requires attention at four different but related levels, and that activities at each level of support must be in harmony with one another:

1. Individual officers with appropriate skills and incentives.
2. Effectively run organizations with a clear mandate (notably ministries of education).
3. Supportive public service management.
4. A wider motivating and stable context or environment.

6. UNESCO-IIEP. 2008. *Capacity development in educational planning and management for achieving EFA. Preparation of a UNESCO Policy Paper. An overview of provisional findings*. Draft Discussion Paper. Paris: IIEP-UNESCO.

The first implication of this framework is that no one individual or public service official can work in and influence all four levels of the system, whatever his or her seniority. A well-coordinated approach is required. Secondly, the usefulness of any form of capacity building depends on the overall effectiveness of the organization in which individuals and units or departments function.

Thirdly, the functioning of public service organizations is influenced by the role assigned to the public sectors and by the degree to which public service management is developed. A reality in many countries – developing and to a lesser extent developed ones – is that public service is used in some measure as a vehicle for patronage and for rewarding and sustaining loyalty. In many developing countries there are few other ways in which largesse can be distributed and influence acquired by policymakers and decision-takers. When this fact is added to the reality of a very small pool of competent individuals committed to public service, political appointees with poor skills are likely to occupy positions of authority in malfunctioning systems.

The implications of these realities point to the importance of civil service reform, but this is a delicate and complex process. A World Bank evaluation showed that the Bank's own work on civil service reform failed in approximately 50 per cent of programmes because of political rather than technical barriers to change.

As one looks a little more closely at the key constraints on the functioning of ministries of education at the organizational level, a complex set of actions appears to be needed, based on a careful analysis of the ways in which the ministry works or fails to work. For example, many planning units in ministries of education lack clear mandates and a sense or definition of the capacities needed to make the unit function effectively. A normative framework is missing. A similar story is found in other parts of ministries of education and invariably in the ministry as a whole. The first step is therefore to **develop management tools and normative frameworks**: work plans, evaluation tools, detailed organizational charts, and job descriptions. Working through

these processes inevitably requires strategic and structural reflection, but this in itself does not necessarily generate change and reform.

A second step is to **develop ways of monitoring and supporting staff** in ministries of education so as to help inculcate a common vision of what it is that collectively they are or should be trying to achieve. It is striking that in many ministries of education there is no clear conviction individually or collectively that the ministry is in a position to effect change, as distinct from administering a system. The role of incentives is important, but beyond financial incentives, existing incentives may be perverse in terms of organizational capacity development. For example, there can be monopolization of knowledge through the control of files, or absence of collegiality and joint responsibility because positions of authority are occupied by people without the ability to guide, lead, and support. There is no incentive in these circumstances to give advice and support a potential competitor. A double hierarchy results, with a small group of people who monopolize information, knowledge, and rewards (very often from aid agencies) and other officials who have little incentive to do more than is necessary to keep systems and procedures ticking over.

A third issue relates to accountability. In many systems there is very little demand for greater accountability either within the ministry or from outside. This is a major constraint in attempting to improve performance. But in **defining ways of enhancing accountability** it is necessary to look for ways of supporting and recognizing improvement within a framework of professional development. Accountability alone can lead to counterproductive pressure.

How then should international agencies change their own behaviours? Five key factors appear to be pertinent:

- Capacity development is a complex political process, especially when the demand for reform appears to come from outside national governments.

- It is difficult to develop ‘worldwide’ strategies or to transfer successful strategies from one country to another, which makes life more difficult for agencies.
- Evaluation processes may be inappropriate or even counterproductive. Many evaluations are short-term, but changes may be much longer-term and often intangible.
- Traditional donor conditionalities do not work well in helping to reform ministries of education, especially when there is an insufficient linkage with wider public-service reform initiatives and processes. Different organizations work in different sub-sectors.
- The lack of linkages within and across international agencies limits the impact of capacity development activities by individual agencies.

Preliminary findings from the IIEP programme of work so far suggest the potential value of a number of lines of action. In summary these include the need to:

- Diversify policy suggestions to reflect national circumstance. Some clustering of packages may be fruitful (e.g. for fragile states).
- Work on both the supply of capacity development and the demand for better capacity.
- Develop capacity development policies to encompass:
 - organizational tools;
 - normative frameworks;
 - professional development strategies, including training;
 - the creation of a common vision;
 - strengthening the demand for accountability.
- Analyse the functioning of organizations to ensure that training is conceived as an integral part of wider capacity development strategies and processes. This means a move away from training needs assessment as well as greater diversification in training delivery.
- Strengthen national training and research institutions, especially in the context of decentralization, which creates its own capacity needs.
- Develop new evaluation tools for capacity development.

Commentary

In discussing the IIEP project, IWGE participants from three UN organizations (UNICEF, FAO, and WHO) offered some initial commentary on the IIEP presentation. There was general agreement on the urgent need to define or redefine strategies for capacity development and on the need for a multi-pronged approach. In making this case, development agencies should also look at their own capacity development needs and promote greater harmonization of their capacity development support strategies.

Acknowledging that the focus of the IIEP work was on ministries of education and that the presentation had concentrated on just one of the four levels identified in the overall structure, the UNICEF commentator underscored the importance of assessing the circumstances and capacity development needs of all stakeholders, including those involved in the delivery of education at the local, school, and community levels.

It is important too to think creatively across sectors and sub-sectors and to build capacity for better service delivery more generally. The business plan for the MDGs for Africa stresses the need for SMART strategies (*specific, measurable, actionable, relevant, and timely*) able to address the challenges of planning and managing programmes across sub-sectors, for example ECCE, adult literacy, and primary schooling. In this context fragile states face particular difficulties. Early investment in capacity development in these countries is vital and could facilitate early turnaround in the availability and the quality of education services.

UNESCO's focus on upstream technical work was seen as highly appropriate in this regard. In fulfilling this role it would be important for IIEP work to feed into wider international efforts, including the FTI, MDGs for Africa, and One UN. Part of this effort should be to continue to encourage funding agencies and development organizations to place or keep capacity development high both on their own agendas and in their interaction with governments and others in developing countries. Some OECD work has demonstrated that pressure for capacity development needed to come from

the users of services, including civil society and the private sector; that management leadership was vital; and that a critical mass of staff should be involved in capacity development processes.

For the FAO participant Lavinia Gasperini, capacity development lies at the heart of agricultural education and training. In a draft paper circulated to the IWGE for comments, stress was laid on the need to view agriculture education and training within wider capacity development strategies.⁷ In line with the UN policy on capacity development, three dimensions have been identified: the capacity of individuals, the capacity of organizations, and the capacities of wider societies. This is a framework not dissimilar from the IIEP model. At all three levels, the emphasis should be on the development of capacities to reduce poverty and to manage resources sustainably.

In translating this framework into practice it is unlikely that a single capacity development package can be developed; in any case it would be counterproductive. However, lessons can be learned from the experience of different programmes and from different sectors, and that is the strength of IIEP's work. The danger of discarding training within a new paradigm of capacity development should be avoided. Training needs analysis is still important, but should be framed very clearly within wider organizational planning and management imperatives.

In studying the preliminary findings of the IIEP programme, the WHO participant, Mario Roberto Dal Poz, found many similarities with the health sector. Studies of human resource departments in ministries of health in a sample of countries in South America, the Middle East, and Africa have shown a gap between what departments are intended to do and the tasks actually being undertaken by individual staff members. There is a lack of capacity to plan, lead, manage, and interact with professional cadres. There is no institutional culture for professional development and training. Where

7. FAO, 2008. *The future of agricultural education and training and capacity development: lessons learned from the Education for Rural People partnership*. Draft. Rome: FAO.

training exists it is often donor-driven. If training plans do exist they are unlikely to be implemented.

These realities need to be set within prevailing political contexts. There is a rapid turnover in political appointments at the upper levels of ministries: the average tenure of a minister of health is less than one year. Donors may drive particular portfolios with the benefits that accrue to specific individuals from their association with aid-led programmes.

WHO is endeavouring to develop its own tool to help managers to establish capacity needs within their ministries of health, and would welcome cross-sector agency dialogue on developing relevant aids of this type. In going beyond a traditional approach to identifying training needs it is essential to have a wide debate across departments and agencies in the health sector, but this is a way of working many countries are unfamiliar with.

Attention also needs to be given to wider support systems and enabling environments that are conducive to, and part of, capacity building. Investing in these facets of capacity development is important. So too is the need for greater harmonization. In the health sector there are a number of global initiatives, including players who are a good deal more powerful financially than WHO. The challenge of building capacity when a country (such as Kenya) is awash with different health projects and activities remains to be addressed.

In the ensuing more general discussion, a number of core themes emerged, illustrated by a range of examples from around the world.

Cast the net further

Several of the IWGE participants suggested that capacity development in and for the education sector should be conceived more broadly and well beyond central ministries of education. In this regard, another level might usefully be inserted into the four levels of the IIEP framework. This would represent all those engaged in education, including agencies outside government, in the private sector and civil society – what has been termed the ‘task environment’ of the education sector.

In any case, governments need to think beyond their own ministries and departments to harness energy and capacity within communities and society at large – not least because the application of these capacities is needed if real advances are to be achieved and sustained in the education sector. Investing in school councils provided one important example, as in the Punjab in Pakistan. It is only in these ways that schools will grow and develop with local impetus and support. Strong legislation to guarantee the right of citizens to education is an important part of an overall strategy.

There is also evidence to suggest that where there are no strong advocacy groups, capacity development and sector performance are generally weaker, a persuasive argument in itself for conceiving capacity development in a total task environment. In fragile states in particular, building capacity beyond central ministries is essential. In Haiti, for example, education remains dependent on NGOs and CSOs. In JICA's work on school for all in Niger, the focus has been on assisting schools and their communities to put policy into practice, thereby demonstrating to government that local capacity can effect local change.

Building confidence and capacity within civil society to monitor government performance is another part of the equation. Many of the difficulties and weaknesses outlined by IIEP in its work on ministries can also be found within civil society bodies and organizations.

Within the government systems too there are capacity development needs at many levels and across all departments, and not just in planning and management. This was felt to be especially so when a broad spectrum of expertise is required for the development of sector-wide strategies and engagement with budget support. Mozambique was cited as a country where there is a serious shortage of trained and competent people at all levels in the system. This represents a fundamental institutional problem, heightened by the rapid turnover of ministers. When a minister with an educational planning background was in place, capacity development was given some priority;

when he left, the focus was lost. Mozambique is by no means unique in this regard.

In many countries, decentralization is not conceived as a process of capacity development and suffers as a consequence. Decentralization should spread capacity, but paradoxically this requires a strong central capacity, able to determine what does and does not need to be decentralized.

Normative, experimental, or opportunistic approaches

The extent to which normative approaches to defining a ministry's vision and mandate, and the organizational structures and capacities which should flow logically from national objectives, was seen by many IWGE participants as a useful analytical way of thinking, but not necessarily an approach that could easily guide action in politically uncertain environments and in poorly motivated and managed public service systems.

Very often it is working through an important reform that can act as the spur for wider and more extensive change. Norway's work in Nepal was cited as an example. Formative research projects shared across the ministry led to a heightened demand for information for policy planning. Moving beyond the information monopoly of individuals and planning units created the demand for new capacity.

In Eastern Europe a lot of money has been wasted on normative organizational work. This may suggest the need for some greater modesty as to what is possible and manageable in complex political contexts. Making choices about what may be possible is important. In some countries the creation of new bodies to oversee school assessment and examinations has proved to be a good vehicle for building capacity more widely across the education system. This represented an approach of 'finding spaces' where work could be done and positive change effected.

Creative ways of working

As IIEP's and the World Bank's work showed, the success rates of public service reform and capacity development programmes initiated or supported by aid agencies and development organizations were relatively modest, although some IWGE participants felt that even a 50 per cent success rate (of World Bank public service reform projects) was creditable given the complexity of the challenges posed.

A range of suggestions were put forward on how practice might be improved. Norway, for example, has sought to create more equal relationships and a sense of sharing rather than advising. This is not to say that support for institutional change is not important, but it often results in a heavily consultant-led process. It is important to help create a dialogue around reform and reform processes. Learning between ministries of education in the North and South is one option. Twinning arrangements on specific topics across countries is another workable approach.

It was argued too that the historical cultures of ministries of education needed greater attention, as well as the size of states and their education systems and the difference between unitary and federal countries. More broadly, it was seen as unrealistic for agencies to have the same expectations in every country, especially in countries where a multiplicity of reform activities are at work. There was no single capacity development package that could or should be sent around the world. In many places the leadership, vision, and energy of a single person or group of people proved to be the key to change. As one participant put it, there is inevitably a degree of randomness in the success of capacity development according to context, time, and circumstance. Within limits, this should be accepted and tolerated. An alternative view was 'don't waste money in the wrong places; walk away when it is not happening'. This, however, was a very difficult line of action for UN organizations to follow.

It was agreed that none of these contentions provided an argument against the need for much more effective international coordination. In this

regard IIEP's work was valuable in highlighting different conceptions of capacity development and what it means for different agencies working in different countries. Agencies (UNDP in particular) need to develop a much more coherent approach to public sector reform within countries in which they are working, and agree on lines of action for capacity development in individual sectors that are consistent with one another. Similarly, agencies need to appreciate that capacity development is not a one-off activity; renewal and sustainability are key. Capacity development is a never-ending story.

Working with the FTI on capacity development was identified as one important element of international coordination. The FTI Capacity Development Guidelines were seen as a good tool for analysing capacity development challenges. They will be used by IIEP in training programmes. They are being tested in Malawi, and the results from that exercise will be communicated more widely.

Training and capacity development

The IIEP work demonstrated that while training needs analysis had its merits and that training would remain important within capacity development strategies, training could not be equated with capacity development. Training in itself has its own limits.

Putting training into wider organizational capacity development programmes is therefore important. The GTZ cited cases where school directors have been involved in teacher training and science education development programmes, and where head teachers and district education officers have contributed to devising approaches to school development planning. These were examples of training programmes designed to have wider capacity development benefits.

An IIEP response

IIEP recognized the force of many of the interventions. In initial response to some of the questions posed:

- Attention is being paid to capacity development in other sectors and organizations, although ministries of finance tend to have a better capacity development record.
- In strengthening demand, it must be recognized that most officials are very poorly paid and resourced. Public servants need to be equipped to respond to demand.
- Agencies do need to be able to respond to the particular circumstances of individual countries. The proof of one success is not a guarantee of success elsewhere. Site selection is a very difficult problem for IIEP. Adapting to context is easier said than done.
- There is merit in focusing on a specific group of people – in this case planners and managers. This allows detailed consideration rather than broader and sometimes rather general analysis. It is also the case that if real advancement is to be made across the EFA board, more competent planners and managers are essential.
- IIEP is not working at the organizational level alone and recognizes that the training of individuals and building capacity at decentralized levels is important. Equally, it is important to look at the sector as a whole. But strengthening actors outside the ministry should not be at the expense of trying to strengthen ministries who play a key and necessary role. Creating institutions outside the ministry may not be a long-term answer.

Theme 2

Financing for equity

Although titled ‘Financing and equity’ in the original IWGE programme, in reality the discussions around this topic were on Financing *for* equity, a topic that impinges very directly on all the agencies working for better education for all. The theme was explored through three separate but closely related sessions. UNICEF’s SFAI provided the platform for the first debate. Studies from AED and the Pôle de Dakar looked more closely at the capacity of poor households to pay for education, the subject of the second dialogue. Thirdly, post-primary and tertiary financing for equity was explored through the eyes of UNICEF, the World Bank, JICA, and PHEA.

2.1 Fee abolition

Fee-free primary education and equity: research questions linked to policy and implementation

Dina Craissati, UNICEF

SFAI was launched jointly by UNICEF and the World Bank in 2005 with three core objectives:

- To develop a **knowledge base** to guide policy development and programme implementation. A substantial knowledge base has been translated into an operational guide (*Six steps to abolishing primary school fees*), a book on lessons learned, a state of the art paper (*Addressing cost barriers in primary education*), surveys and studies at the country level, and a knowledge depository website.
- To provide **technical support** in countries within the framework of education sector planning processes, cultivate national capacities, and enhance South-South exchanges. SFAI is now engaged with more than 20 countries, mostly in sub-Saharan Africa, working where appropriate through FTI processes.

- To further **global and national policy** dialogue on the complexities of school fee abolition policies as well as their rights-based dimensions. International conferences were held in Kenya in 2006 and Mali in 2007 alongside more wide-ranging work designed to influence all those working for EFA.

Two discernible developments – conceptual evolutions – have resulted from this work. One has been to lessen the tension and reorient the discussion regarding the access – quality trade-off which has pervaded much of the debate surrounding fee abolition. The focus has moved to acting on challenges through sound planning and seizing opportunities that locate fee abolition within wider social development reforms. The other has been to recognize even more clearly than before the very severe resource constraints on realizing rights to education and the consequent need for the progressive realization of rights. The weakness thus far of being able to operationalize a human rights-based approach to education is being addressed more practically as a result of thinking in this way.⁸

Under research and capacity development, three important issues have emerged or taken on greater prominence as a result of SFAI. The first relates to the range, use, and impact of the abolition of school fees; the second to seeking equity in school fee abolition; and the third to defining and strengthening linkages between fee abolition and wider reforms in the sector, especially as this relates to quality.

On the first of these issues, there are insufficient data and knowledge about the nature, range, and incidence of various types of fees. This information is neither collected nor reported systematically. There are variations according to place, context, and time, and there are often substantial differences between stated national policy and practice on the ground. There are differences between direct fees and private charges and indirect household costs, all of

8. For an elaboration of these developments see the paper prepared for IWGE: Craissati. 2008. *Free primary education and equity: some research questions linked to policy and implementation*. New York: UNICEF.

which affect the rights of the child to attend and participate in schooling. Comprehensive assessments of the full range of fees, charges, and costs that act as barriers to school participation are required. This work also needs to look at the opportunity costs of school attendance.

A different but closely related question is: What happens to fees and direct charges? Where do they go? Do they benefit an individual school or are they channelled up the system to meet a variety of education sector expenditures? In addition, are children who cannot pay fees or other costs denied access to school? In some places fees are still collected even though they have been abolished.

It is also necessary to understand non-cost barriers. Fee abolition does not necessarily enable all children in a household to participate in school. Unpacking household demand for education and the factors that play into how decisions are taken and change over time is still largely untapped research territory. Complementary measures are invariably needed: fee abolition is rarely sufficient on its own.

With regard to equity and fee abolition, the second major research and capacity development issue, it is broadly accepted that school fee abolition at the primary level is or should be affordable, but that it remains a challenge to introduce this policy in many countries. There are important decisions to be taken around the sequencing of fee abolition, and of the fees and charges that might be retained. In these circumstances, what criteria should be applied consistent with a rights-based approach to education? What are the trade-offs to be managed between equity and efficiency? Can a fair balance be struck between government responsibilities and costs that can realistically and fairly be met by parents and households? And how can these trade-offs be managed and sequenced to ensure that rights are realized over time?

It is also important to recognize that fee abolition is insufficient in itself to meet the needs of the most marginalized and disadvantaged children: girls, working children, and HIV and AIDS orphans, for example. Additional

measures are required, and there is growing evidence of the benefits of cash transfers and other subsidies, although targeting and management challenges remain in many schemes. The financing of these initiatives may also be problematic, especially if their funds eat substantially into education budgets. Are cash transfers and other subsidies additional to school fee abolition complementary measures or entirely separate policy strands? How can equity best be achieved? Can targeting in a fee environment be equitable?

Then there are questions as to whether policies and schemes of this nature are or should be conceived and implemented as part of a broader and more coherent approach to wider social development measures. School feeding programmes pose these types of questions, for example, in relation to eliminating inter-generational poverty and being a part of wider rural development.

Debate about public-private partnerships also bears on questions of equity and agency. This depends on a whole host of issues to do with the motives and practices of private schools, which can be boiled down into a single central issue: whether there are equitable scenarios for non-state community provision that interfaces with state support and regulation. This is a topic that is being actively explored in a number of countries.

On the issue of accountability, the question is often asked as to whether cost-sharing and private education sustain community participation in schooling. From a rights-based approach, this is not the appropriate question. A more pertinent challenge is how to mobilize communities around their rights and responsibilities. Finally, little is yet known about fee abolition and its contribution to poverty reduction more widely.

On fee abolition and quality – the third issue – the research agenda is focused on how to plan for quality. In particular, planning for quality in situations where fee abolition is introduced with little or no warning or pre-planning requires strategies that can draw on the experience of projects

from around the world with fast-tracked emergency teaching and learning packages.

Commentary

Three main areas of dialogue emerged following the presentation on SFAI. First, on the complexity of understanding fees, charges, and costs; second, on the implications of abolishing fees at different levels in the education system; and third, on questions of targeting.

There is no exact template or agreed checklist for the many different fees, charges, and costs that households and families face if they wish their children to attend and participate in schooling. UNICEF's work recognizes direct fees and charges that have to be paid to the school or the education system; private expenses that may be incurred in the purchase of books, uniforms, transport, and so on; and the various opportunity costs that arise from the loss of the working support of children and of expenditures foregone on other important household items such as food and shelter.

It is important that these costs be studied for all levels of education, not just primary education. Education is a public service that has to be paid for one way or another, so in determining where charges hit hardest, a full-sector picture is required. Policy conclusions should be reached within overall sector planning. A complete picture also needs to go beyond cost considerations to look at other barriers to school participation in order to ensure that it is in fact fees and charges that are the major obstacle, as distinct from socio-cultural factors.

At country level, it is better to map as far as possible all the fees and charges applied, legally and illegally, in order to then see where the abolition of fees or of some charges is most needed. This has been happening, for example, in the Democratic Republic of Congo (DRC). Some comparative work by OSI has shown that in a country like Moldova, parents pay far more than government to meet the costs of the education system.

Moreover, the impact of these costs and their relative weight both change over time. For example, the worldwide increase in fuel and food prices in 2008 meant that the costs of meeting school-related costs became that much more difficult to sustain – more so in rural than in urban areas in many countries. The abolition of fees can help in some measure to alleviate new financial burdens, as can school feeding and work for food on school construction programmes.

With few exceptions IWGE participants underlined the necessity of fee-free primary education. For many aid agencies, for example Sida, it is now a well-established part of their development policies. At the primary level it was seen to be ‘affordable’ given the relatively low unit costs in the sub-sector, although paradoxically the same argument was not applied internationally to ECCE. Abolishing fees at the secondary and tertiary levels is much more difficult, although some East African countries are attempting to move in the direction of fee-free secondary education.

For those with some reservations about the abolition of fees and charges, concerns centred on:

- The potential loss of community engagement in education as a result of communities’ feeling less responsibility for their schools when everything, in theory, is paid for by government. Local accountability could decrease.
- The loss of funds for individual schools if the level of funds from government does not fully match some elements of previous community support, especially in some of the most disadvantaged communities and schools.
- The loss of revenue to the education system. It was important that governments increase their own spending on education to counteract the loss of income, and that aid agencies should make this an important part of their dialogue with governments and ministries of education. There was some evidence of ‘fee creep’ as a result of loss of revenue locally.

- The loss of pragmatic willingness within poor communities to help those who are most disadvantaged. Poor communities do accept responsibilities for the most needy in their midst.
- The loss of the involvement of parents who have some income and wish to spend it on their children's education.

Many participants stressed that fee abolition was but one measure of securing the right to education. It was the FTI's experience, for example, that rapid progress could be realized through fee abolition, school feeding, conditional cash transfers, and strengthening of ECCE, including its integration with primary education. Others expressed a degree of caution around this menu. Fee-free primary education had a positive impact on initial enrolments, but high levels of enrolment were not always maintained. School feeding has been effective, but this has inevitably to do with targeting and the difficulties that arise as a result in areas where poverty is widespread. Cash transfers are expensive, but although they have been successful in some Latin American countries they have not yet made their mark in Africa.

Targeting measures to reduce cost barriers was recognized as problematic, but still a necessary part of the armoury to meet the educational rights and needs of the most disadvantaged. It was seen primarily as an additional strategy over and above fee abolition, especially at the primary level. Targeting within a fee environment was especially problematic and needed much more investigation, including in South Africa, where this combination of policies and strategies was at work. Botswana has introduced fees at the secondary level of education with targeted social protection measures, but has not found the implementation of this approach easy.

Some participants argued that targeting at the primary level was too difficult and 'more trouble than it's worth'. At the secondary and tertiary levels of education it became a much more relevant approach. It was also important to adopt and adapt targeting measures that could be designed around local capacities and not require new organizations and institutional frameworks. But this does become more complex at post-primary levels.

The African context was identified by some IWGE participants as being particularly problematic with regard to targeting, especially on a system-wide basis. It might work locally through individual NGOs, but the experience of targeting systemically had been less than productive thus far. There were important problems too around stigmatizing the most disadvantaged in the design and implementation of targeting approaches.

In conclusion, and as is so often the case with education questions, it was recognized that dialogue on fees, charges, and costs should be set within a wider macro-economic discussion about the financing of education across the sector, raising tax revenues, giving greater priority to the social sectors and public services, and using scarce resources more efficiently. Social budgeting offered one way forward in this regard, integrated within poverty reduction strategies.

2.2 Affordability

Can poor parents pay?

George Ingram, Education Policy and Data Centre, AED

The Education Policy and Data Center of AED is researching the relationship between household income and the public and private resources available for education, paying particular attention to poor parents' ability to pay for educational services.

Despite the international debate around the abolition of fees and the progress that has been made in some countries, it remains the case that, based on World Bank data (2005), at least 81 per cent of 93 countries impose some sort of fee or charge on families and students, and virtually all of these countries' households make payments of some sort for schooling.

Evidence from the 2008 EFA GMR data on household, public, and non-household private expenditures on education in 11 developing countries and 28 developed countries showed that, on average, households in nine of the poorer countries contributed a larger share of overall education spending than the OECD countries, accounting for more than a quarter of household

income. In this sample, there are proportionately fewer public education resources in developing countries than in advanced countries. Based on a sample of 47 developing countries, using UIS and World Bank data, expenditure is below US\$100 per pupil per annum in more than 50 per cent of the countries studied.

UIS (based on a sample of 11 countries) found that within countries, schools admitting wealthier children have more resources, and that there is a positive correlation between the number or level of resources in schools (computers, water, maps, etc.) and pupils' social advantage, as measured by an index of social advantage of school intake (as perceived by head teachers).

An examination of International Labour Organisation (ILO) household survey data for 22 countries over the period 2000-2004, selecting the poorest and the wealthiest quintiles, demonstrated that the poorest households spent consistently less of their income on education of any level or type. When the absolute levels of household expenditures were analysed for the same two groups of households, in all but three countries the poorest households spent less than US\$1 per month on education, while the wealthiest households, in a few countries, may have spent more than 20 times as much as the poorest households.

What this type of evidence does not reveal is the choices that parents make in relation to their low levels of income. Does only one child go to school? Is private tutoring considered? Where are costs lower because of subsidies? In answering these questions and many others there is a need for more detailed surveys. But what is clear is that:

- there is less public funding nationally in poorer countries;
- there is an unequal distribution of resources between schools;
- poor parents have less income;
- a smaller portion of that income is available for education.

This situation requires that policies address the multiple factors leading to fewer education resources for poor children, as this finds expression in

low general public expenditures, the unequal distribution of public resources, and the inability of poor parents to pay for many of the costs of education. There is a need for more funding, equity in the funding of resources for all classrooms, and specific interventions where these are required, including cash transfers, subsidies, and fee abolition.

Household spending on education in Africa

André Francis Ndem, Pôle de Dakar

In BRED-UNESCO's Pôle de Dakar, household spending on education in Africa is being researched, including a joint study with the World Bank.⁹ The motivation for this research is the absence of any consolidated analysis of household spending in Africa, concern as to whether African states can support the expansion of their education systems, and the need to understand linkages between households' contributions, educational outcomes, school coverage, external efficiencies, and a range of disparity and equity issues.

The study has used household survey data in 16 countries¹⁰ thus far. Some of the preliminary findings to date include the following:

- Household spending on education as a percentage of GDP ranges from 0.5 per cent in Chad to nearly 7 per cent in Sierra Leone, with a mean value of 2.1 per cent.
- Data on household expenditures, though variable across countries, show that school fees represent on average 48 per cent of household spending on education, while nearly 32 per cent is for school supplies and 20 per cent for other related expenditures.
- Data on household expenditures by income groups show that the poorest quintile of households spends more than 50 per cent on school supplies

9. Brossard, Foko Tagne, Jarousse, and Ndem. 2008. *Dépenses privées d'éducation, couverture scolaire, gestion des flux et équité au sein des systèmes éducatifs africains*. Pôle de Dakar and World Bank.

10. Benin, Burkina Faso, Cameroon, Congo, Côte d'Ivoire, Djibouti, Guinea-Bissau, Madagascar, Malawi, Mali, Mauritania, Uganda, Senegal, Sierra Leone, and Tanzania.

and over 38 per cent on school fees. The wealthiest quintile spends over 53 per cent on fees (often in private schools) and more than twice the percentage of the poorest households on other education-related expenditures.

- The share of household expenditure on education as a percentage of total household expenditure varies from below 1 per cent in Congo to over 13 per cent in Benin, with an average of nearly 4 per cent. Again there is considerable variation across income groups, but the share increases with income levels. Overall the efforts of the poorest families can be seen to be proportionately greater.
- It is difficult to obtain data on household expenditures by educational level, but it appears that there are greater variations in levels of public expenditure by level than in household spending. Methodological work is underway to attempt to achieve greater precision in this area.
- The share of private expenditures within total public expenditure on education ranges from approximately 3 per cent in Mali to well over 50 per cent in Sierra Leone, with an average of 30 per cent.
- There appears to be some complementarity between levels of household expenditure and levels of public spending. It is not an automatic relationship, but higher household expenditures seem to occur in countries where public expenditures are also relatively high.
- The share of private expenditures in national expenditures by level of education is difficult to calculate and varies considerably across countries. For example, in Mali the proportion of private expenditures falls quite dramatically the higher the education level; in Mauritania, on the other hand, the pattern is more even across levels but is highest at the tertiary level.
- The relationship between household expenditures and primary education outcomes (using access, retention, and completion data) suggests a positive link with access and enrolment but weaker links with completion, especially amongst the poorest households.

This work in progress will look increasingly at estimating household spending per child enrolled and by education level in relation to income quintile, geographic location, and type of school. It will also simulate the redistribution effects that could be achieved in school and higher education coverage and learning outcomes across household income quintiles.

Commentary

In welcoming the data presented by AED and the Pôle de Dakar, the importance of data within countries that highlight internal inequities and disparities was given weight by a number of IWGE participants, particularly as this relates to gender, to differences within English-, French-, and Portuguese-language African countries, to rural and urban households, and to marked variations of household income within urban areas. The importance of gathering data over time to detect trends was also stressed.

Technical questions and uncertainties included: whether comparisons of household expenditures across countries used purchasing power parity data or not; the need to clarify what comprised non-household private expenditures; and the premises underlying the Pôle de Dakar regression analysis of spending per pupil by level of education. There was a need too, when referring to quintiles, to clarify the meaning of expenditure, income, and assets – concepts that should be very clearly differentiated. It would be important also to set household expenditure against wider data sets and country experience, including numbers of children out of school, as this would impact very directly on the calculation and the meaning ascribed to levels of household expenditure. The question was also asked whether private supplementary schooling was included in expenditure data.

A plea was made to share these studies and data of this nature as a means to identify areas for collaboration. This is important in ensuring that education stays on the international agenda of wider global challenges. For example, FAO research in 48 low-income countries showed a correlation between hunger and lack of education, a relationship which was strongest at

the primary level. USAID highlighted studies from Uganda and Malawi that looked at expenditures by child and by education level.

2.3 Financing for post-primary and tertiary education

Post-primary education: efficiency and equity issues

*Cream Wright, UNICEF, and Enrique Delamonica,
St. Peter's College, New Jersey*

Work is under way on a secondary/post-primary education position paper that will help to inform the development of a new UNICEF education strategy. This work responds to the increased demand for and pressures on secondary education resulting in large part from the expansion of primary education, the need to plan more effectively than hitherto for human resource needs in a global economy, and the many social demands and pressures being placed on politicians.

If these demands are seen through the eyes of learners rather than through the usual lens of education systems, then the human rights of adolescents take on considerable importance. Young people have the right to be helped to prepare for a productive life and multiple citizenship roles, as they move from childhood to the reproductive period of their lives, and seek to develop self-esteem, respect for others, relationships, and social skills, and to acquire a diversity of knowledge and attitudes that will make up their individual personalities. Post-primary education has a key role to play in realizing these rights, freedoms, and opportunities.

Thinking in this way requires a close examination of the inefficiencies in formal schooling systems, including: starting primary school later than the prescribed age; repetition and drop-out in the primary cycle; the incompleteness of primary education unless it leads to further learning opportunities; the rationing of entry to secondary education; and the limitations of a 'classical' secondary cycle with few other learning streams available. The result is an enormous waste of talent.

An examination of the whereabouts of secondary age children in a group of eight West African countries shows that for the group as a whole, only 13.9 per cent attend secondary school, 68 per cent do not attend any sort of school, and 18.2 per cent are in primary school (*Table 2.1*). Those who are in secondary school are often at a grade level two years or more below the grade that they should be attending.

Table 2.1 Secondary school age participation rates in eight West African countries (2001-2006)

Countries	% attending secondary	% not attending any school	% attending primary
Burkina Faso	15.8	76.7	7.5
Chad	9.8	59.6	30.6
Gambia, The	36.5	39.2	24.3
Guinea-Bissau	7.7	35.3	57.0
Mali	12.9	70.8	16.3
Mauritania	11.6	52.0	36.4
Niger	10.8	77.6	11.6
Senegal	18.0	61.4	20.6
SAHEL	13.9	68.0	18.2

In these circumstances, how can there be a coherent policy response? Are there affordable alternative structures? Can new routes and models be combined to provide different types of provision that are nevertheless equivalent in terms of substance and rights? Answers to some of these questions can be addressed through

- targeted subsidies to reduce disparities;
- fair and equitable access to post-primary education and training;
- multiple pathways to success for learners;
- alternative provisions and equivalencies;
- revisiting technical and vocational education and training as a non-deficit model;
- providing for a diversity of talents and needs;
- multiple providers with different priorities;

- payment options to make education more affordable.

In developing a financing model to reflect this thinking and these options, the characteristics of schools are being used as the basis for financial modelling and the development of alternative cost scenarios, a model that is sufficiently flexible to be applied according to national contexts.

The primary tools being used to develop the model are

- public expenditure on education as a percentage of Gross National Income (GNI);
- post-primary education as a percentage of the national public education budget;
- projected post-primary populations;
- net enrolment rates in post-primary education at present as a basis for sequenced expansion over 10 to 15 years.

Using these data, it is possible to estimate the annual additional cost of universal post-primary schooling in developing countries over a ten-year period. Work in progress suggests that this is of the order of US\$30 billion annually over ten years for all developing countries, a calculation that does not address logistical and capital development costs. This figure would not alter greatly over a 15-year time horizon.

If attendance rates are used instead of net enrolment rates as the basis for estimations, the overall cost changes little. But if the pupil-teacher ratio were to increase, or if there were fewer trained teachers, or teacher training was more gradual, or if the monies spent on over-age children in primary school were to be transferred notionally to post-primary education, then the overall additional cost burden could be reduced. In sub-Saharan Africa, for example, it is estimated that the additional costs of providing secondary education could be reduced by 40 per cent or so if, in the short term, the number of trained teachers used in an expanding system was to be reduced. But so far a composite calculation for a set of potential cost-cutting approaches has not been developed.

Commentary

IWGE participants sought a range of clarifications on the modelling of the additional costs of an expanded and diversified post-primary system. Points made included:

- The importance of different population scenarios in sub-Saharan Africa and Asia, where the school population is declining.
- The paradoxical fact that in sub-Saharan Africa the model appeared to suggest that the expanded system would cost more over a 15-year time span than over ten years.
- The need to translate the findings into overall budgetary projections so that the full cost of universal secondary education could be seen.
- The value of distinguishing between junior and senior secondary schooling, which have different unit costs. An eight- or nine-year basic school cycle might well be a more operational model.
- The transfer of funds from primary education in Africa at the time of writing seemed to be a counterproductive approach.
- There is insufficient recognition of the rural–urban divide in terms of levels of transition from primary to secondary education.
- Savings can be achieved at different levels of the education system through greater efficiency. Sound investment in pre-primary education could give rise to savings higher up the system – although sustaining adequate and appropriate investment at all levels is essential. But it would be difficult to make policy judgements without the full cost and budgetary picture for the sector as a whole.
- The importance of building in new knowledge about ways of learning, including the use of ICT.
- The modelling thus far did not take aid into account, and most aid still benefits the better-off rather than the poor.

Some doubts were expressed about the relative simplicity of the model compared to UNICEF’s ambition to articulate the need for and the approach to developing a diverse and flexible post-primary capacity for every adolescent.

A paradox appeared evident in the intention when the only indicator cited to bring about cost efficiencies was related to the training of teachers. If all strands of a new post-primary prescription are to be of equal quality and status, it will be difficult to see how the model responds to the imperative for new streams and strands in post-primary education. Indeed, new forms or streams of learning would incur their own additional teacher and other development costs.

It would be important for the UNICEF work to build on other research in this area, including two presentations at the ADEA meeting in Maputo in 2008 by Keith Lewin and Alain Mingat. The former looked at a cluster of capacities approach which was in tune with a human rights-based strategy; the latter looked at different costing scenarios and their relation to their impact on employment. There is work too on modelling the rapid expansion of secondary schooling.

UNICEF response

In responding to some of these queries and observations the UNICEF participants stressed that their work was based on a human rights approach, driven by the need to realize the rights of all young people rather than by existing sector systems and structures.

The model is a work in progress. There is the potential to build in more and differentiated costs, to add start-up costs, to be able to separate rural and urban contexts, and to bring in other contextual factors. But school-based assumptions were realistic when applied in different learning strategies.

It was certainly UNICEF's view that sound investment in good quality equitable education at the earlier levels of education, from ECCE onwards, was an essential for ensuring good secondary education for all. The challenge at the secondary level was to balance equity with efficiency, and recognize and explore the potential for a range of post-primary opportunities and pathways. In this regard, recognizing diverse talents and developing skills was an important starting point in a diversified approach.

It was accepted that there was work to be done in articulating very clearly the underlying assumptions on which UNICEF's policy work is based, and how this translates into the definition and the costing of alternative strategies in combinations that meet the needs and circumstances of different countries.

Equity in tertiary education: facts and misconceptions

Jamil Salmi, Tertiary Education Coordinator, World Bank

Tertiary education enrolment is expanding in all parts of the world. This might suggest that expansion must lead to greater equity. But closer examination of the data challenges this assumption, a challenge that might usefully take note of the observation that equality of opportunity has 'the impertinent courtesy of an invitation offered to unwelcome guests ... in the certainty that circumstances will prevent them from accepting' (Richard Tawney).

In Latin America, for example, the share of students enrolled in tertiary education from the lowest third of the income distribution is only 6 per cent in Peru, 11 per cent in Chile, and 18 per cent in Uruguay. In Mexico (2005) only 1 per cent of 15-24-year-olds from the poorest income quintile attended tertiary education, compared to 32 per cent from the richest quintile. In the USA, the probability of attaining access to an Ivy League university is 8.3 per cent for the lowest quintile and 50 per cent for the richest. In the French-speaking countries of sub-Saharan Africa, children of white-collar employees account for 40 per cent of tertiary enrolment, even though this group of professionals represents only 6 per cent of the total labour force. In France, access to a Grande Ecole is 6 per cent for the lowest quintile and 15 per cent for the middle quintile; 25 per cent of blue-collar workers do not finish their studies (compared to 14 per cent of children of white-collar workers). In Thailand, 50 per cent of students from the richest quintile complete their tertiary education, compared to only 5 per cent from the poorest quintile.

In examining these data further, four misconceptions need to be explored:

1. Free is fair.
 2. Fair is fair.
 3. The dice are cast.
 4. It's all about money.
1. In many Latin American countries, rich children go to fee-paying schools and then compete for places in free universities. Paradoxically, in Bolivia, the proportion of students from poor families is higher in private universities than in public universities. So free is not necessarily fair.
 2. Although there is progress in establishing objective and transparent selection criteria, differences in income levels and accumulated cultural capital mean that students from wealthier backgrounds are more likely to achieve higher grades in entrance examinations. In Chile, for example, the pass rate for municipal (public) schools is 58 per cent, but it is 94 per cent in private schools. So there are very large disparities which are amplified by the 'fair' examination system.
 3. It is often stated that not much can be done given the predetermined inequities and inequalities at the primary and secondary levels of schooling. But this 'truth' can be counteracted. A political science university school in Paris has permitted disadvantaged students to enter with lower pass rates than is usually the case and, with some special assistance measures, has demonstrated that these students can do well. In Texas in the United States, the top ten per cent of all high school graduates get automatic entry into public universities. In Brazil, programmes of affirmative action have been adopted in some state universities (e.g. Campinas), where there is preferential admission based on self-declared race.

4. The belief that it is ‘all about money’ fails to recognize a range of other barriers. There are many personal stories that demonstrate that pathways can be opened to particular individuals, but very often there are major institutional barriers to moving onward and upward. In Korea there is an innovative credit bank that recognizes the accumulation of learning that allows for a degree to be awarded. Motivation is also a major factor, as many studies from the UK and the USA demonstrate.

It is clear that there are major inequities both from a human rights and social justice perspective and from the standpoint of efficiency in the loss of talent and the wastage that results. A range of measures are therefore needed, including financial aid to overcome economic barriers, preferential admission strategies, and non-monetary interventions to improve academic readiness and increase motivation. In Chile, for example, the key mechanisms appear to be scholarships and student loan schemes. Work in these directions requires that data be collected to highlight and pinpoint inequities – information that some governments may not want to know.¹¹

African higher education: financing and equity concerns

Andrea Johnson and Sue Grant Lewis, PHEA

Under PHEA, a nine-country study of the financing of tertiary education is being conducted by national research teams, in Botswana, Kenya, Lesotho, Mauritius, Mozambique, Namibia, South Africa, Tanzania, and Uganda. The motivation for this research has been fourfold: concerns about the inadequacy of public sector funding for tertiary education; recognized inefficiency in public-sector expenditure in the sub-sector; obvious inequities in government distribution of funds, causing higher-income groups to benefit disproportionately from tertiary education; and paucity of existing analyses.

11. The Netherlands funded a Bank study on equity in tertiary education that started in mid-2008.

An overview of higher education in sub-Saharan Africa shows that there are low participation rates, growing demand as a result of UPE and expanding secondary schooling, changing definitions of what constitutes higher education, growth of the private sector, and numerous quantity-versus-quality debates. The region has the lowest access rates in the world, at around 5 per cent (ranging from 0.27 per cent in Tanzania to 9.11 per cent in South Africa), although the data are not conclusive or necessarily comparable (*Table 2.2*).

Within current patterns of participation a number of equity concerns centre on socio-economic status, gender, and the location or region of origin of would-be students, including their first language. In Mozambique, for example, only 32 per cent of all higher education students are female.

Privately funded higher education is a relatively new phenomenon. It is characterized by great variety in both wholly private and partly privately funded institutions. There tends to be a range from large institutions of relatively good quality to much smaller bodies of lesser quality. Special programmes for funding higher education students are also relatively new. Loan schemes have met with limited success, although Kenya's Higher Education Loan Board and South Africa's National Student Financial Aid Scheme are making progress.

The multi-country study¹² is analysing the current state of tertiary education financing, to include

- comparative levels of tertiary education funding within and across countries;
- types of state funding available: teaching, research, earmarked funding, etc.;

12. Further information on this study and related work can be accessed through the Sizanang Centre for Research and Development, www.sizanang.co.za, the HERANA Gateway, www.herana-gateway.org/, and the International Comparative Higher Education Financing and Accessibility Project, led by Bruce Johnstone, University of Buffalo, www.gse.buffalo.edu/org/IntHigherEdFinance

- funding available per programme;
- equity in expenditure, by comparison to household income data (where available);
- the extent of loan and grant funding;
- nature and magnitude of private financing of tertiary education.

Table 2.2 Participation rates in higher education in selected African countries

Country	Participation Rate in %
Angola	0.44
Botswana	1.33
Kenya	1.47
Lesotho	0.98
Malawi	0.42
Mozambique	0.33
Namibia	4.66
Swaziland	2.22
South Africa	9.11
Tanzania	0.27 *
Uganda	1.23
Zambia	0.83
Zimbabwe	1.05

Participation rate is defined as numbers per 100,000 inhabitants enrolled in higher education.

* Participation in higher and technical education combined is estimated at 1.3 per cent.

Source: United Republic of Tanzania (URT) (2005) Review of Financial Sustainability in Financing Higher Education in Tanzania. Dar es Salaam: Ministry of Higher Education, Science and Technology (p. 6);

URT (1998) Financial Sustainability of Higher Education in Tanzania. A Report of the Task Force on Financial Sustainability of Higher Education in Tanzania. Dar es Salaam: Ministry of Higher Education, Science and Technology (p. 2).

It is also looking, through the national research teams in each country, at effective financing models, analysing the prevailing economic and social conditions, public and private sector funding, donor financing, and the

possibilities for national loan and grants schemes. By way of illustration, *Table 2.3* highlights the strengths and weaknesses of financing strategies under consideration in Tanzania, and *Table 2.4* a possible public financing model for the country.

Table 2.3 Strengths and weaknesses of the possible financing of higher education strategies in Tanzania

Strategy	Strengths	Weaknesses
Student loans	Equitable if rigorous means testing and targeting are conducted Expanded access to higher education	Higher default rates High administrative costs Attribution of value
Income generation/ revenue diversification	Can generate supplementary income for the institution Development of entrepreneurial spirit	Low collection if management and internal control systems are weak Diversion of attention from core university functions Susceptible to corrupt practices
Education levy	Equitable to users of higher education products	Double taxation
External donor funds	Large sums can be received	Unpredictable Dependence syndrome Threat to academic freedom
Contracted research and consultancy	Improved quality and quantity of research Identification of the higher education institutions with industry sector Market positioning of the institution	May divert interest from teaching Susceptible to corrupt practices
Government funding	Main source of funds for HEIs Large sums can be received. Most reliable source	Declining economic ability and competing needs may lead to reduced budgetary allocations <i>Ad hoc</i> allocation

Source: Johnson, Andre and Grant-Lewis, Suzanne, PHEA IGEMS. *African higher education financing and equity concerns*. PowerPoint Presentation for the IWGE.

Table 2.4 Proposed model for financing public higher education in Tanzania

Responsible institution & rank order	Financing mode	Cost/budget item	Level of financing in % (annually)
1. Higher education institutions	Revenue diversification and privatization of services; contracted research and consultancy; enrolment of privately sponsored students	1, 2 & 4	1=5% 2=5% 4=100%
2. Students/parents	Cost-sharing	3	100%
3. Government	Direct subventions to higher education institutions; introduction of an education levy	1,2 & 4	1=95% 2=95% 4=0%
4. Private sector/potential graduate employers	Direct donations to responsible institutions; student and professorial chair sponsorships; sponsorship of contracted research and consultancy	1	Variable
5. External donors	Direct grants to higher education institutions, faculty, departments, bureaus, etc.	1	Variable
6. Financial institutions	Creation of a higher education bank from which students and their parents can borrow money to pay for tuition and related costs at a market/commercial interest rate	Variable	Variable
7. Alumni	Direct donations to institutions to establish endowment and trust funds	1 & 3	Variable

KEY: 1 = Capital development; 2 = Direct training costs; 3 = Students' direct costs; 4 = Other administrative and personal emoluments costs

Source: Johnson, Andre, and Grant-Lewis, Suzanne, PHEA IGEMS. *African higher education financing and equity concerns*. PowerPoint Presentation for the IWGE.

A cluster-based INSET model (MGMP Wilayah) applying ‘Lesson Study’ in Indonesia: its significance for equity, effectiveness, and sustainability

Keiko Mizuno, JICA

Strengthening In-service Teacher Training of Mathematics and Science Education at Junior Secondary Level (SISTTEMS) is a programme supported by JICA in Indonesia. The programme aims to develop a sustainable and cost-effective cluster-based INSET model, which can offer math and science teachers, especially in under-served areas, equal access to training opportunities for their continuous professional development (CPD).

This INSET model applies a ‘Lesson Study’ method, a very different approach compared to other conventional training, intending to transform teaching and learning practices from ‘teacher-centred’ to ‘learner-centred’. In this model, actual classroom lessons are training materials whereby participating teachers learn from each other through the process of planning, practising, observing, and jointly reflecting on lessons based on the principle of Plan-Do-See.

Indonesia started to implement decentralization in 2001, and the majority of education expenditure takes place at the sub-national level (62 per cent in 2005); however, the education share of the total budget varies significantly among the local governments. The majority of the development expenditure is still managed centrally, and in 2005 a school Operational Assistance Fund (BOS) was introduced, whereby a cash transfer directly from the Ministry of National Education to primary and junior secondary schools on the basis of student numbers was instituted (US\$30 for primary students and US\$40 for junior secondary in 2007), which can also be utilized for quality improvement spending, including teacher training. The necessary cost to implement the SISTTEMS-type cluster-based INSET is calculated as minimal, and it can be effectively and efficiently shared among schools and local (province/district) and national governments.

The programme has demonstrated that it is possible to make INSET more accessible to all the teachers on a continuous basis if different financial resources managed by different levels (national, provincial, district, school) are coordinated effectively. It is also worth mentioning that collaboration with university lecturers makes each step of Lesson Study more meaningful to participating teachers, assuring the professional inputs for subject-based issues and pedagogical expertise.

The achievements of the programme to date are summarized in *Box 1*.

Commentary

For some participants the arguments around access and equity in tertiary education have changed little over the last 20 years or so. No real breakthrough was evident at the national level. And if free is not truly fair, then this is discouraging. Others were more positive about the advance of affirmative and preparatory support for disadvantaged students, while recognizing the need for additional financing for students from difficult backgrounds. An international review of affirmative action would be valuable, as would a study of the benefits derived from affirmative action in the labour market. For some IWGE participants, the key issue was to identify the space for reform in the complex political economy of education. Privileges are not given up easily.

In discussing equity, the focus seemed to have been too much on financial resources. But issues of school supervision and support need to consider human resources and develop more equitable ways and means of ensuring that teachers serving the most disadvantaged schools gain from urgent and ongoing professional development opportunities.

There were also issues surrounding student mobility within Africa, which has its own costs and benefits.

The presenters acknowledged that the political economy is critical. In Mexico a proposal to introduce voluntary student charges to help meet costs resulted in major strikes, but now all universities charge fees to counteract declining quality. This in turn requires strong student aid programmes,

accepting that these schemes are very vulnerable politically. Non-financial ways of dealing with the situation are important and can make a difference, but by themselves will not bring about substantive change without financial interventions.

In relation to the nine-country study in Africa, the research teams could usefully take on board three messages from the IWGE: First, that equity cannot be addressed through financial resources alone; second, that other types of affirmative action are needed; and third, that student flows across borders should also be studied and incorporated into financing models.

Box 1. Achievements of the cluster-based model in Indonesia

Equity

Training becomes more accessible:

- Training opportunity for all teachers
- Geographically close location, thus less cost and time required
- Effectiveness
- Subject knowledge required for lesson planning enhanced
- Utilization of teaching/learning materials more effectively
- Teachers able to prepare their own lesson plan
- Collegiality and collaboration among teachers nurtured to overcome their weaknesses in teaching practices
- Teachers become more confident in teaching and sensitive to weak students
- Students become more active and motivated to learn
- University lecturers gain on-the-ground knowledge and experience to give feed-back for improving pre-service programmes at university.

Sustainability

- Demonstrated that minimum costs can be shared with central, district, and school levels to sustain cluster-based INSET
- Collaboration between local governments and universities to make L/S meaningful to participating teachers
- Positive attitude and responsibility towards professional tasks
- Leadership and ownership by university for dissemination of L/S
- Government is planning nationwide dissemination of the model as means of enabling continuous teacher professional development.

Impact

- Relationship between school and community enhanced by better communication and open classes.

Source: Mizuno, K., JICA. A cluster-based INSET model (MGMP Wilayah) applying Lesson Study in Indonesia: its significance for equity, effectiveness, and sustainability. PowerPoint presentation for the IWGE.

Theme 3

Data management

The collection, analysis, and use of authoritative and timely data, both quantitative and qualitative, are essential prerequisites for good educational planning, management, and evaluation. They are also fundamental to developing much greater accountability for efficient and effective education service delivery. These facts are as important in individual schools and classrooms as they are nationally and globally.

The IWGE discussed data definition and data management through the window of four presentations. Two focused on data analysis at the international level. Albert Motivans (UIS) set out an agenda for monitoring progress using cross-national data, while Frank Van Cappelle (IIEP) introduced StatPlanet, the new interactive mapping software for displaying educational planning information. Lavinia Gasperini (FAO) examined the evolving relationship between data and policy in advancing education for rural people, and Mary Joy Pigozzi (AED) shared work in progress in developing a more nuanced and rights-based approach to formulating an Index of Quality Education.

Monitoring education progress – the measurement agenda

Albert Motivans, UIS

In recent years the pressure to provide accurate and timely data at the global level has increased significantly, in large measure due to the attention that is being accorded the achievement of major international targets across a spectrum of development goals and objectives. One consequence of this has been the development of new relationships between data providers, both nationally and internationally, and major policy and programme developers in governments, aid agencies, and international organizations. The pressure to obtain, record, and communicate accurate data in forms with technical and political credibility has intensified. The stakes are high, not least in the

impact of headline data messages on levels of national investment and aid for education. New and more data are demanded constantly to meet very specific reporting and policy needs. UIS has experienced and is constantly adjusting to these pressures.

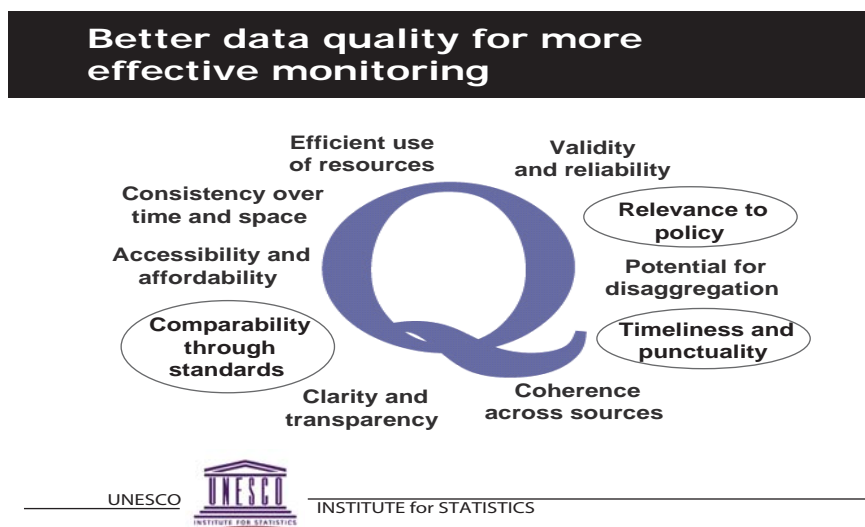
Data quality is a key issue, but has many different dimensions. *Figure 3.1* highlights ten such dimensions. Three issues (circled in *Figure 3.1*) have gained particular attention in recent years. First, there is the pressure to deliver more timely and up-to-date data. More attention is also being given to historical trends and to projections for the future. Second, there is greater recognition of the need for good data for sound policy and accountability. Third, there is greater interest by national policymakers in benchmarking the performance of their education system (however this may be defined) across countries and within national systems.

In meeting these demands and associated pressures, UIS recognizes that there are significant gaps at the macro-, meso-, and micro-levels of data for most education systems. At the macro-level there is work to be done in drawing on both administrative data and household survey material to give a more comprehensive picture of the reality of education than a single source can provide. There is also a serious shortage of good sub-national level data, which are vital for an appreciation of accessibility, affordability, equity, and the efficient use of resources.

Much also remains to be done to understand better the educational ‘black box’: the realities of teaching and learning in communities, schools, and classrooms around the world, the so-called meso-level of education. A 2008 UIS publication, *A view inside primary schools: a World Education Indicators (WEI) cross-national study*,¹³ illustrates a cross-national approach that seeks to address data needs in this area.

13. See www.uis.unesco.org/template/pdf/wei/sps/Report.pdf

Figure 3.1 Better data quality for more effective monitoring



At the micro-level, in the world of individual learners, there is much to be done in analysing levels of learning, understanding, and attainment. The number of regular national school assessments is growing, as are regional/cross-national learning outcome studies, which provide benchmarks over time (*Programme for International Student Assessment – PISA*, *Trends in International Mathematics and Science Study – TIMSS*, *Programme of Analysis of Education Systems – PASEC*, *Progress in International Reading and Literacy Study – PIRLS*, and *Southern and Eastern Africa Consortium for Monitoring Education Quality – SACMEQ*). But there is some way to go before cross-national comparisons of learning outcomes can be produced globally, and some would argue that this is in any case undesirable, if data needs at the national level are yet to be met.

In working globally with a wide variety of stakeholders, UIS seeks to improve the standard of monitoring in the following ways:

- **Encouraging transparency.** This can be helped by improving the use of standardized data internationally while accepting that country-specific data has its place in national policy development. The International Standard Classification of Education (ISCED) system, which defines education system data categorization, is being reviewed to reflect more accurately the realities of education systems in the 21st century. Of comparable importance is ongoing international work to review population estimates produced by the UN Population Division – data that are crucial for calculating accurate educational indicators. The reasons for differences between national and international indicators need to be clearly presented to national policymakers.
- **Harmonizing data from a range of sources.** This work largely revolves around administrative data vis-à-vis household survey work, and includes UIS collaboration with UNICEF in the production of joint indicators. It is essential that household surveys become more regular (i.e. every three years for UNICEF’s Multiple Indicator Cluster Surveys – MICS) ensuring that important education data are collected. From a technical perspective, this requires careful harmonization of definitions and significant methodological inputs.
- **Strengthening supply-side capacities.** Many countries continue to suffer from weak and ineffective information systems. At worst – especially, but not exclusively, in fragile states – there are little or no data. So help is needed to identify data needs and to diagnose practical problems in data collection and production cycles. Data plans can be elaborated with technical assistance. Key measures can be developed and sustainable reporting processes established. As yet, insufficient attention is given internationally to these basic needs. But new partnerships are being formed, including between UIS and the World Bank in adapting the IMF’s Data Quality Assessment Framework (DQAF) to apply to education statistics. This approach has been applied in the first instance in 12 countries.¹⁴

14. See www.uis.unesco.org/ev.php?ID=5738_201&ID2=DO_TOPIC.

- **Supporting a culture of data use.** This remains weak in many countries where there is a lack of policy-driven demand, weak use of statistics, low analytical capacity, and negligible investment in statistical services. UIS is working with some countries to develop and communicate indicators, to build up a resource capacity regionally, to help statisticians gain a stronger voice within their systems, to undertake training, and to develop technical tools and guides.
- **Narrowing the data relevance gap.** As identified in *Figure 2*, data should have policy relevance, but in many instances indicators do not yet match emerging or existing policy imperatives. While there are no easy and quick solutions, greater stakeholder involvement in questionnaire and administrative format design can help, as can allowing for context-specific indicators, including at the regional level. Technical assistance can make a difference in identifying new data and indicator needs.
- **Narrowing the data timeliness gap.** At the international level, this challenge can be partly met through using incentives (e.g. early reporting) through rolling data collection and release. Also, aligning international data collections to national data production cycles can enhance the timeliness of data dissemination and mean that data releases do not have to wait for the last country to report.

In addressing all of these challenges it is important to:

- develop a broad vision for education statistics with national and international stakeholders
- redefine a core set of indicators to monitor progress and consider a range of methods for their collection (e.g. composite indices, population-based indicators)
- reach consensus on conceptual and measurement frameworks for areas such as ECCE, non-formal education (NFE), and Technical and Vocational Education and Training (TVET)
- consider approaches to improved monitoring of learning achievements and related outcomes, including through composite indicators such as

the EFA Global Monitoring Report (GMR) Education Development Index (EDI)

- create and support communities of education data producers and users.

StatPlanet: interactive mapping software for the display of educational planning information

Frank Van Cappelle, IIEP

IIEP is developing a software program to provide a visual, interactive display of educational data drawn from a variety of sources. It is designed to enable politicians and policymakers to appreciate quite quickly important patterns and messages about trends over time, disparities across regions and within countries, and key educational challenges for the future. It offers information in both tabular and map form and can bring different indices together, for example enrolment and quality. It can be tailored to meet specific talking points and issues. In its first iteration it is closely associated with the work of the SACMEQ programme in East, Central, and Southern Africa and will appear on SACMEQ's website shortly.

StatPlanet has the potential to attract policymakers with its immediacy – a quality that is difficult to manufacture either from a national EMIS system or from the annual statistical report emanating from the Ministry of Education. It can help to promote the culture of data usage and an instant debate around major policy challenges. It helps to address the need for easy and quick access to information. For an illustration of the approach adopted by StatPlanet, see:

www.iiep.unesco.org/en/research/equity-access-and-quality/quality-of-basic-education/research-projects/visual-displays-of-data.html

From policy to data – education for rural people

Lavinia Gasperini, FAO

About 72 per cent of people in the least developed countries live in rural areas and 70 per cent of the world's poorest people live rural lives. Food insecurity and illiteracy are primarily rural phenomena.

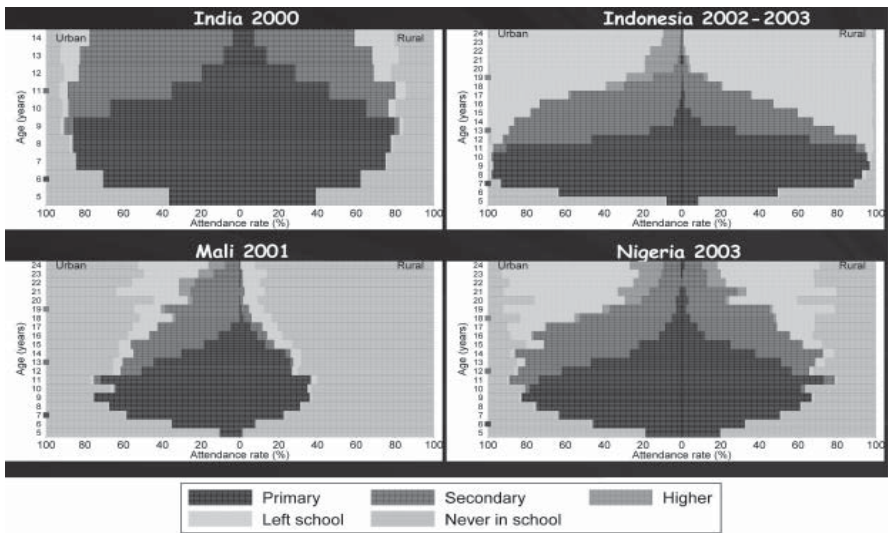
The High-Level Conference on World Food Security: the Challenges of Climate Change and Bioenergy (in Rome, 2008), which was convened to address the growing world food crisis, highlighted that food production would need to increase by 50 per cent by 2030, requiring a rise in investments in the farm economies of poor countries to US\$20 billion a year. It is therefore urgent to address the educational needs of the people who live and work in rural areas where this increased production needs to take place, and to enhance rural people's capacities and resilience to deal with today's challenges.

In 1996, the World Food Summit plan of action made the commitment to promote access to basic education for all, especially the poor and members of vulnerable and disadvantaged groups, in order to strengthen their capacity for self-reliance. This recommendation gained further impetus following the World Education Forum in Dakar in 2000 and the creation in 2002 of the EFA flagship ERP programme. Led by FAO, this initiative involves a variety of stakeholders across the world, including UNESCO and other international organizations, ministries of education and agriculture, the ADEA, NGOs, CSOs, and some aid agencies. The programme takes a systemic needs-based approach to promote schooling, extension activities, and training for all rural children, youth, and adults. It is designed to create opportunities for rural people to engage in knowledge-based economies and to adapt and cope with the impact of globalization, climate change, market forces, food crises, and other shocks.

In meeting these objectives, reliable data, good research, and the effective communication of findings from around the world are all important. This may mean highlighting rural-urban disparities as illustrated in *Figure 3.2*, or

bringing ministries of education and agriculture together as was done in Rome in 2008. Ministers from 11 African countries then agreed that ‘Ministries should collect and analyse relevant statistics and establish EMIS, which are essential for monitoring and evaluating the progress and impact of education and training for rural people and for drawing lessons for better management and performance.’

Figure 3.2 School attendance by age and residence in four developing countries



Source: UIS and UNICEF. 2005. *Children out of school: measuring exclusion from primary education*. Montreal: UIS.

Based on the work of David Acker (Iowa State University, USA) and Lavinia Gasperini (FAO) and drawing on the lessons of the past six years since the flagship programme was inaugurated, a core set of challenges, lessons, and examples of good practice have been identified and are being disseminated. This work offers an example of data and programme information management designed to highlight good practice education for rural people.

It demonstrates, in particular, ways in which people in rural areas can be directly engaged in educational activities relevant to their lives, as well as pinpointing the importance of ministries of education, agriculture, and rural affairs working together.

Table 3.1 Challenges, lessons, and examples in education for rural people

Challenges	Lessons	Examples
Effective pro-rural policies	Urban and rural EMIS disaggregated data Policies recognize the diversity of needs of rural people, their agro-ecological and geographical circumstances, and their socio-economic and cultural characteristics	A strategy for ERP in Kosovo: 2004-2009, prepared by the Ministry of Education and the Ministry of Agriculture
Organizational efficiency	Co-ordination among ministries of education and agriculture, extension, schools, NGOs, and the private sector is essential for optimal efficiency	Rural teachers, trained in technical subjects, ensure curriculum relevance and support extension programmes Extension officers provide presentations in schools, conduct adult education classes, and organize farmer field schools
Flexibility and local autonomy	Systems can combine national and local curriculum planning through community participation Flexibility in the academic calendar to accommodate weather, cropping patterns, nomadic movements	In Thailand, 40% of the curriculum can be based on community and local needs In Mozambique 20% of the curriculum is decentralized
Access and quality	School attendance benefits from fee removal or reduction, free access to learning materials, and new school construction Some countries promote teacher training for context-specific learning and develop training materials designed to address real rural life problems and for life skills	Double-shift classes and after-hours adult education; targeting of specific rural groups; satellite schools for the youngest children in remote areas; application of ICT and farmer participation in curriculum planning and managing education and training events

Challenges	Lessons	Examples
Parent and community involvement	Participatory, community-based approaches help to increase educational access and quality and community ownership of schools Rural families want to see that the education of their children is relevant to rural livelihoods	Parent–teacher bodies have impact on school resources, improved monitoring of quality and relevance, and for school lunch programmes
Skills training for rural people	Formal and non-formal skills training for adults and school drop-outs helps rural people diversify their skills for more secure livelihoods and greater resilience during times of stress and disaster	Junior Farmer Field and Life Schools in Mozambique that deal with agricultural as well as life skills development among young rural citizens
Redefining agricultural education	EARTH University in Costa Rica has four pillars to its programmes: Social Commitment, Environmental Awareness; Entrepreneurial Mentality, and Development of Human Values	Agricultural education that reflects changes in technology, global supply chains, health challenges, on and off farm employment, environmental changes, and enterprise development
Recruitment and retention of teachers and extension staff	Attract teachers and extension workers from rural areas Develop attractive deployment policies including bonuses and higher salaries, provision of subsidized housing, posting newly qualified staff in pairs, and creating career progression options	Malaysia: incentives that include a piece of land and training in agriculture to encourage teachers to stay in rural areas Lao PDR: profit-sharing in school-based income-generating activities for students and teachers
Gender-responsive environments	Flexible timetables to accommodate peak labour demand for girls and adult women Well-supervised boarding facilities safeguard female children School meals for all children Take-home rations for girls to compensate for labour lost when they attend school	Half-day farmer training short courses geared toward women who have responsibilities at home

Indicators of the quality of education

Mary Joy Pigozzi, AED

The pressure to obtain reliable, policy-relevant, and publicly accessible data on the quality of learning in schools is intensifying in a world where the quality of education is no longer the exclusive preserve of public authorities and professionals. A variety of factors are at work here.

First, there is the heightened awareness of education within a range of public policy issues, recognizing the linkages between education and economic performance, participation in the global economy, and the building of knowledge societies. Much concern about the quality of education derives from the belief that poor quality will frustrate efforts to use education as an effective lever of economic growth and development.

Second, governments and citizens are increasingly concerned about the discrepancy between relatively costly educational inputs and learning outcomes, focusing on questions about what works in teaching/learning processes.

Third, such questions are fuelling a much greater interest in how student learning attainments may be monitored both nationally and cross-nationally. Are students learning the right things to lead a decent life in a fast-changing world? And are they being well served and prepared for future adult roles as creative, thinking citizens who can sustain themselves and contribute to the well-being of their families, communities, and societies?

Fourth, such information is becoming more politically sensitive as it points to the unevenness of quality both within and between education systems. The unevenness of quality is a critical issue facing education systems and is particularly important with regard to the widening education gap between countries, the tasks of development, and the effects of internal disparities on social cohesion.

Fifth, the growing diversification of societies, largely as a result of migration, urbanization, and cultural change, joined with increased sensitivity

to the national, regional, gender, cultural, ethnic, and religious bases of individual and group identity, is placing fresh demands upon education systems and challenging assumptions about the purpose and functions of education. Issues concerning the quality of education cannot be separated from these developments, which have an impact on the learning environment provided by schools and other learning spaces.

Sixth, and directly related to the point above, are questions that point to the fundamental purposes of education. Disparity in educational quality often mirrors other disparities, which many view as directly tied to the fulfilment of human and other rights. Thus education is being asked to become one tool of many that can build societies based on peace, equality, and democratic practice.

In developing indices of quality that take account of these complex imperatives, learning and the learner are situated at the heart of a rights-based approach to better education for all. This paradigm recognizes the importance of seeking out and understanding learners and knowing what it is that each learner brings to the learning process; considers the content of the formal, non-formal, and informal learning processes that take place in schools; analyses these learning processes; and assesses the quality of the total environment of schools and classrooms where learning takes place.

It is equally important to analyse important dimensions relating to the quality of education at the system or learning system level to include the implementation of relevant and appropriate education policies, the establishment of workable and actionable legislation, a sufficiency of resources for the education system used equitably, sound practice in the measurement of learning outcomes, and the development of effective management and administrative structures designed to support learning.

In building on this framework, it is important to articulate how the learning capabilities in the early part of the 21st century might be defined. One expression of this appears in *Table 3.2*.

Table 3.2 A framework for identifying learning capabilities

Knowledge	The basic learning content including core subjects, international language ability, and broad-based scientific literacy, as well as self-knowledge.
Competencies and skills	These include foundational skills (literacy, oral expression, numeracy), critical thinking and problem-solving skills (reasoning, recognizing, and questioning patterns; dealing with uncertainties; analysing, synthesizing, and evaluating information), planning and management skills, life-long learning skills (learning how to learn, to adapt knowledge to new contexts, and to engage in self-directed learning), cross-cultural communication skills (ability to communicate in different cultural contexts, negotiate, and resolve conflicts), and information, media, and technology skills.
Attitudes and behaviours	Flexibility and adaptability, risk-taking, the willingness to take initiative, motivation, respect for self and others, sense of commitment, empathy; responsibility for one's actions and work.
Values	Solidarity, gender equality, tolerance, respect for difference, mutual understanding, respect for human rights, non-violence, respect for human life and dignity.

Source: This table derives from a paper by El Houcine, Metzger, and Pigozzi. 2008. *Learning in the 21st century: supporting and guiding education reform for 21st century learning* (unpublished).

Bringing together ten dimensions of quality associated with learners and the learning system, set alongside understandings of what it is that formal school education is trying to achieve, points towards a range of measures of education quality. This is the work that AED is developing, as described in the paper prepared for the IWGE entitled *Towards an index of quality education*.¹⁵ It is work that will require consensus on good and sufficient indicators, and agreement on appropriate weighting of individual indicators, accepting that qualitative judgements will be required.

15. This approach draws on the Canadian Council on Learning's work in developing a Composite Learning Index.

Commentary

In responding to four thought-provoking presentations, all of which were underpinned in large measure by a human rights approach to both conceptualizing and providing education services, IWGE participants discussed a set of core issues that it was felt deserved more attention and debate.

A range of observations were made on the demand for data and information, both quantitative and qualitative. Clearly, there have been major developments on the supply side of the information chain, particularly at the international level, in the development of different types of data collection methodologies and in the ways in which it has become possible to present data, as exemplified by StatPlanet. However, our understanding of the real demand for education data and data management was much less clear.

In some countries demand for data with the potential to influence policy and practice is very weak. This may reflect a political reality in contexts where there is little sense of accountability for the provision of good public services. In other circumstances low demand for information on the efficiency and effectiveness of education services is the result of very weak capacity to collect, analyse, and use data and/or the very weak position of statisticians in ministries of education. Examples were cited of technical assistance work to help to develop EMIS occurring two or three times over five or six years in the same country. IIEP had been supportive of the introduction of District Education Management Information Systems (DEMIS), but there had been limited take-up.

These stories of limited or zero success were not, however, arguments for pulling back from finding creative ways to stimulate the demand for accurate and relevant data. For a number of speakers this meant thinking much more about the needs of those who work at the heart of education, in classrooms and in schools. Finding ways to enable a primary school teacher to know whether or not her Grade 2 pupils could read to an acceptable standard was a

key issue, and yet how many countries could demonstrate such good practice? Knowing whether a child is in the right grade for his or her age is critical for mapping and planning for a reduction in drop-out and repetition. Knowing whether human rights are being abused within schools, as, for example, in the widespread use of corporal punishment, is important for describing and changing human rights. Assessing what a child-friendly school really looks like, thereby enabling some benchmarks of good practice to be established, is yet another example of getting underneath the macro data to better understand the realities of learners, learning environments, and learning outcomes.

In a similar vein, the importance and the involvement in negotiating measures of quality and other aspects of the provision of education was seen as an important part of the demand side of the equation for good data and good data management. Other audiences and stakeholders are important too in stimulating demand. These groups include journalists, civil society, and in many countries special advisers to ministers, prime ministers, and presidents. This requires a much more sophisticated approach to targeting and communicating evidence than is often the case.

For some IWGE participants, a point had been reached where new analytical tools were required, particularly if learning rights were to lie at the heart of an education and development paradigm. Old-style input measures and proxies were insufficient and inappropriate if used on their own. Narrow concerns for assessing performance in a limited range of content subject areas provided an inadequate measure of the capabilities needed in the 21st century. And if, for example, issues such as the right to a good education in rural areas were to receive the attention they deserved, then new types of data, especially around issues of relevance and local context, required attention.

For some participants too, strengthening the demand for better data required the much more effective use of existing information. There were a number of strands to this argument. The first was the need in many countries for a relatively small set of core indicators which would become familiar to a broad spectrum of stakeholders over time and thereby provide a stronger basis

for greater accountability and for well-informed policy change. Secondly, demand would be strengthened if data could be presented in a more immediate and more accessible form. StatPlanet had the potential to play a role here, and there were examples of work by IIEP, UIS, and EPDC/AED where technical assistance had enabled countries to make their own data a good deal more comprehensible in terms of major policy imperatives (for example in Kenya and Nigeria). At the same time as calling for simpler measures and indices, it was important to accept that arriving at a single robust measure demanded a great deal of initial and sometimes complex work.

Thirdly, composite indices may have a role to play in presenting an overall measure of good practice or progress, although this approach is more likely to be beneficial at the international rather than at the national and local levels.

Existing data also has to be better tailored to meet rather specific demands. Policymakers may need to be informed on quite specific and specialist issues, and/or as the basis or the impetus for asking for in-depth research on particular topics.

This debate around the demand for better data and its management led to some speculation as to whether the publication of certain statistics heightened a form of unhealthy competition or 'horse-race'. In these circumstances, headline data could be counterproductive. There was some evidence that this could be the case internationally, with politicians concerned that their systems were being benchmarked with data that did not tally with their own understanding of the reality in their own countries. At the same time there were a few examples of countries galvanized into some action as a result of international data appearing to highlight national weaknesses. However, it was not felt that 'horse-racing' was particularly an issue at the national level, although given inequities within many national systems, comparative data across districts and regions are often needed and require publicity.

On the supply side of the data equation, the need for much greater harmonization of key data at the international level was stressed. The value of quality assured, comparative information was or could be devalued when different agencies issued different headline messages on key issues. The numbers of out-of-school children worldwide was a case in point. UNICEF and UNESCO had reached agreement on a total figure for one year, but this had its own methodological weaknesses. Although some methodological matters cannot be resolved easily, at least the major agencies need to negotiate some common and essentially robust positions on key annual data which grab the headlines in the world's media. A more moderate view was that progress was being made, for example in working to harmonize administrative data and household surveys over the last decade.

There is also a need for some public education about the reliability of data. It is rare for standard error information to be provided in the public presentation of data, although of course this failing was not peculiar to education, as polling figures from the 2007-2008 US primary elections demonstrated all too clearly.

Equally, those working on ways of bringing important education data to wider audiences need to be much more conscious of the need to inform people using different languages. It should not be assumed that everyone, especially at a local level, can use an international language. It is also important to develop tools, especially interactive programmes such as StatPlanet, that enable national systems and statisticians to input their own data and not be dependent on external international processes in deciding what should or should not be included.

On the complex work being undertaken by AED and others to give greater credibility to real measures of the quality of learning and educational outcomes, it was felt that issues of relevance were receiving insufficient attention. The link between learning outcomes, however these might be defined, and the uses to which they were being put presented a technically difficult challenge, but a key requirement if the case for education was to be

promoted with authority and if educational reforms were to make a difference to economic and social development. Similarly, the meaning of ‘quality’ needed to be assessed relative to different contexts, for example in relation to conflict, mobility and migration, environmental and climate change, among many major world crises and challenges.

It was also important to be realistic about the deeply embedded reality of national examination systems, which have been notoriously conservative in most countries. Finding new ways of understanding and assessing quality also required strategies for addressing the Realpolitik of examinations and the fact that the imperative to perform well in examinations and examination techniques was central to classroom practice and teacher behaviour. Conceptual rethinking was important but insufficient.

These demand and supply issues needed to be worked through at different levels, from classroom and school through national systems to international reports and forums. In recent years, with the setting of global educational objectives and targets, there has been a rapid expansion of international work. Work on data management at the national and more local levels in most low-income countries has a long way to go, but it is at those levels that the most urgent needs, both in supply and demand, are most critical.

The future of the IWGE

At the meetings of the IWGE held in Washington DC, USA, in October 2004 and in Rome, Italy, in 2006, participants debated the continuing value of the IWGE three decades after its inception. On both occasions the value of regular, informal professional discussions on topical issues was underscored, and there was general agreement that the IWGE should continue.

In Washington DC, the IIEP Secretariat was asked to consider expanding the reach of the meeting to include international NGOs and other bodies working for education internationally. It was suggested too that the agenda should be a little less congested in order to free up more time for group work and in-depth discussion.

In Rome, it was proposed that the IWGE should reduce its opportunity costs by associating with other international forums. It was also put forward that the agenda should be sharpened, through including more groundwork to identify the topics of widest appeal and relevance well in advance of the meeting. It was suggested also that analysis of changing aid modalities – budget support, SWAps – should be analysed elsewhere (in FTI meetings) and should no longer be discussed in every IWGE meeting, thus allowing the length of the meeting to be reduced to two days.

In initiating the discussion on Long Island in 2008, the IIEP Director briefly rehearsed the history and rationale for the IWGE, the fast-changing international environment within which the IWGE was now one forum of many, and the exponential increase in the number of agencies around the world active in education for development. He noted that efforts had been made to hold the IWGE close to the EFA Working Group in the last quarter of 2007, but this had not gained acceptance in UNESCO Headquarters in Paris. This was not a reason, however, for abandoning the search for piggy-backing on other major international meetings.

It remained important that all the IWGE participants should assess the usefulness of the meeting and guide the Secretariat as to its objectives, the process by which its themes should be identified and developed, the level and scope of participation, the format and communication of its findings, and its size, timing, and venue. These matters were discussed in some detail by the Planning Committee, which concluded that the IWGE does serve a useful purpose and should continue while reflecting carefully on how to maximize its benefits and influence.

The full IWGE meeting broadly endorsed the Planning Committee's main conclusion. In so doing, it offered a number of additional suggestions designed to enhance its relevance and effectiveness. It was argued by some participants that the IWGE should think creatively outside of the 'education box', identifying the role of education in addressing major world challenges including climate change, sustainable development, the food crisis, and conflict and terrorism. This required more lateral thinking and perhaps invitations to those who have researched and thought about these relationships and whose voice is respected internationally. It was also perceived necessary to continue looking beyond the EFA agenda to the 'new big issues' which will confront all types of development agency in the coming decades.

In managing the IWGE, it was suggested that feedback should be sought from IWGE partners regarding the major issues emerging on their education and development agendas. This information should then guide the development of the IWGE programme and associated documentation well in advance of the meeting. Joint preparation of papers should be encouraged.

Although participation has broadened in line with the recommendations of the 2004 meeting, thought should be given to inviting individuals who have particular expertise and can inspire and enthuse, to working partners of regular IWGE attendees (who might then translate into regular participants), and to important agencies that have not figured previously on the IWGE participant lists (e.g. major players in the private sector).

At the same time there were those who valued the benefits of being relatively small and of in-depth technical debate across a manageable group of influential peers. A more proactive extension of this view was that an extra half-day should be provided for debate about the implications of the thematic IWGE discussions for the current work of participating agencies, thereby making a slightly stronger link with the development of new strategies and programmes internationally.

On connecting with other international meetings there were mixed opinions. Some favoured piggy-backing with major educational meetings, other suggested time-tabling alongside significant world forums (G8, climate change, water, health conferences, etc.) as a means of highlighting the importance of education for meeting wider, cross-cutting development agendas. Others felt that if a significant group of agencies and organizations considered the IWGE to be valuable in its own right, there was no real need to be obsessed about piggy-backing on other meetings.

It was agreed that after the circulation of the report of the 2008 meeting, the IIEP Secretariat would seek a more detailed dialogue on how to proceed for the next meeting in 18 months to two years' time, drawing on the conclusions of the Planning Committee and on the wider debate on relevance, themes, and participation. In this context, the indication from Sida of its willingness to host the next meeting was acknowledged with gratitude.

The IWGE Planning Committee

The IWGE Planning Committee met twice, on Monday 9 and again on Wednesday 11 June 2008. The record of both meetings is combined here as a single set of conclusions.

Present:

International Institute for Educational Planning (IIEP):

Mark Bray (*Chair*)

Françoise Caillods

Aga Khan Foundation (AKF):

Joanne Trotter

International Bank for Reconstruction and Development (IBRD or World Bank):

Jamil Salmi

Swedish International Development Co-operation Agency (Sida):

Kaviraj Appadu

United Nations Children's Fund (UNICEF):

Cream Wright, Dina Craissati

United Nations Educational, Scientific and Cultural Organization (UNESCO):

Nicholas Burnett

United States Agency for International Development (USAID):

Kristi Fair

The IWGE Programme 2008

At its first meeting, the Planning Committee modified and then approved the agenda for the 2008 meeting.

The IWGE Financial Report

The Committee noted and approved the ‘Financial report upon completion of two meetings’ which covered the period from 1 January 2006 to 30 June 2008. During this time the IWGE met in Rome (June 2006) and New York (June 2008).

The IWGE is supported financially by the organizations that sit on its Planning Committee. Total funds received for the 18-month period under review totalled US\$120,678. Expenditures for the two meetings totalled US\$131,512. The deficit of US\$10,834 will be more than covered when USAID’s contribution of US\$50,000 is received by IIEP. It was reported that the transfer of these funds has been made to UNESCO Headquarters.

Members of the Planning Committee received and noted a budget proposal for 2009-2010 subject to decisions to be taken on the future of the IWGE.

Reconsidering the role of the IWGE

The future of the IWGE was the subject of debate at recent IWGE meetings, notably in Washington DC in 2004 and Rome in 2006. The agenda for the 2008 meeting provided space for further discussion of this issue.

In formulating a position for the consideration of the participants at the 2008 IWGE, the Planning Committee recognized the long-standing rationale for the group, the broad nature of its agency constituency, its place within the evolution of international discourse on education, its ability or otherwise to influence the practice of assistance and support for education in developing countries and in emerging and urgent global crises and challenges, responses to which require strong and concerted educational action.

The IWGE has provided a regular forum for relatively informal debate and exchange across bilateral aid agencies, UN organizations, and international foundations on issues of common interest relating to international cooperation in the field of education. Since its inception, initially as the Bellagio Group in 1972-1973, there has been exponential growth in the number of international meetings on aid for education (especially on basic education), leading some to question the value of the IWGE, given that many of its participants meet regularly in other forums and that the IWGE meeting is not an output-driven programme-development activity.

It has in the past influenced international action, notably in the thinking surrounding the Jomtien Conference in 1990 and in debating issues such as gender, codes of conduct, and changing aid architectures in the 1990s. Less tangibly, but no less real for individuals and their organizations, it has facilitated understandings and partnerships across agencies, which have helped to deepen research and encourage greater synergy of thinking and practice in areas of common concern.

For much of its lifetime the IWGE has worked to a common format. IIEP has been its Secretariat, working with limited resources to facilitate consultation on the form and the themes of the meeting. More recently, host countries and/or organizations have provided venues and logistical support. A combination of ‘show and tell’ sessions highlighting current concerns and priorities in different agencies and organizations, allied to debate on a set of topical themes, has provided the substance for the biennial meetings.

For many, the opportunity for informal and yet professional exchange is welcomed. At the same time an increasing number of meetings are taking place around the world, which compete for the time of a limited number of staff in bilateral agencies, making it difficult for them to attend meetings such as the IWGE.

If the IWGE is to continue, it will need to give some attention to its purpose, its focus, its format, and its constituency. In this regard, the Planning Committee identified some ways forward for rethinking the IWGE. These ideas included:

- Taking a more global, forward-looking, and risk-taking approach to thinking about education. Identifying the next set of major education issues beyond EFA and the MDGs. ‘Getting out ahead’ in articulating the case for education in a world that is increasingly and worryingly less convinced of its priority relative to other demands on scarce resources. Acknowledging that education is under assault. Looking at education as a whole and its relationship to wider global challenges, including climate change and food security. Tapping sources of new knowledge outside the ‘education box’. Focusing on broad cross-cutting themes. Possibly revisiting issues of education and aid architectures.
- Thinking about the level of the participants at the IWGE. A ‘Davos-type’ group could offer a greater profile and potential influence, although the costs of preparation and participation would be a good deal higher than under the arrangements in place in 2008. But new sources of funding could and should be sought.

- Thinking too about broadening the constituency, including by having regular IWGE participants bring partners with whom they work closely at a programme or research level. Recognizing that there are new and growing agencies associated with aid for education, including private foundations and organizations that draw their resources from petrodollars. Inviting CSOs and influential journalists.
- Ensuring that the IWGE provides a platform for those who can inspire and challenge old orthodoxies.
- Continuing to think about realistic opportunities for following or preceding (piggy-backing) other major international educational meetings.
- Rethinking the financing of the IWGE, including expanding the number of those who support its core costs beyond the members of the Planning Committee.

In the light of the debate around these and other issues, the Planning Committee agreed to put the following broad propositions to the full IWGE meeting on 11 June. It was decided that:

- The IWGE should continue.
- Consideration should and will be given to reviewing and reformulating the IWGE.
- Consultations to this end should take place immediately after the publication and issue of the report of the 2008 IWGE meeting later in the year.
- The implications for the management of the IWGE consequent on new ways of working should be addressed at the same time. This should include examination of the composition of the Planning Committee and of possibilities of expanding it.

The next meeting

Subject to decisions regarding the future of the IWGE, including its composition, purpose, and themes, Sida indicated its willingness to host the next meeting.

References and presentations related to 2008 IWGE themes

Presentations at IWGE 2008

Financing and equity

- Brossard, M.; Foko Tagne, B.; Jarousse, J.P.; Ndem, A.F. Pôle de Dakar and the World Bank. *Dépenses privées d'éducation, couverture scolaire, gestion des flux et équité au sein des systèmes éducatifs africains.*
- Craissati, D. UNICEF. *Fee-free primary education and equity: some research questions linked to policy and implementation.*
- Ingram, G. Education Policy and Data Center, AED. *Can poor parents pay?*
- Johnson, A.; Grant-Lewis, S. Partnership for Higher Education in Africa (PHEA), Institute for Globalization & Education in Metropolitan Settings (IGEMS). *African higher education financing and equity concerns.*
- Mizuno, K. JICA. *A cluster-based INSET model (MGMP Wilayah) applying Lesson Study in Indonesia: its significance for equity, effectiveness, and sustainability.*
- Ndem, A. F. Pôle de Dakar. *Household spending on education in Africa.*
- Salmi, J. World Bank. *Equity in tertiary education: facts and misconceptions.*
- Wright, C.; Delamonica, E. UNICEF. *Post-primary education: efficiency and equity issues.*

Capacity development

De Grauwe, A. IIEP. *Capacity development for achieving EFA: learning from successes and failures.*

IIEP. *Capacity development in educational planning and management for achieving EFA. Preparation of a UNESCO Policy Paper. An overview of provisional findings.* Draft paper for discussion.

Data management and presentation

Motivans, A. UIS. *Monitoring education progress: the measurement agenda.*

Gasparini, L. FAO. *Education for rural people. Six years later. What have we learned? From policy to data.*

Pigozzi, M.J. AED. *Towards an index of quality education.*

Pigozzi, M.J. AED. *Indicators of the quality of education.*

'Show and tell' – agency presentations

Begué, A. SECI. *Spanish development policy in education.*

Duthilleul, Y. CEDB. *The institution and its educational activities.*

Gaspirini, L. FAO. *A global partnership to accelerate progress towards MDGs through education for rural people (ERP).*

Grant-Lewis, S. PHEA. *IWGE update June 2008.*

Juvane, V. Commonwealth Secretariat. *Introducing the Commonwealth policies and activities.*

Mizuno, K.; Igarashi, K. *JICA support for education development.*

Salmi, J. *The World Bank education agenda.*

Documents to which attention was drawn at the 2008 IWGE

- Caillods, F.; Kelly, M.J.; Tournier, B. (2008). *HIV/AIDS: challenges and approaches within the education sector*. IIEP Brief for Planners. Paris: IIEP.
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Annex A

List of participants

1. Multilateral agencies, organizations, and initiatives

Association for the Development of Education in Africa (ADEA)

Mamadou Ndoye Executive Secretary

Commonwealth Secretariat

Virgilio Juvane Education Adviser

Florence Malinga Education Adviser

Council of Europe Development Bank (CEDB)

Yael Duthilleul Technical Advisor

The Fast-Track Initiative (FTI)

Robert Prouty Deputy Director, FTI Secretariat at
the World Bank

Food and Agriculture Organization (FAO)

Lavinia Gasperini Senior Officer, Education for Rural
Development

UNESCO

Nicholas Burnett Assistant Director-General,
Education

BREDA-UNESCO

André Francis Ndem Statistician and Education Policy
Analyst

UNESCO – International Institute for Educational Planning (IIEP)

Mark Bray Director

Françoise Caillods Deputy Director

Anton De Grauwe	Programme Specialist
Emmanuelle Suso	Assistant Programme Specialist
Frank Van Cappelle	Resident Fellow
Steve Packer	IWGE Consultant

UNESCO Institute for Statistics (UIS)

Albert Motivans	Head, Education Indicators and Data Analysis
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UNICEF

Cream Wright	Assistant Director-General, Global Chief of Education
Dina Craissati	Senior Education Advisor
Maida Pasic	Education Specialist
Sonia Sukdeo	Education Officer
Enrique Delamonica College, New Jersey	Assistant Professor, St. Peter's
Snigdha Fitch	Senior Programme Assistant
Amalia Burgos	Executive Assistant

World Bank (IBRD)

Jamil Salmi	Lead Education Specialist
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World Health Organization (WHO)

Mario Roberto Dal Paz	Co-ordinator, Department of Human Resources for Health (HRH)
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2. International foundations

Academy for Educational Development (AED)

Mary Joy Pigozzi	Senior Vice President, Global Learning Group and Director Quality Education
George M. Ingram	Executive Director, Education Policy and Data Center

Annex B

IWGE Programme

Monday, 9 June 2008

- 17.30 Meeting of the Planning Committee
19.00 Dinner hosted by UNICEF

Tuesday, 10 June 2008

- 08.30 Formal Opening and Introductions
09.00 **‘Show and Tell’**

Chairpersons: Kaviraj Appadu and Jamil Salmi

Brief presentations of current priorities and preoccupations from 24 agencies and organizations.

14.00 **Capacity Development**

Chairperson: Nicholas Burnett

- Capacity development for achieving EFA: learning from successes and failures (Anton De Grauwe, IIEP)

16.30 **Financing and Equity (1)**

Chairperson: Kristi Fair

- Fee-free primary education and equity: research questions linked to policy and implementation (Dina Craissati, UNICEF)

19.00 Dinner hosted by the IWGE

20.00 [Side meeting led by UNICEF on the consequences for capacity development of fee-free primary education]

Wednesday, 11 June 2008

08.30 **Financing and Equity (2)**

Chairperson: Joanne Trotter

- Can poor parents pay? (George M. Ingram, AED)
- Household spending on education in Africa (André Francis Ndem, BREDA–UNESCO)

- Post-primary education: equity and efficiency issues (Cream Wright and Enrique Delamonica, UNICEF)

10.30 **Financing and Equity (3)**

Chairperson: Cream Wright

- Equity in tertiary education: facts and misconceptions (Jamil Salmi, World Bank)
- African higher education: equity and financing concerns (Suzanne Grant-Lewis)
- Financing for teachers' professional development: a model for cluster-based sustainable in-service teacher training in Indonesia (Keiko Mizuno, JICA)

12.00 Meeting of the IWGE Planning Committee

13.00 **The Future of the IWGE**

Chairperson: Mark Bray

13.30 **Data Management and Presentation**

Chairperson: Françoise Caillods

- Monitoring education progress—the measurement agenda (Albert Motivans, UIS)
- Education for rural people. Six years later: what have we learned? From policy to data (Lavinia Gasperini, FAO)
- Indicators of the quality of education (Mary Joy Pigozzi, AED)
- StatPlanet: interactive mapping software for the display of educational planning information (Frank Van Cappelle, IIEP)

16.30 Closure

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The Institute's aim is to contribute to the development of education throughout the world, by expanding both knowledge and the supply of competent professionals in the field of educational planning. In this endeavour the Institute cooperates with training and research organizations in Member States. The IIEP Governing Board, which approves the Institute's programme and budget, consists of a maximum of eight elected members and four members designated by the United Nations Organization and certain of its specialized agencies and institutes.

Chairperson:

Raymond E. Wanner (USA)

Senior Adviser on UNESCO issues, United Nations Foundation, Washington DC, USA.

Designated Members:

Christine Evans-Klock

Director, ILO Skills and Employability Department, Geneva, Switzerland.

Carlos Lopes

Assistant Secretary-General and Executive Director,
United Nations Institute for Training and Research (UNITAR), United Nations,
New York, USA.

Jamil Salmi

Education Sector Manager, the World Bank Institute, Washington, DC, USA.

Diéry Seck

Director, African Institute for Economic Development and Planning, Dakar, Senegal.

Elected Members:

Aziza Bennani (Morocco)

Ambassador and Permanent Delegate of Morocco to UNESCO.

Nina Yefimovna Borevskaya (Russia)

Chief Researcher and Project Head, Institute of Far Eastern Studies, Moscow.

Birger Fredriksen (Norway)

Consultant on Education Development for the World Bank.

Ricardo Henriques (Brazil)

Special Adviser of the President, National Economic and Social Development Bank.

Takyiwaa Manuh (Ghana)

Director, Institute of African Studies, University of Ghana.

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