Japan Education Forum VI

Collaboration toward Greater Autonomy in Educational Development

February 6, 2009
National Center of Science Building,
Chiyoda-ku, Tokyo

Organized by:
The Ministry of Education, Culture, Sports, Science and Technology
The Ministry of Foreign Affairs
Hiroshima University
University of Tsukuba
Kobe University

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Table of Contents

Foreword

The paramount importance of an urgent call for universalizing quality education is widely shared by the international community in both developing and developed countries. Japan strongly acknowledges that education is the foundation of nation-building, human resources development, and contributes to realize Human Security. As such, Japan has been reinforcing its contribution to educational development in developing countries through various means such as Official Development Assistance (ODA). Japan has also continued to strengthen its efforts towards international educational cooperation based on the "Basic Education for Growth Initiative (BEGIN)" announced at the G8 Kananaskis Summit in 2002, as well as leading the international community in making firm commitments in the occasion of TICAD IV and the G8 Hokkaido Toyako Summit in this year of 2008.

The Japan Education Forum (JEF) is an annual international forum established in March 2004 through government and academic collaboration as part of Japan's educational cooperation. Its purpose is to provide an opportunity for open and frank exchanges of opinions and ideas among officials in the public sector, international development agencies, NGOs, scholars, etc., who are seeking strategies of international educational cooperation to best support and promote the self-efforts of developing countries towards sustainable educational development. The forum will also offer the opportunity to present Japan's own experience in terms of self-sustaining educational development and provide inputs on ways for international cooperation in this area.

The international community has been working towards universalizing basic education, the common international goal as declared in 1990 at the World Conference on Education for All (EFA) and reconfirmed in the Dakar Framework for Action in 2000. Access to primary education has increased rapidly in light of these international initiatives, yet on the other hand, its quality remains a major concern. Was the growth of access to primary education accompanied by improvements in the teaching-learning process at the classroom level and its outcomes? Further efforts concerning educational administration and school management are needed which well reflects the current education needs. Quality education is a continuing challenge for all of us and its definition varies depending on the geographical, cultural and socio-economic status.

JEF-VI will put thoughts into such key questions as "what do we mean by quality of education?" from multiple viewpoints and "in what aspects and how do the governance need to be strengthened in order to improve and maintain its quality?". We hope that this Forum will serve as a platform for active and constructive discussions by all the participants.

PROGRAM

9:30- **Registration**

10:30-10:50 **Opening Session:**
Opening Address: **Hirokazu Matsuno**, Senior Vice-Minister of Education, Culture, Sports, Science and Technology, Japan
Opening Address: **Seiko Hashimoto**, Senior Vice-Minister of Foreign Affairs, Japan

10:50-11:20 **Keynote Speech:**
"Quality and Governance of Education – Challenges Facing Developing Countries"
Komlavi Francisco Seddoh, Former Minister of Education and Scientific Research, Republic of Togo

11:20-11:50 **Keynote Speech:**
"Quality and Governance of Education – Japan's Experience"
Eiichi Kajita, President of Hyogo University of Teacher Education, Leader of the Expert Meeting on Analysis and Utilization of the National Student Assessment and Learning Environment Research of Japan

11:55-12:30 Questions and Answers with Keynote Speakers

12:30-14:00 **Break**（**Lunch**）

14:00-15:30 **Panel Session 1**
"What Do We Mean by Quality of Education? – From Multiple Viewpoints"

Moderator: **Ho Thanh My Phuong**, Assistant Director, Dean of the Educational Management Division, Southeast Asian Ministers of Education Organization – Regional Training Center (SEAMEO RETRAC)

Panelists: **Joseph Ampiah**, Director of the Centre for Research on Improving Quality of Primary Education in Ghana (CRIQPEG), University of Cape Coast, Ghana

Hanako Senuma, Senior Researcher, Department for Curriculum Research, Curriculum Research Center, National Institute for Educational Policy Research of Japan

Daniel Sifuna, Department of Educational Foundations, Kenyatta University, Kenya

Héctor Valdés, Coordinator of The Latin American Laboratory for Assessment of the Quality of Education (LLECE)-Santiago UNESCO, Former Director of Central Institute of Pedagogical Science of Cuba

15:30-16:00 **Break**

16:00-17:30 **Panel Session 2:**
"Governance for Quality Education and Roles of International Cooperation"

Moderator: **Annop Pongwat**, Dean of Faculty of Education, Chiang Mai University, Thailand

Panelists: **Mark Bray**, Director, International Institute for Educational Planning, UNESCO

Albert Byamugisha, Assistant Commissioner, Education Planning Department, Ministry of Education and Sports, Uganda

Joseph Chimombo, Senior Research Fellow, Director, Centre for Educational Research & Training (CERT), University of Malawi

17:30 **Closing**

[Opening Session]

Opening Remarks by Hirokazu Matsuno

Senior Vice-Minister of Education, Culture, Sports, Science and Technology, Japan

I would like to express my sincere gratitude to all the participants in today's Japan Education Forum (JEF) VI. On behalf of the Ministry of Education, Culture, Sports, Science and Technology (MEXT), one of the organizers of the program, I would like to extend a warm welcome to all of you.

It is our great pleasure to have Dr. Komlavi Francisco Seddoh, former Minister of the Education and Scientific Research of Togo, and Dr. Eiichi Kajita, President of Hyogo University of Teacher Education, as our keynote speakers. I would also like to express my deep gratitude to the many experts participating from Japan and abroad.

The international efforts towards Education for All (EFA), led by the United Nations, have contributed to the steady increase in the school enrollment rate in developing countries. However, further efforts must be made to address many issues including improving the quality of education and redressing gender disparity. I hope that this forum will provide important suggestions and insights in support of these efforts.

Last year, which marked the halfway point to 2015, the target year for achieving the goals of EFA, Japan hosted the Fourth Tokyo International Conference on African Development (TICAD IV) and the G8 Hokkaido Toyako Summit. I would like to note that TICAD adopted the Yokohama Declaration and its Action Plan, which spelled out specific measures to be taken in various fields including education. Only seven years remain before we reach the EFA target year. In order to make EFA a reality, we must implement the plan and make efforts to improve the quality of education.

Last year, MEXT set a target to grant scholarships to 500 African students in five years. MEXT is also working on the "International Cooperation Initiative," in which the knowledge of Japanese universities and other entities is utilized to develop teaching materials and educational cooperation models relevant to developing countries. Furthermore, in collaboration with the Japan International Cooperation Agency, MEXT is dispatching public school teachers as Japan Overseas Cooperation Volunteers to support education in developing countries. MEXT would like to continue promoting international cooperation in education, utilizing its experience, knowledge and human resources.

I sincerely hope that fruitful discussions will take place in this forum on the autonomous development of education by developing countries and the educational cooperation that supports such endeavors. Thank you.

(Tentative English Translation by CICE)

[Opening Session]

Opening Remarks by Katsuki Oda

Deputy Director-General on Behalf of Seiko Hashimoto

Senior Vice-Minister of Foreign Affairs, Japan

1. Introduction

Ladies and gentlemen,

On behalf of the Ministry of Foreign Affairs, one of the organizers of this program, it is my great pleasure to welcome you to the Japan Education Forum (JEF) VI.

The JEF was inaugurated to provide a platform for a frank and open exchange of views on international cooperation in order to support efforts to improve education in developing countries. We are pleased to hold the sixth forum today, inviting practitioners and researchers, both from Japan and abroad, who are leaders working on the front lines in the field of education.

2. Japan's International Cooperation in Education

As last year marked the halfway point to 2015, the target year for achieving the goals of Education for All (EFA) as well as the Millennium Development Goals (MDGs), many meetings on development were held to accelerate the efforts of the international community, including the United Nations High-Level Meeting on the MDGs and the Doha Follow-up International Conference on Financing for Development.

In that significant year, Japan assumed the important roles of the G8 presidency to lead discussions on wide-ranging issues faced by the international community. In the field of education, Japan served as a co-chair of the Fast Track Initiative (FTI), a global partnership to ensure accelerated progress toward universal primary education. Japan also hosted the Fourth Tokyo International Conference on African Development (TICAD IV) on the largest scale since the conference was launched at Japan's initiative in 1993. Thus the year was extremely important for Japan.

Development starts and ends with people, and education is nothing but empowering people. In other words, education is not only essential to realize "human security" so that people can enhance their fulfillment and live with dignity by cultivating their potential and capabilities but also indispensable for developing countries to achieve self-sustaining development by overcoming various problems.

From this viewpoint, Japan regards education as one of the priority areas, and engaged in a series of activities in preparation for the TICAD IV and the G8 Hokkaido Toyako Summit to maintain and strengthen the momentum of the international community to achieve the EFA goals and the MDGs.

Foreign Minister Masahiko Koumura, in his policy speech at the FTI's Technical Meeting held in last April, reaffirmed the importance of education in development, emphasizing the need to further expand and enhance basic education both qualitatively and quantitatively. He also stressed the importance of improving various levels of education beyond basic education in a balanced manner, which will lead to the self-reliance and growth of each country. He further noted that synergies need to be developed between education and other sectors and that partnerships must be created to incorporate all members of the society.

On various occasions leading up to the G8 Hokkaido Toyako Summit, Japan has laid out its direction which it puts extra focus on. Through these efforts, the Leaders Declaration of the Summit reaffirmed the global commitment toward universal primary education and the need to strike a good balance between primary and post-primary education.

It is highly significant that this policy was reflected to the Yokohama Action Plan of the TICAD IV with many supports from many African nations and was endorsed at the meeting of the high-level group on Education for All in

Oslo in December 2008.

Japan was also deeply involved in the management of the FTI as a co-chair and led the discussion to further improve FTI's effectiveness and efficiency, while introducing our ideas on international cooperation in education to the discussion of the FTI.

3. The Importance of Enhancing the Educational Quality and Governance

Recent reports illustrate rapid improvement has been made in enrollment rates for primary education in Sub-Saharan Africa and Southwest Asia. We all welcome the steady progress of the world toward achieving EFA and MDGs. It is essential that this progress leads to a smooth expansion of opportunities for post-basic education.

However, the rapid expansion of access to education encompasses a risk of declining quality. Promoting quality education is imperative to achieve EFA in a sustainable and truly meaningful manner. This is a major challenge shared by all nations and regions. We must endeavor to assure the quality of education by focusing on the learning outcomes of students needs to be strengthened in addition to improving teaching contents, educational services and higher education for pre-service teacher training. Quality of education, however, is not always easy to measure. Academic achievement can be objectively assessed, but such elements as values, creativity and social skills are difficult to measure as each country and society requires different skills. Therefore each country must fully recognize its own situation and the needs and promote quality education through a multi-faceted and holistic approach. It is also important to support the learning process.

In order to achieve EFA with quality, educational service must be appropriately delivered throughout the entire society. This is not possible without good governance. Today, although many developing countries are experiencing rapid decentralization, the situation cannot be improved unless funds allocated to regions and schools are properly used. Therefore, in addition to strengthening the national financial basis that supports education, various measures must be taken at the same time, including measures for developing skills of educational administrators and managers at national, regional and local levels, and promoting community empowerment.

"School for All" project in Niger and the neighboring countries is a good practice for promoting community participation in school management and educational development. The project not only contributed to an improvement in school enrollment but also enhanced the ability of communities to monitor the entire school system including teachers, educational content and school management. This in turn resulted in better quality education. We believe that inviting the active participation of local people in school education in their own communities is effective in improving governance so as to ensure high-quality educational service delivered at the community level.

4. In closing

This year Italy has assumed the G8 presidency and co-chairmanship of the FTI, but Japan will continue to work closely with the international community to promote international cooperation in education with a strong determination that the international community must maintain the efforts to achieve the goals of EFA and the MDGs despite the current global financial crisis. The Ministry of Foreign Affairs will steadily implement the specific plans spelled out in the last year's Foreign Minister's policy speech, in the TICAD IV and on other occasions. We will also follow up the G8 Hokkaido Toyako Summit by compiling reports on the measures agreed by the leaders. In addition to these activities, Japan will continue to endeavor to make its international cooperation more effective and relevant to the diverse needs of developing countries by exchanging views with experts of international cooperation in education on various occasions such as today's forum.

Finally, I sincerely hope that lively discussions on the quality of education and governance will take place during today's forum and that the participants will deepen their understanding and have productive discussions on future cooperation in education.

Thank you.

(Tentative English Translation by CICE)

Executive Summary

The Japan Education Forum VI (JEF-VI)

-Collaboration Toward Greater Autonomy in Educational Development-

Outline of the Forum

The Sixth Japan Education Forum (JEF-VI) was held in Tokyo on February 6, 2009, focusing on "what do we mean by quality of education" from multiple viewpoints and "governance for quality education" including discussion on the role of international cooperation. A total of more than 200 people participated in this forum including many diplomats from government ministries, development cooperation agency representatives, as well as those from universities, think tanks, consultant companies, NGO/NPOs, and the general public. In the morning, keynote speeches were made by Professor Komlavi Francisco Seddoh, the Former Minister of Education and Scientific Research, Togo, and Professor Eiichi Kajita, President of the Hyogo University of Teacher Education. Summaries of the JEF-VI follow.

Keynote Speech by Professor Komlavi Francisco Seddoh, Former Minister of Education and Scientific Research, Togo

In his speech entitled "Quality and Governance of Education; Challenges Facing Developing Countries" Prof. Seddoh began by outlining the major characteristics of the environment in developing countries and then went on to look specifically at education. He stressed the need to place quality at the heart of the system as the rapid growth of access to education has resulted in teacher and facility shortages. To improve the quality of teaching and learning, education must include all learners as they are the key actors. Furthermore, resources need to be enabled, a safe and welcoming learning environment provided, investment in teachers' development needs to be made, quality education at the higher education level needs to be addressed and a diversity of systems recognized. Prof. Seddoh continued his speech centering on governance of education in developing countries. The key issues that he addressed were 1) the need to strengthen governance, 2) improving financing of the education system, 3) strengthening decentralization, 4) encouraging more autonomy through school governance and Education for All (EFA), and 5) the importance of teacher governance and monitoring. To sustain progress towards meeting the goals of EFA, there needs to be effective integration of governance and aid by planning within wider poverty reduction strategies. He outlined four areas of reform for better aid governance as 1) a shift from individual projects to system-wide programmes, 2) strengthening national ownership based on a two-way partnership between national governments and donors, 3) the need to align national priorities and use of government systems and 4) strengthening donor cooperation. In conclusion, Prof. Seddoh stated that although there are multiple and significant challenges facing developing countries, policies that emphasize new approaches to teaching and learning while providing adequate learning materials and strong incentives to raise standards would indeed improve the quality of education.

Keynote Speech by Professor Eiichi Kajita, President of the Hyogo University of Teacher Education

Professor Eiichi Kajita addressed the issues of quality and governance of education from the perspective of Japan's experience. His keynote speech centered on the major changes being introduced into the primary and secondary education curriculum from this year in Japan. He also explained the new system for teacher training and the renewing of teacher license. The third area of major change in Japan is that of higher education where quality will need to be pursued. In regards to the question of what is meant by quality, Prof. Kajita highlighted three points: 1) academic performance, for which results can be seen immediately; 2) the abilities to think and to express oneself, which become apparent over time; and 3) things for which we do not know how or when they will manifest themselves as they differ

from student to student. He also stated that education has an important role to play in producing students who care about themselves as well as others and desire to make a contribution to society.

Specific areas in which Japan will concentrate reform efforts are in 1) mathematics and science study, 2) the study of English as a global language beginning in the 5th grade of elementary school, 3) renewing interest in the study of the traditional culture of Japan, and 4) moral education. Using these four areas as pillars of reform, Prof. Kajita said that Japan needs to reinstate the commitment to hard work that was the backbone of Japanese education but has weakened due to the affluent society that developed.

As for the question about student-centered learning, which has been introduced in various countries since the 1970s, although in principle, it is important, students cannot learn adequately if the method remains superficial and just focuses on letting children do what they want to do. He emphasized the importance of teaching students while supporting them.

Panel Sessions

Two panel sessions were held in the afternoon to define quality of education from multiple viewpoints and to examine the role of international cooperation as it pertains to governance for quality education. Many participants from the floor contributed to the discussion with questions for the panelists. Summaries of the sessions follow.

Panel Session 1:

The theme of the first session was "What Do We Mean by Quality of Education?: From Multiple Viewpoints." Dr. Ho Thanh My Phuong, Assistant Director, Southeast Asian Ministries of Education Organization-Regional Training Center Vietnam served as moderator, and experts from Ghana, Kenya, UNESCO - Chile and Japan gave panel presentations during the session.

Dr. Joseph Ampiah, Director of the Centre for Research on Improving Quality of Primary Education in Ghana, focused on perspectives of educational quality questioning the basic input-process-output model which is important to many nations. He stressed that financial resources (input), which support teaching and learning, are decreasing in Ghana and examined how this will affect the disparity between urban and rural areas. Using one outcome variable of student achievement, TIMSS 2007 performance, Dr. Ampiah reported that the greater proportion of Ghanaian students could not even reach the lower benchmark in science. He concluded that as there are Ghanaians who go abroad and are internationally competitive, the equal distribution of educational resources is necessary to ensure quality education.

Ms. Hanako Senuma, Senior Researcher of the National Institute for Education Policy Research, Japan, addressed the issue of quality of education by reporting longitudinal data on international mathematics achievement. She pointed out the differences among countries in terms of the characteristics of student outcomes in regards to ability and interest. Although Japan has high achievement, this is accompanied by low interest in the study of mathematics. Students in Singapore, however, report both high achievement as well as high attitudes. As the aim for mathematical literacy is for students to be able to make well-founded judgments and engage with mathematics in ways that enhance their lives, quality must be defined from more than one perspective when analyzing student outcomes, including their interest as well as their academic achievement.

Prof. Daniel Sifuna, from the Department of Educational Foundations, Kenyatta University, Kenya, stressed that the definition of quality need not be a difficult concept. He outlined the various approaches as humanist, behaviourist, critical and indigenous, the latter of which reasserts the importance of a type of education that is relevant to the socio-cultural settings of the learner. Defining educational quality by national examinations looks only to the cognitive achievement of the pupils and does not reflect how well students can support and help strengthen the values found in their society. He concluded that good quality education facilitates the acquisition of knowledge, skills and attitudes that

have intrinsic value and also help to address important human goals.

Dr. Héctor Valdés, the Coordinator of the Latin American Laboratory for Assessment of the Quality of Education, UNESCO-Santiago, introduced a theoretically approached definition to quality. If one uses an imperialist approach to quality, the comparison is made in which something is superior or inferior. However education must focus on an absolute approach as it occurs not only at school but also in the home and society. In Latin America and the Caribbean variables which are used for evaluation are equity, relevance, effectiveness and efficiency. The result is a focus on education as a human right. Dr. Valdés concluded that when good will is manifested, it will prevail and the human population will achieve quality education.

There were various questions and comments from the floor regarding the presentations. The topics were wide-ranging beginning with the necessity for teacher training especially for those who enter the teaching profession as a second or third career choice and hence may lack motivation. Concern was also expressed about the quality of education being defined by the needs of the dominant classes and not necessarily those of minorities who suffer from a lack of commitment on the part of educational policy makers. A final topic discussed was how to integrate ICT as a means to improve the quality of education. Teachers can use ICT as a tool in lesson preparation and to increase the effectiveness of locating teaching resources, however, strict attention to policies which provide equal access to technology are indeed needed.

Panel Session 2:

The theme of the second session was "Governance for Quality Education and Roles of International Cooperation." Dr. Annop Pongwat, Dean of the Faculty of Education at Chiang Mai University, Thailand, served as moderator. Presentations were given from a dual vantage point with representation by an international organization as well as specific experts reporting on the local situation in Uganda and Malawi.

Dr. Mark Bray, Director of the International Institute for Educational Planning, UNESCO, began the presentations by stressing the need to look across countries and find lessons that can benefit all members of the education community. UNESCO's global monitoring report specifically outlines ways in which good governance has resulted in increases in educational quality. He stressed that while educators are likely to insist that education should be protected in a financial crisis, the message needs to be carried forward to others who can advocate within governments that the quality of education requires attention. In order to address issues of corruption, one role of international cooperation is to examine how to work with the state and strengthen it by looking at governance and how to do things well.

Mr. Albert Byamugisha, Assistant Commissioner of the Ministry of Education and Sports, Uganda, focused his presentation on quality of primary education in Uganda as it has the largest share of the education sector budget at 60%. Recent reforms in the governance of primary education included the adoption of a decentralization policy with a sector-wide approach, restructuring of the Ministry of Education and Sports, and the formation of education and school management committees at the district level. He stated that the institutionalization of a sector-wide approach process has indeed improved education service delivery. Furthermore, he concluded that partnership and cooperation arrangements between the Government of Uganda and the funding agencies have also been strengthened.

Dr. Joseph Chimombo, Director of the Centre for Educational Research & Training, University of Malawi, began by saying that governance cannot be addressed separately from decentralization especially given the vast changes occurring in most African countries. The current status of primary schools in Malawi is that they are faced with critical problems and the system is not delivering a quality education or providing for the poor. The provision of genuine decentralization could empower and equip these schools so that they can function and meet the needs of the students. In conclusion, he asked for policies that recognize the diversity in the context of policy change for different countries and provide the

financial resources necessary to ensure that such policies succeed.

Following these presentations, there were many questions and comments from the floor. Active discussion ensued on the balance between decentralization and centralization, as well as what is meant by genuine decentralization. The need for balance was also emphasized especially in regards to political leadership and management. Further questions were asked about the effect of globalization and if it will result in an alternative model of schooling. Although the questions asked were difficult to answer, consensus among the panel appeared optimistic in that good governance does relate to quality in education and as we learn from each other, progress will continue to be made. The frank and open discussion at JEF VI served as an opportunity for all to take the discussion one step further in that direction.

[Keynote Speech]

“Quality and Governance of Education – Challenges Facing Developing Countries”

Komlavi Francisco Seddoh
Former Minister of Education and Scientific Research, Republic of Togo

Prof. Komlavi Francisco Seddoh was Full Professor in Geology in the Faculty of Sciences of the University of Lomé in Togo. He served as Rector in this University for 8years (1986-1994) before his appointment as Minister of Education and Scientific Research in Togo (1994- 1995). He was a former Director of the Division of Higher Education in UNESCO (1999- 2004) and the Director a.i. of the UNESCO Regional Office for Education in Africa (2007-2008). Since 2005, he is the Chairman of the Working Group on the Reconstruction in the Democratic Republic of Congo established by UNESCO. He is also the current Manager of the UNESCO initiative on Teacher Education in Subs Saharan Africa. Prof. Seddoh is a member of many Academies and Scientific Associations. He was honored by many national and academic distinctions.

“Quality and Governance of Education - Challenges Facing Developing Countries”

Komlavi Francisco Seddoh
Former Minister of Education and Scientific Research, Republic of Togo

I. INTRODUCTION

Over the last century, there has been a steady growth in the range and extent of public education in all countries of the developed and developing world. A number of forces were at work in producing this trend. For example, the increasingly complex means of production and other economic activities leading to a growing demand for a more highly trained or trainable work force, in turn increased general expectations on the education system. Similarly, the increased level of sophistication in social and cultural interaction raised the level of expectation on the performance of graduates for a better involvement in a more open and democratic society.

It cannot be overemphasised that if we want to meet these expectations, particularly in developing countries, good quality and better governance of education are key factors.

Before considering specific ideas concerning the quality and governance of education, and discussing the main challenges facing the developing countries, we should, in the first place, review some of the main characteristics of the environment in developing countries.

II. MAJOR CHARACTERISTICS OF THE ENVIRONMENT IN DEVELOPING COUNTRIES

A. National Instability

Many regions are upset by long-term conflicts. These are political, economic, social, cultural and religious conflicts with both internal and external causes that generate a high level of displacement of populations. These include systematic persecution of individuals or groups, for either ethnic, religious or philosophical reasons or both.

In 1970, almost 2.5 million people were forced to flee their countries as a result of conflicts and in 1993 this number exceeded 17 million people.

B. Sustained Demographic Growth

There was rapid population growth up to the beginning of the 1970s. During the period 1800-1940 the average annual growth rate in developing countries was at 1% and rose to 2% from 1950-1955, and to 2.3% from 1960-1965. This growth started declining from 1970s. The average annual growth rate is estimated at around 2%. (J.M. Henriet) The population in developing countries was estimated at 4 billion in 1990 and will be around 8 billion in 2025.

Fig. 1 Annexed summarises the existing relations between the demographic pressures and some key issues concerning child development such as: the pressure on the environment, the schooling opportunities, the improvement of the quality of education, child health and mortality rate.

C. Persistence of Illiteracy and Poor Sanitary Conditions of the Under-Privileged

Many developing countries are characterized by high rates of illiteracy, poor sanitation, low life-expectancy, high mortality rates and poverty.

World wide, 774 million adults lack basic literacy skills as measured by conventional methods. Some 64% of them are women.

The adult literacy rate in developing countries increased from 68% to 77% between the periods 1985-1994 and 1995-2004. (EFA Monitoring Report 2008).

The HIV/AIDS pandemic threatens to undo the gains of the past, especially in Africa. An estimated 860,000 children lost their teachers due to AIDS in Sub-Saharan Africa in 1999. In some countries, half of the teachers trained annually are dying of AIDS. (H. Zambia)

One observes increased teacher absenteeism due to illness, attendance at funerals, patient care at home, and psychological trauma, affecting education itself qualitatively and quantitatively.

In 2001, about 508,000 children aged 0-14 years died from AIDS; some 14 million of the same age group have lost one or both of their parents. It is clear that more of the orphans enrolled in school are more likely to drop out.

D. Malnutrition

Malnutrition is constantly on the rise. Every seven seconds, somewhere in the world, particularly in developing countries, a young child less than 10 years old dies from the direct or indirect consequences of hunger.

E. Democratisation

Since the beginning of the 1980s, a trend of development in democracy has arisen in the third world. One-party countries have given way to pluralism and free elections have been held in many of such countries. Nevertheless, most of the developing countries continue to reside in political regions where freedom is highly restricted.

F. The Burden of Debt

In many countries, debt absorbs around 50% of the GNP. This situation makes it difficult to dispose enough support for priorities such as education and healthcare.

G. The Emergence of New Technologies

It is estimated that around the world, almost two million people are not connected to electricity. On the other hand, 80% of the planet's population has no access to telecommunication. This inconsistency is most apparent in developing countries. How do we give these excluded populations access to means which open doors to new technologies, which are the key to Internet and the distance education?

H. Knowledge Production

Around three quarters of books published worldwide every year are in developed countries. Africa, with 12% of the world's population, accounts for no more than 1.5% of the publications.

Fig. 2 Annexed briefly explains the spiral of under-development characterised by high population growth, increased poverty, high level of unemployment, risk of deterioration of the environment and the political and social instability. (J.M. Henriet, 1994). There is a direct correlation between under-development and the deterioration of the level of education.

III. EDUCATION IN DEVELOPING COUNTRIES

A. Access to Education

Thirty-five (35) countries, mostly in developing countries, which EDI rates below 0.80, are far from meeting the six EFA goals.

Twenty-two of these countries are in Sub-Saharan Africa. Three very high population countries of South Asia (Bangladesh, India and Pakistan) are also in this group.

Around the world, 121 million children including 65 million girls, have no opportunity to attend primary school.

Many children, especially girls, break off their education early in developing countries. Only one out of every three children complete five years of schooling.

For socially disadvantaged groups such as rural or indigenous communities, poor urban dwellers, AIDS orphans or the disabled, access to education is especially problematic.

90% of disabled children in developing countries do not attend school.

B. Quality of Education

The quality of education is poor in many developing countries. According to current estimates, by the end of four to six years of primary education, 30-50 per cent of school leavers cannot read or write confidently and lack basic numeracy skills. 18% of children in sub-Saharan Africa repeat a year of schooling due to poor quality teaching.

C. Literacy

Lack of access and poor quality education systems means that in developing countries around 16% of the young people between the ages of 15-24 groups are illiterates. Around 98% of people who cannot read and write live in developing countries.

D. Schooling Opportunity and Condition

Rural regions in particular, but also poor urban districts very often lack a comprehensive primary school network. Children in rural region often have to walk long distances to school.

Many girls are not allowed to attend schools some distance away because parents are concerned about their daughters' safety. In many urban areas, the classrooms in the schools available are overcrowded, with 80 to 100 pupils in a single class.

Schools in developing countries are generally poorly equipped. They lack textbooks and teaching materials.

Colleges and Universities also lack proper funding and equipment.

E. Teaching Staff and Teaching Conditions

Most developing countries lack well-qualified teachers. According to UNESCO estimation, up to 18 million extra teachers are needed world wide in order to ensure that all children have access to primary education.

Teachers' working conditions are poor. They have to do two or three shifts a day with densely populated classes. Their career is often unattractive due to the low wages.

Moreover, teachers are inadequately prepared for their professional role. Many of them have to take extra jobs in order to be able to support themselves and their families.

F. Teaching Curricula

The curricula are overloaded with subjects and do not meet the learning needs of school children. No clear targets are defined. Cultural and regional factors are barely taken into consideration. In many cases, teaching languages, which are unfamiliar to students, reduces learning results. Innovative approach is lacking in teaching methods. Group work and independent learning are not encouraged, while the capacity for independent critical thought and problem solving, the use of technologies and the promotion of life skills are not given adequate priority in many curricula.

In the field of vocational training, lectures are often far too theoretical and lack market relevance.

G. Child Labour

According to the International Labour Organization (ILO), around 186 million children between 5 and 15 years old have to work often up to 16 hours a day.

Statistics indicate: one out of every three children in Sub-Saharan Africa; one out of every five children in Asia; and one out of every six children in Latin America. These children have no time or money to attend school as many families depend on their children's contribution to their income.

Generally, the teaching hours and curricula take no account of these children's life situation.

H. Armed Conflict Situation

Out of the 121 million children world-wide who do not attend school, more than 80% live in crisis and post conflict regions. In the 17 Sub-Saharan African countries where school attendance fell during the 1990s, six are affected by or have just come out of a major armed conflict;

In Rwanda during the year 1994, more than two-thirds of the teachers fled or were killed during the genocide

period. In Mozambique, the civil war destroyed around 45% of schools. The number of refugees, majority of who are women and children has grown considerably.

IV. QUALITY OF EDUCATION IN DEVELOPING COUNTRIES

A. The need to place quality at the heart of the system

The global targets set by the Education for All goals and the United Nations Millennium Development Goals have succeeded in focussing government and donor attention and investment on making sure that more children go to school. As a result, in many regions of the world, student enrolment has dramatically increased over the past decade. In South Asia, almost 30 million new students have entered the education system since 1999, and in Sub-Saharan Africa, more than 20 million new students enrolled during the same period.

While such relatively rapid growth is laudable and unprecedented, this massive expansion of schooling has significantly strained existing education system. Teacher and facility shortages are acute? In Sub-Saharan Africa and in South Asia, student/staff ratios are high (47:1 and 37:1) as compared with developed countries (17:1). According to UNESCO, Sub-Saharan Africa will need to hire 4 million new teachers to meet EFA 2015 targets. (EFA, ADEA, AU-NEPAD documents). Other issues are perhaps more threatening than the shortages of teachers and facilities. Among these are the lack of effective teaching practices and very little accountability for student learning among teachers and education managers.

In short, quality is suffering. Millions are entering the doors of schools for the first time, but too few are learning. Grade-level testing indicates that even at Grade 6, many students still cannot read nor do basic mathematics.

It is important to recognise that expanding access to education alone is not sufficient for it to contribute fully to the development of the individual and the society.

As declared by the Dakar framework of action, access to quality education is the right of every child. Quality should be placed at the heart of education since it is a fundamental determinant of enrolment, retention and achievement. The process will be based on how well students are taught, how much they learn, which in turn will influence how long they stay in school. Such education has implications for efficiency of the system, retention, repetition and drop out rates. It must be relevant to the needs of all recipients.

B. Improving the Quality of Teaching and Learning

Fig.3 Annexed provides a policy framework for improving the quality of teaching and learning by taking into account the various levels and the key actors in the education process.

It is therefore imperative that the following aspects be taken into account:

I. Include all learners

HIV/AIDS, disability, conflict and child labour put millions of children at an extreme disadvantage. In Sub-Saharan Africa, 11 million children under the age of 15 years have lost one of their parents due to HID/AIDS. Such a situation calls for inclusive policies that respond to the diverse needs and circumstances.

Large groups of potential learners are denied the benefit of education simply because they are different. Estimates suggest that there are 150 million children with disabilities worldwide. Less than 2% of them are enrolled in schools.

Children in countries affected by or emerging from conflict urgently require learning opportunities and emotional support.

II. Improving Teaching and Learning

The following issues can impact on teaching and learning:

- The development of cognitive, creative and social skills is important. But there is also concern for values,

the environment, peace and tolerance and culture in addition to the core subjects related directly to literacy and numeracy.

- There are consistent positive correlations between instruction and student achievement at both primary, secondary and higher education levels. Studies show that although 1000 effective hours of schooling per year is broadly agreed as a benchmark, few attain it. Much time allocated for instruction is lost because of pupil or teacher absenteeism, shortage of classrooms, lack of learning materials and weak discipline.
- Teacher dominated pedagogy, placing students in a passive role is undesirable. Teaching programmes should encourage child-centred active pedagogy, cooperative learning and the development of critical thinking. Geographically isolated areas may require special strategies such as distance learning, mobile class rooms and multi-grade teaching. Teachers should be trained to develop these pedagogies, including group studies.
- Evidence shows that starting instruction in the learner's first language improves learning outcomes cost-effectively, reducing grade repetition and dropout rates. In the most successful models, after the first few years of schooling, a grand transition to the second language takes place.
- Regular, reliable and timely assessment is the key to improving learning achievement. The goals are to give learners' feedback and to improve learning and teaching practices.
- Adequate resources, training of teachers in assessment techniques and small class size offer the best conditions.

C. Enabling Resources

The use of textbooks in classrooms makes the difference to the quality of teaching and learning. Countries should be encouraged to promote equitable textbook development, including promotion of local publication. National policies should be developed on textbooks with the involvement of the Ministry of Education, the private sector and civil society.

D. Safe and Welcoming Learning Environment

Building and refurbishing of classrooms are needed in many countries. Schools must be accessible to learners with disabilities and have facilities that assure a healthy learning environment, including latrines and water supply.

E. Invest in Teachers' Development

The role of teachers is central to the EFA vision. As attested in the UNESCO report 2007, they are at the epicentre of the learning process.

There is a wide range of key challenges to be addressed to achieve progress in this domain. Foremost is the shortage of teachers, followed by their working conditions, teacher preparation processes, teacher support and development, management and supervision processes and effective teaching and learning practices. The shortage of teachers is estimated at 18 million globally in Sub-Saharan Africa. The situation is more acute with around 4 million teachers needed to meet EFA 2015 targets.

A well-defined national policy is required to ensure that all schools are staffed. Posting teachers to rural schools in areas where they are not fluent in the language can harm quality.

Good learning outcomes are associated with teachers who make plans for teaching, putting into practice what they have learned particularly in in-service courses, correct and improve students work regularly. Head teachers are critically important to this endeavour. They emphasize teaching and learning in their management. Research studies show the following in well-performing schools:

- Well structured, visible and transparent school management involving all staff;
- Regular monitoring of student performance and teaching practice combined with support for professional

development and training of staff;

- Student learning as the central concern of school management;
- Effective management of the involvement of external partners.

F. Quality Education at Higher Education Level

As stated in the World Declaration Report adopted by the Conference on Higher Education held in Paris in 1998, Higher Education Institutions have the responsibility of:

- Educating highly qualified graduates and responsible citizens able to meet the needs of all sectors of human activity by offering relevant qualifications including professional training which combine higher-level knowledge and skills, using courses and content usually tailored to the present and future needs of society;
- Providing opportunities for higher learning and for learning throughout life;
- Educating for citizenship and for active participation in society with a world-wide vision for endogenous capacity building and for the consolidation of human rights, sustainable development, democracy and peace;
- Advancing, creating and disseminating knowledge through research and providing as part of its service to the community, relevant expertise to assist societies in cultural, social and economic development;
- Helping to protect and enhance societal values by training students in the values that form the basis of democratic citizenship and enhance critical and forward-looking function.

While organizing the follow-up of the World Declaration, quality appeared as one of the most constant criteria adopted by all regional strategies throughout the world. It is universally acknowledged that to implement the mission of higher education, quality is among the most important conditions to fulfil.

Quality in Higher Education is a multidimensional concept which should embrace all its functions and activities: academic programmes, research and scholarship, staffing, students, building facilities, equipment, service to the community and the academic environment. Quality is important because it sets the standards that define a University' s intellectual standard which conditions the vision and capacity of graduates and of a nation to manage its own affairs. (Saint, 1992)

G. Diversity of Systems

There is a rather broad diversity of types of Quality Assurance Systems. They tend to differ mainly in terms of objective, focus and result. Some are more oriented towards accountability, while others aim first at supporting the continuous improvement of education. Some focus on institutions, others on programmes. Some pay more attention on inputs, others on outputs. Some audit the institutions capacity to assure its own quality. Evaluation systems result in recommendations, more or less binding, while accreditation systems result in decisions, either simply formulated as yes or no or accompanied by a rating. (Marie-Odile Ottenwaelter, 2008)

According to the World Bank Report Working Paper on "Higher Education Quality Assurance in Sub-Saharan Africa", out of the 47 Sub-Saharan countries, only 14 had established operational bodies of Quality Assurance and most of these were created within the last ten years. Most of the National Quality Assurance bodies are highly dependent on government. In terms of mandate and activities, they all have the authority to assess higher education institutions and/or programmes, to approve new programmes and to approve or refuse the creation of new private tertiary institutions. Most of the Agencies now cover both public and private institutions. They all use the same set of process and go through similar stages in evaluating or accrediting a programme or an institution, notably by self-assessment, peer review, site visit and written report.

In most African francophone countries, the responsibility of Quality Assurance has been assigned to a regional organisation in the CAMES (African and Malagasy Council for Higher Education) created in 1968 with a current

membership of 17 countries.

V. GOVERNANCE OF EDUCATION IN DEVELOPING COUNTRIES

A. The Need to Strengthen Governance

Education governance ensures that children have access to well-resourced schools that are responsive to local needs. It is also concerned with ensuring that teachers are trained and motivated, and that teachers and schools are accountable to parents and communities. Education governance is about how policies are formulated, priorities identified, resources allocated and reform implemented and monitored.

There is a widely-held conviction for moving decision-making away from remote government agencies and making it more responsive to the needs and concerns of the poor.

B. Improving financing of the Education System

Countries need to improve efficiency and develop strategies addressing inequalities in education finance.

In many countries, corruption is a major source of inefficiency and inequality. For example, two countries in Sub-Saharan Africa had the same rate of school enrolments (71%) in 2006. But one spent over twice as much per pupil as the other. This suggests that in one of these two countries, the education system was more efficient in translating resources into school places, although it does not show whether there was a difference in the quality of a school place in each country.

Corruption has profoundly negative consequences for education. In many countries, misuse of funds at various levels means a significant share of education funding does not reach schools.

In 2003, a survey in a country in Latin America estimated that households paid almost 10 million US Dollars in bribes to secure access to public education, which by law is free.

Public spending on education has the potential to redress inequalities, but often reinforces them instead. Several governments in Sub-Saharan Africa including those of Ethiopia, Ghana, Kenya, Madagascar, Mozambique, Uganda and the United Republic of Tanzania have developed various approaches aimed at making spending more equitable. Among these are provision of school grants and the elaboration of funding formulas in which allocations are adjusted according to the need.

In Kenya, the government established a school grant of 14 US$ per student to enable schools to cover losses from the withdrawal of tuition fees and to increase spending on materials, maintenance and operation. The grants have improved availability of textbooks and other materials. They have also been used to fund boarding schools to improve access for children living in sparsely populated areas.

C. Strengthening Decentralization

Decentralization can be a potential driver of inequality.

In a growing number of countries, financial responsibility and management are being transferred to lower levels of government, local communities and school providers. This decentralization placing decision-making closer to communities is seen as making systems more responsive to local needs and giving the poor a greater voice.

Sometimes, this decentralization can exacerbate the gaps between rich and poor areas. Unless central governments retain a strong role in redistributing financial resources from richer to poorer areas, the financial gap in education is likely to widen. In Nigeria, the wealthiest States and regions with the highest education participation received the biggest part of the country's federal resources.

In South Africa, we have a formula for financial decentralization with a strong redistributive component aiming at overcoming inequalities inherited from the apartheid era.

D. School Governance and EFA - Encouraging more Autonomy

School governance reforms aim at strengthening the voice of the poor and increasing their choices by transferring responsibility to communities, parents and private providers.

School-based management describes a range of reforms that aim at giving teachers, parents and communities more autonomy over decision-making in schools. In many cases, school-based management reforms have improved learning achievement and strengthened equity, as in El Salvador. However, sometimes this does not automatically lead to reducing disadvantages. In Nepal, school management committees are run by high castes. In Australia and New Zealand, minority groups are under-represented in the school boards. Existing social inequalities and conditions such as poverty undermines attempts to increase equity through participation.

Expanding school choice is widely viewed as an incentive for schools to improve their performance. Some governments use vouchers to facilitate transfers from public to private providers of education, or contract out the management of government schools to non-State providers. However, these reforms have not raised academic achievement standards.

Low school fees are changing the education landscape in some parts of the world. (Ghana, Kenya, Nigeria). The number has grown rapidly in recent years. However, low private school fees risks widening the gap between those who can or cannot afford to pay. There are also questions about the quality of the education they provide.

E. Importance of Teacher Governance and Monitoring

Many school systems fail to provide the education that meets even the most basic standards for quality and equity. To address this, attention needs to be paid to teacher recruitment, deployment and motivation, together with effective use of information from learning assessment and school supervision.

Making sure there are enough qualified teachers where they are most needed is a major policy challenge. Four governance themes can be considered:

- Salaries and Learning Standards - In setting salaries, governments face the dilemma of creating incentives for recruitment and motivation while maintaining the balance between spending on teachers and spending on other areas in education. In much of Sub-Saharan Africa and South Asia, teacher pay levels are near or even below the poverty line!

- Hiring contract teachers can help address teacher shortages at lower cost. (Guinea, Niger, Togo). The increase in the supply of contract teachers has enabled the governments to reduce Pupil-Teacher Ratios (PTR). However, relying on contract teachers can weaken quality by lowering the standard of the teaching staff or reducing overall teacher morale.

- Teacher deployment is often inequitable within countries. Namibia: 40% of teachers in rural schools in the north are qualified, compared to 92% in the capital. In Uganda, two-thirds of urban teachers are qualified but only half of rural teachers are.

- Prioritizing training of teachers from under-represented groups, together with local recruitment can make a difference.

- Fragile State affected by conflicts face particularly acute problems in teacher allocation. Specific decision is needed such as in Afghanistan where the government took an important step of deciding to build a comprehensive system of thirty-eight teacher training colleges in a context where schools have long relied

on teachers with little or no professional training.

- It is important to use information from learning assessment to monitor quality standards and equity. Increasingly, information from learning assessment is used to identify problems and inform policy with encouraging results.

- The following key areas should be taken into account:

  -setting benchmarks for minimum learning standards;
  -reviewing policy;
  -contributing to educational planning and reform
  -combining national assessment with school level monitoring.

- School supervision is an essential aspect of monitoring; not only to oversee teacher and school performance but also to identify and support needed quality improvements.

- Through school visits, supervisors can bring school realities to the attention of policy-makers while they support and monitor the implementation of official policies in schools.

VI. AN INTEGRATED APPROACH TO EDUCATION AND POVERTY REDUCTION

Sustained progress towards EFA depends on the effective integration of education planning within wider poverty reduction strategies. Poverty, poor nutrition and ill-health are forming barriers to success in education.

VII. GOVERNANCE AND AID EFFECTIVENESS

Four areas of reform can be envisaged for better aid governance.

a) The shift from individual projects to system-wide programmes

   Donors should work together to provide aid to broad sector programmes, so that they contribute to strengthening national ownership and deliver results on the ground.

   The goal of the Paris Declaration is to raise to two-thirds the share of aid provided as pooled funding budget support and delivered within sector-wide approaches by 2010.

   In education, such programme based support increased from 33% in 1999-2000 to 54% in 2005-2006.

   The shift has been strongest in low income countries more than in aid-dependant countries. It is less prevalent in other country groups. Middle countries tend to prefer to negotiate with donors separately and fragile states lack the capacity to take the lead.

   Numerous success stories are associated with sector-wide approaches (SWAPS) in education such as large increase in enrolment in general in countries which have adopted this model.

   For SWAPS to be successful they rely on strong political leadership and governing departments with the necessary capacity.

b) Strengthening national ownership based on two-way partnership between national governments and donors

c) Need to align national priorities and use of government systems

   The new aid agenda calls upon donors to adapt to country priorities and systems, not vice-versa. Aligning

aid to education sector plans and national management system include greater sector coherence, better oversight of donor activities and increased financial flexibility, including aid covering both development and recurrent costs.

d) Strengthening donor cooperation

The Paris Declaration recognizes key actions for improved donor coordination that aim to reduce inefficiency and transaction costs. Following indicators need to be strengthened:

Increasing Group donors' missions to a given country to reduce transaction cost, and allow governments to use senior staff more efficiently.

In 2007 only 20% of all donor missions were conducted jointly (UNESCO report 2008), far below the target level of 40%.

Creating donors groups with appointed lead donors in the education sector. Among countries receiving funds from the FT Catalytic Fund, all except one have created such a group.

Rationalizing aid delivery to avoid higher transaction cost to avoid providing small amounts of aid.

VIII. PROVIDING GOOD GOVERNANCE THROUGH AID

Donors are investing in good governance. In 2006, 9% of total aid was allocated to governance and civil society. In 2006 and 2007 several major donors adopted new strategies on governance. The World Bank and the European Commission have been particularly active in promising good governance through their aid programmes. Their focus includes areas such as public financial management, decentralization, transparency and accountability and public sector employment. Donors also attempted to measure the status of a country's governance arrangements.

However, there is a risk of donors themselves seeking to define and prioritize what constitutes good governance in education based on current approaches in the donor country.

Overall with stagnating levels of aid for education and basic education, the financing gap formatting the EFA goals is not closing and is unlikely to do so. There is a necessity to strengthen international commitment to increase overall aid and make it more efficient.

IX. CONCLUSION

The challenges facing developing countries in improving quality and governance of their education systems are multiple and significant.

First and foremost, there is a need for governments to express their political will to break the circle of underdevelopment and constant poverty. Sustained education cannot be built on the foundation of mass poverty and deep social inequity. This is the reason why education planning should be integrated within the effective poverty reduction strategy.

To improve quality, policies should emphasize new approaches to teaching and learning and provide adequate learning materials and strong incentives to raise standards. Authorities and local school leaders must work together to ensure that every school becomes an effective learning environment. Such environment requires well nourished and motivated students, well trained teachers using adequate facilities and instructional materials, a relevant local language and a gender sensitive environment that encourages learning.

The monitoring of education is very important. Head teachers, inspectors and specialists in education planning should be specifically trained for this purpose.

Policy makers need to recognize that education is a public good and that education provision cannot be reduced to a simple market principle. The vast majority of school children will depend on public provision for the foreseeable future.

Introducing choice in a system where parents have the alternative to send their children to a good public school is one option. This should not be in contradiction with using private providers to complete public education facilities. State funding for private schools and the development of independent schools are all public-private partnership strategies and each has limited record and success.

Quality and governance need to rely on the existing human capacities. Therefore, in all developing countries, an adequate supply of motivated, qualified and properly trained teachers is the foundation of good quality education and good management capacity. Poverty-level wages and poor conditions are not consistent with strong motivation.

Governance in education cannot be treated in isolation for wider governance issues. Democracy, transparency, combating corruption, are enabling conditions for effective participation. Within the education sector, governance reforms need to play a role in devolving authority to parents and communities while making sure that communities are not excluded. Strengthening the voice and effectiveness of civil society organizations is the key to success.

There is a need for donors to adapt to country priorities and systems instead of vice versa. Aid has to be aligned to national education sector plans and management systems.

I would not like to end this expose without underlining the importance for developing countries to use a holistic approach when defining their strategy to improve their education system at national level. In my presentation, emphasis has been mainly placed on education for all and basic education, which are of utmost priority for many countries. However, all levels of the system are related and none of them should be considered in isolation. This is also true when discussing quality and governance matters.

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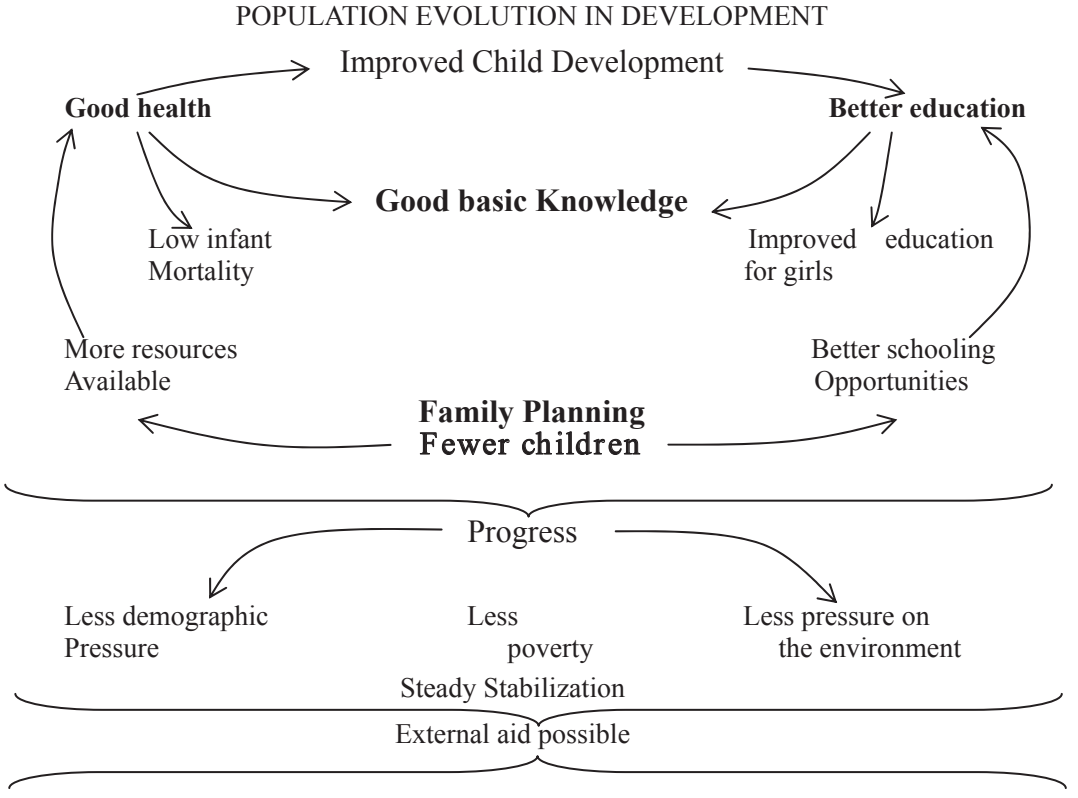
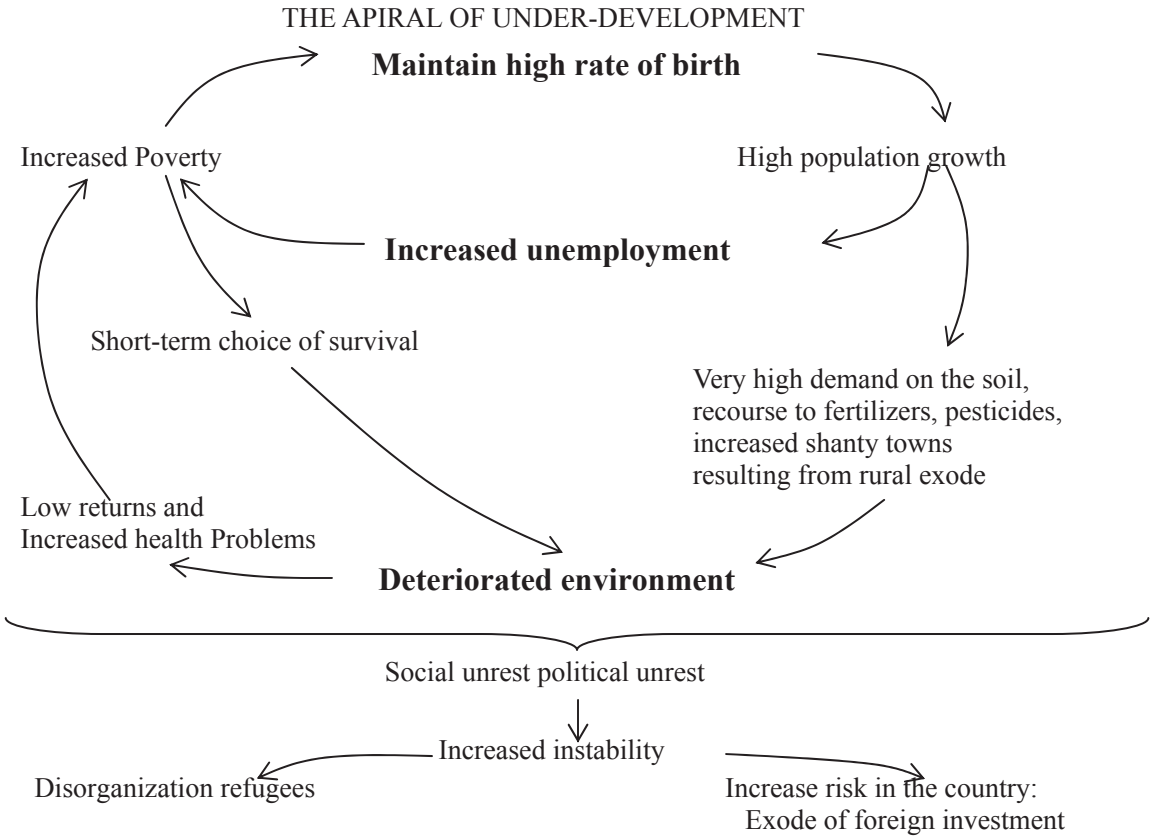
Figure 1



J.N. HENRIET (1994)

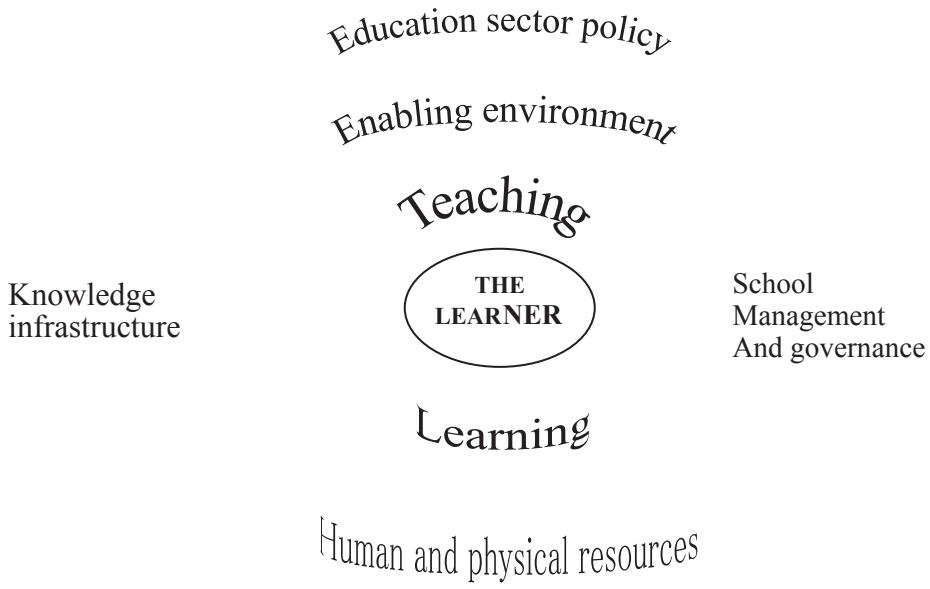
Figure 1 summarized the existing relations between the demographic pressure and some key issues concerning child development, such as: the pressure on the environment, the schooling opportunities, the improvement of the quality of education, the health of child and the level of mortality.

Figure 2



J.N. HENRIET (1994)

Figure 3



[Keynote Speech]

“Quality and Governance of Education - Japan’s Experience”

Eiichi Kajita

President of Hyogo University of Teacher Education, Leader of the Expert Meeting on Analysis and Utilization of the National Student Assessment and Learning Environment Research of Japan

Dr. Eiichi Kajita is President of Hyogo University of Teacher Education, Japan. Assuming this office in 2004, he has held many prominent positions such as Vice Chairperson of the Central Council for Education of MEXT, Japan, Chairperson of various Sectional Committees of this Council, Ad hoc Meeting for Analysis and Application of National Student Assessment & Learning Context, and other educational institutions, as well as local governments. His research and publishing interests are in psychology and pedagogy and he has been the editor of the education practice and research magazine *Education Forum* (Semiyearly, published by Kaneko Syobo Co., Ltd).

“Quality and Governance of Education - Japan’s Experience”

Eiichi Kajita
President of Hyogo University of Teacher Education,
Leader of the Expert Meeting on Analysis and Utilization of the National Student Assessment and Learning Environment Research of Japan

Since around 2000, there has been growing concern throughout Japan about a decline in the quality of Japanese education, specifically in terms of 1) declining academic performance, 2) increasing absenteeism and neurosis and 3) increasing bullying and delinquency. Other issues include the disruption of classes, which prevents lessons from being properly conducted, and shocking misconduct and crimes committed by teachers.

Some had expressed concern about the possibility of declining academic performance as an adverse effect of the revised Course of Study that was introduced in 1992 to primary schools, in 1993 to lower secondary schools and in 1994 to upper secondary schools in order to give “latitude” to both students and teachers by reducing the educational content, lowering academic standards and decreasing the number of lessons. The next revision of the Course of Study was announced in 1998-1999, and fully implemented in primary and lower secondary schools in 2002 and in upper secondary schools in 2003. As this further reduced teaching content, lowered standards and reduced the number of lessons, there was widespread concern beyond educational circles about declining academic performance, and this became a major social issue.

In the 1990s, “student-centered” teaching was strongly promoted by the then Ministry of Education and academic circles, insisting that teachers should not give instructions but rather support students. During this period, the study of teaching materials and “lesson studies” were neglected, although they had traditionally been carried out as important prerequisites for lessons. Academic achievement tests were criticized, and the Ministry of Education implemented policies that limited the use of large-scale academic achievement tests, such as nationwide or prefecture-wide tests.

This trend changed drastically after discussions by the National Commission on Educational Reform in 2000. I was one of the 26 members of the commission, which was a personal advisory body to the prime minister. It issued “Seventeen Proposals for Changing Education” in December of that year. These proposals have gradually been put into practice since the January 2001 establishment of the Ministry of Education, Culture, Sports, Science and Technology by combining the Ministry of Education and the Science and Technology Agency. The new policies were intended to enhance academic ability and emphasized the importance of committing to producing “results.”

In order to achieve these goals, the Central Council for Education was reorganized in 2001 as a larger body, uniting seven existing councils related to education. The Compulsory Education Special Committee played a key role in changing the educational policies of the 1990s. The report submitted by the Subcommittee on Curriculum in January 2008 proposed new curricula that would expand teaching content, enhance educational standards and increase the number of lessons. This will be implemented from April 2009 where possible, and fully implemented at primary schools in 2011, at lower secondary schools in 2012 and at upper secondary schools in 2013. The Subcommittee on Teacher Education discussed ways to improve the quality of teachers by reforming the teaching license system as well as pre-service and in-service training and submitted a report in July 2006. Based on this report, laws and ministerial ordinances

are being revised. Furthermore, following deliberations by a panel of experts, nationwide assessments of students' academic ability and learning have been conducted every year since April 2006, targeting all students in the 6th and 9th grades, in order to review Japan's educational system based on "educational outcomes" and to implement necessary reforms at the national and regional levels and at each school.

Thus the main pillars of Japan's educational system today are, 1) enhancing the standards of national curricula, 2) improving teachers' skills and 3) assessing educational outcomes and relevant contributing factors. These are organically combined and implemented to constitute the basic educational administration. The fact that I have been involved in all of these three areas, serving as chairman of the two subcommittees and of the panel of experts clearly demonstrates that these activities are closely linked.

With few natural resources, Japan must support a large population in a limited area and thus must maintain and promote its industrial sectors at high levels. Japan's unique culture, which has been strongly influenced by China and other countries and which has developed over many centuries, must be passed on and developed. As a member of the international community, Japan must also be able to contribute in its own way to the wellbeing of humankind. Children of future generations will play key roles in the future of Japan as it faces these challenges. Therefore they must develop academic skills in areas such as science and mathematics, which are critical for the nation's science and technology. English and other languages are also important in developing better relationships with other countries. So is traditional Japanese culture, which is essential for Japan's identity, as well as Japanese language ability and moral character, which provide the foundation for all of these skills.

【Questions and Answers with Keynote Speakers】

Kazuhiro Yoshida (Hiroshima University, Japan)

Thank you very much for your keynote speeches within the allotted time. Now, I would like to spend the remainder of the morning on the question and answer session. Would those with questions please raise your hand and provide your name and affiliation when you address the keynote speakers. We would like to provide many people with the opportunity to ask questions, so please limit your comments to three minutes. Those with questions, please raise your hand.

Question 1

Satoko Okamoto (System Science Consultants, Inc.)

I have a question for both of the keynote speakers. First, Prof. Seddoh, you said that due to the lack of quality, children have repeated or dropped out and I certainly agree with that but it must be difficult to measure this quantitatively. Could you explain how the statistics on repeaters and drop outs were analyzed? Second, many child laborers can only experience education in non formal programs. I would like to ask what you think about the bridge between these non-formal programs and formal education. Finally, I am interested in the language of instruction. In sub-Saharan Africa, the language of education is French so for students whose mother tongue is neither French nor English that must really be a challenge. Could you comment on that? As for Prof. Kajita, you talked about student-centered learning in the 1990s as having failed. However, in the area of development assistance, lessons and classes which are student-centered have proved to raise the interest of children and I would like to hear your opinion on that.

Question 2

Myagmar Ariuntuya (Hitotsubashi University, Japan)

Thank you very much for this valuable opportunity. I have a question for both keynote speakers. Prof. Kajita talked about child centered learning that went too far and had a negative impact on Japan and thus caused problems. However in many developed countries, student centered learning is not only emphasized but in fact is pursued through teacher education at the policy level. However, based on your experience, it seems that you are reversing the trend the other way. Therefore, I would like to ask what are the lessons to be learned from those bad experiences so that developing countries do not repeat the same experience of Japan? Also, for Prof. Seddoh, you said that there are a lot of problems especially in Africa and some are very relevant to my country Mongolia. So I would like to ask which problem do you assign the highest priority as it is difficult to solve all of them at once.

Question 3

Muzibur R. Howlader (Embassy of Bangladesh)

Thank you to the organizers of JEF and this gathering as it is a really effective meeting. As you know, the world economic forum is involved in solving the economic problem the world is now facing and at this moment it is the responsibility of the Japan Education Forum to inform the world of the standard of education regarding universalization and the education gap in quality between the developing countries. However, there is also a big difference among the developed countries such as the US, UK and Japan. When we come to the discussion of mathematics you can see the

signs and how a standard of quality can be obtained. Each country should have such standards and so my question is how can this be accomplished throughout the world to have a unit system for quality standards? A second question is that we are quite aware through the 2008 World Report that especially in areas of East Asia, it has been suggested to concentrate not only on the economy but also on development. From this viewpoint, some ODA aid to developing countries should be concentrated in urban areas rather than the distant rural areas. The first keynote speaker referred to decentralization in Togo and I would like to ask him to comment on the World Bank Report. My third question is that ODA in Japan has been cut down yet on the other hand we see commitment in the G8 conference which is doubtful for African nations to meet without the leadership of Asia. So what do you think will be the outcome of the financial crisis affecting Japan for JOCV volunteers working in mathematics in various countries. What will be their fate?

Response from two keynote speakers

Komlavi Francisco Seddoh (Former Minister of Education and Scientific Research, Togo)

In response to the first question, we consider dropouts and class repetition as one of the weaknesses in the efficiency of the education system. Unfortunately, the rate of dropouts and repetition is very high in the education system in Africa and even in some of the organizations of the school system which are mostly French speaking at about 18 percent and sometimes 20 percent. If you want to consider the cost of the dropouts we see that this rarely improves the learning of the student so that measures should be taken to reduce this trend. How we measure it is through statistics and we know the level of pupils at the beginning of the 5th and 6th term and that helps measure the dropouts and to see the efficiency of the system.

Child laborers are provided some programs to help these children but what I can say is that the best learning is the one received at school. But if they can't receive this training, some NGOs and non formal programs can help in what is not the best situation. What we should fight for is really to reduce child labor as there is an age where instead of working 16 hours a day, children should be at school. We need to fight for these children to benefit from formal schooling.

There are indeed language issues. When teaching is done in the national language results are better but what we are facing in Africa is that it is easy to say that is better but how to organize it is the problem. And that is why in many countries we have been teaching in French and English not because it is more efficient but it is very difficult to organize otherwise. You have to select the language for teaching and arrange the teachers themselves so that teachers are not posted in the area where they do not know the native language so the easiest way for them to perform is in the French or English language. We need to move to teaching in national languages at the primary level.

As to which problem has the most priority, the difficulty for developing countries is that everything is a priority. If I have to answer this question, I will say that what is the most important to see results in teaching is the teachers. For me I consider that teacher training solves half the problem. In addition, we should concentrate on the curriculum and who can change all this are the teachers. If you don't have good teachers there is no chance to perform in education. In particular to make the quality aspect, governments can implement policy but it is the teachers who make the education effective in the classroom.

Quality standards are sometimes considered as world standards and are applied in every region but we also think that some standards are still particular to regions. So if you want to target a particular problem of one region, you need not only an international standard but also the regional standard which will help you get closer to the problem you want to study and develop.

As for the last question with regard to the reduction of aid and development of the economic system, what we see is that aid is stagnant. If we consider the level of the aid in 2000 and 2004, it is increasing, but from 2005 we have been

going through a reduction of aid. What we have to fight for is that people should not consider this as the time to reduce EFA aid. There is now even more need for this aid. Commitments to basic education for low income countries increased from US $2.7 billion in 2000 to 5.1 billion in 2004 before declining to US $3.7 billion in 2007. The amount will have to be tripled to reach the estimated US $11 billion required annually. So there is still need to support this aid. We agree that this aid should go along with better governance and better management will have more efficiency but there is another difficulty we should think of. You have problems in Japan as we have in Africa but still we need this aid and the current economic crisis should not be the reason to reduce the support developing countries are given. If you want to build a global world education everywhere, aid is what I think is needed.

Eiichi Kajita (President, Hyogo University of Teacher Education, Japan)

Thank you for your excellent questions on these important issues. I'd like to address the three issues that have been raised: student-centered learning, universality and the unique local features of education, and the situation in Japan, especially in regard to international aid in education. With regard to the latter two, I'll be very brief.

Student-centered learning in the true sense is very important. Children's ability to think is limited by the level of their development. In order for children to learn abstract concepts, they have to reach an age at which they can understand such concepts. So it is important to teach young children through hands-on activities or by using tangible examples, because if you make things too abstract, you are not going to get anywhere. You must get down to the level of the children in order to understand how they work and how they study. Explaining in words may not be enough. You have to let children have hands-on experience so that they understand and feel things for themselves.

Therefore, in principle, student-centered learning is vital to education. However, in the 1970s Western countries experienced student-centered learning which was somewhat more superficial, with an emphasis on letting children do what they wanted to do. In Japan too, a similar sort of one-dimensional student-centered learning was advocated in the 1990s, and it has led to the current problems. For example, in addition to letting children work on what they want to learn, there is also a need to give them instructions and support them. If adults don't discipline them, children tend to be lazy. Students must develop the habit of focusing their attention. Furthermore, in the 1990s, as Japan became affluent, people became more lax. Education too became lax as "education with latitude" was introduced. That was a mistake.

While it is good to respect children's thoughts, children are not always right. Think about the history of science. What people thought was right often proved to be wrong after it was tested. Think about the sun and the moon, for example. Children may think that the sun moves around the earth, but we have to teach them what is correct. If we just agree with what they think, children may be misled. Student-centered learning must not be misunderstood, and student-centered learning in the true sense of the word must be pursued. For more than 10 years people have observed the declining quality of education, and so it has been decided that education must restore academic competency. Responsible people are emphasizing the importance of teaching. We must value the expertise accumulated in Japanese education over the years.

Now, regarding the unique features of education of different countries and local people, in the case of Japan, the new Japanese course of study will introduce "minimum standards." This is a departure from the current course of study that sets "standards." According to the new course of study, in addition to the minimum educational content, which is taught across the country, schools can teach unique content that they consider relevant to the needs of local people and communities. We proposed this in a report issued in October 2003. In this way, most classes can include "advanced learning" or additional content. By combining "universal" and "unique" educational content, schools will be able to teach more about the traditional culture of their communities than before. This must be encouraged at the local school level.

As I am not a politician, I don't have any clout, but I do think that international aid should be increased. People I know also say so. Japan must provide more assistance. At the same time, Japanese people must go overseas and see things for themselves. Last year, our university created a new program in the graduate school to promote international cooperation. Our university trains teachers of languages, social studies, mathematics, science and other subjects. Students can go to developing countries and provide support, making use of their expertise in their specific teaching fields. We have created this special program, but I believe that more Japanese people must visit developing countries and get involved in these activities. For example, the NGO organized by my wife saves money and send its members to Latin America every year to support schools by donating teaching materials. They went to Peru and built two schools in slum areas outside the capital city. These Japanese people understand local needs by actually going there, meeting people and working with them. After they figure out what teaching materials are needed, they provide the necessary textbooks and education. Of course, there are financial issues, but in Japan, we must pay more attention to the situations and needs of developing countries. We must not impose what we think is necessary, but we must listen to them and find out what is actually needed. I myself visit developing countries every few years. I have learned a lot through these field studies. By visiting local communities, I have gained extremely valuable experiences.

Kazuhiro Yoshida (Hiroshima University, Japan)

I would like to return to the audience and ask for one more round of questions, please.

Question 4

Kentaro Fukuchi (Japanese Red Cross)

I actually have three questions for Prof. Kajita. In regards to the revised curriculum, you said it depends on the regional situation for the child centered curriculum to be viable. To what extent do structures exist to meet the needs of the different regions? For example, foreign students or students with disabilities, or others? How could you cater to these children and how do you support the teachers so that the curriculum can be applied to these children? The second question is also about the curriculum. How do you assess it? I'd like to hear about the performance ability. In math and science this may be easy to assess but when it comes to moral education or traditional culture, how can you assess the performance? And thirdly, I'd like to ask about the future of Japan which is the future of its children. To look to the future through education, what is the Japanese society that one would envision for the future? Is there a vision of Japan in the future to which education will be catered? And if so, what is the priority? Do you have a vision for the future Japanese society? For Prof. Seddoh, I'd also like to ask about education for minorities. According to statistics, of the 17.5 million out of school throughout the world, many belong to minority groups or have disabilities or linguistic issues. According to some, 2/3rds have some kind of disability. I am wondering if there are any plans or vision in your country to provide education to these kinds of children.

Question 5

Demis Kunje (University of Malawi)

I have one question for Prof. Seddoh. First of all, thank you for outlining the challenges facing the developing world and it was quite comprehensive the way you presented. But I want to find out is there any progress in addressing these challenges? Have you learned anything in the way the developing countries are addressing the challenges you have outlined?

Question 6

Kumi Shibata (Aoyama Graduate School)

When I was in primary school I was wondering why one has to go to school and why one has to get an education. Many teachers taught us how to write but nobody taught me why I have to go to school. What can you say to children to explain why they have to go to school?

Question 7

Karamu Harii (Egypt Embassy Culture Counselor)

Prof. Kajita stressed the need for traditional Japanese culture study and moral education. From the viewpoint of someone who came to Japan 30 years ago as a student and this time is here as a diplomat, I sense that the culture has changed over time. Unfortunately, watching TV there are so many programs not worth watching. I was really surprised after a 25 year absence, that there are no longer dramas like NHK's Oshin which was a superb program. Because of such dramas, media has educated the people thanks to those kinds of programs. So I believe it is not just improving the curriculum that is needed but I wish for Japanese TV programs of much higher quality like in the good old days. Through these dramas Japanese culture and morals can be appreciated. Japan has a wonderful culture of the samurai and it should be preserved. Please forgive me but I was really surprised this time to learn about bullying at school and I think it is really really sad that not only adults but also children are committing suicide. Really sad.

Response from two keynote speakers

Eiichi Kajita (President, Hyogo University of Teacher Education, Japan)

Thank you. You made an excellent point. People tend to think it is enough if they can just enjoy the present moment. This is true for both adults and children. As a matter of fact, we exchange views with people in the news media. NHK has started to air programs on Japanese history. This is good. We should also read Japanese classical literature, which is excellent and of high quality. Japanese people don't appreciate the good aspects of Japanese culture. I hope Japanese people will take a greater interest in their traditional culture.

Let me briefly answer the three other questions about the national curriculum, how we incorporate unique local features into education, and education for students with disabilities. This depends on the approaches of mayors and governors as well as discussion among local leaders. I was born in Shimane and raised in Tottori. The former governor of Tottori was very enthusiastic about education and increased the educational budget for the poor so that additional teachers could be deployed for students who need extra support and for those with disabilities.

As for the assessment of the curriculum, there are three types of results. First, there are results that can be seen immediately after educational activities, such as knowledge and cognitive skills. Second, there are results that may not be apparent at the beginning but gradually appear over time. The abilities to think and to express oneself are included in this category. Third, we may not know how or when some results manifest themselves. It depends on individual students. These three types of results are all important. We must keep them in mind when we discuss education.

As for the future of Japan and of Japanese society, honestly, I don't think the Japanese government is seriously considering the future of Japan. The members of the Central Council for Education include representatives of major companies and labor unions, but we don't have that kind of discussion. It is essential that we think seriously about the future of Japan so that Japan will not become corrupt or go bankrupt.

Komlavi Francisco Seddoh (Former Minister of Education and Scientific Research, Togo)

Just to answer some of the questions. In regards to minorities, there are many measures in order to improve the situation of minorities' participation. Thanks to the government in many countries education is free and reorganizing of funds for school meals has been introduced to help at least some of those children who are coming from very poor families to have at least one meal a day. We also try to get the schools closer to the child so construction of new schools is also a priority. But what I can say is that if you want to solve the minorities' problem, the best way is to reduce poverty. All of the poverty reduction policies are increasing participation of minorities in school. Disabled students still have difficulty even in developed countries where a teacher is expected to take care of 40 students in a normal school so to take care of additional needs students is difficult in all parts of the world. The UNESCO meeting in Geneva focused on these issues in order to get all children to school. As for the question from Malawi, when we are presenting on education in developing countries we are doing this in a short time and we are focusing on difficulties. There is a lot of progress in basic education, secondary, and higher education. The statistics are there. In primary education, the global net enrolment ratio rose from 83% to 87% between 1999 and 2005, faster than from 1992 to 1999. From 2000 to 2006, the global adult literacy rate in developing countries increased from 76% to 84%. Survival rate to the late grade of primary school improved between 1999 and 2004 in most countries.

Initiatives of Jomtien and then Dakar have improved things a lot but still progress has to be made. Access has improved and what we need to do now is to make access and quality go together. That is the next challenge and from now to 2015 the world will be better in the field of education at all levels of the system.

As for why we have to go to school, I have been asked this question once in my country by someone who went through difficulties to send children to school and after that they didn't find a job. So why do we have to send those children to school if they don't get a job? There is no better opportunity than school to give a future to a child. The only thing you can do to give him a chance is to send him to school. I'd like to quote Nelson Mandela who said that "the school is the only way a child of a peasant can become the president of a nation." This is impossible if you don't have schooling.

Kazuhiro Yoshida (Hiroshima University, Japan)

I am sure you have more questions but the time has come to close the morning session. I hope you will all return to participate in the afternoon session.

Panel Session 1

“What Do We Mean by Quality of Education? - From Multiple Viewpoints”

Moderator: **Ho Thanh My Phuong,** Assistant Director, Dean of the Educational Management Division, Southeast Asian Ministers of Education Organization - Regional Training Center (SEAMEO RETRAC)

Panelists: **Joseph Ampiah,** Director of the Centre for Research on Improving Quality of Primary Education in Ghana (CRIQPEG), University of Cape Coast, Ghana

Hanako Senuma, Senior Researcher, Department for Curriculum Research, Curriculum Research Center, National Institute for Educational Policy Research of Japan

Daniel Sifuna, Department of Educational Foundations, Kenyatta University, Kenya

Héctor Valdés, Coordinator of The Latin American Laboratory for Assessment of the Quality of Education (LLECE)-Santiago UNESCO, Former Director of Central Institute of Pedagogical Science of Cuba

Dr. Ho Thanh My Phuong is the Assistant Director of the Southeast Asian Ministers of Education Organization - Regional Training Center (SEAMEO-RETRAC), and Dean of the Educational Management Division of SEAMEO-RETRAC in Vietnam. She obtained her Doctoral Degree in Education from the University of Southern California in 2004. RETRAC provides trainees from SEAMEO member countries, Afghanistan, etc, under external funding from organizations such as the World Bank and the Asia Development Bank.

Dr. Joseph Ghartey Ampiah holds a Ph.D. in science education and is a Senior Lecturer, Head of Department, and Director of Research Centre at the University of Cape Coast, Ghana. Prior to this, he was a Visiting Professor at CICE, Hiroshima University, Japan. He is currently a Visiting Research Fellow at the same University. He has worked on a number of projects with researchers from other African countries as well as the UK, the Netherlands, and Japan.

Ms. Hanako Senuma is Senior Researcher of the Curriculum Research Center of the National Institute for Educational Policy Research (NIER), Japan. Since 1983 she has worked in the Mathematics Education Division and was the head of Mathematics Education Division from 1998 to 2001. She has been serving as a National Research Coordinator and member of the International Mathematics Item Review Committee for IEA Trends in International Mathematics and Science Study (TIMSS 1999, 2003, and 2007) and as a consortium member of International Mathematics Expert Group (MEG) for the OECD Programme for International Students Assessment (PISA 2003 and 2006).

Dr. Daniel N. Sifuna is a Professor of History of Education and Comparative Education in the Department of Educational Foundations at Kenyatta University in Nairobi and Director of OWN & Associates: Centre for Research and Development. He holds the following degrees: B.Ed., M.A (Education), and Ph.D. He has published several books, as well as many referred articles on education in local and international journals. He has also held many prominent positions in academia and professional organizations.

Dr. Héctor Valdés Veloz is Regional Coordinator of the Latin America Laboratory for Assessment of the Quality of Education (LLECE) in OREALC/UNESCO in Santiago, Chile. He has 32 years of experience in teaching, and he has been working in education at the school-level as well as in the Ministry of Education of Cuba, where he comes from. He was the Director of Central Institute of Pedagogical Science of Cuba, 2002-2008 and has published 15 books and over 35 articles in Latin America and Europe about the evaluation of educational quality

[Moderator's Opening Remark]

WHAT DO WE MEAN BY THE QUALITY OF EDUCATION? PERSPECTIVES AND PRACTICES FROM VIETNAM

Ho Thanh My Phuong
Dean, Educational Management Division
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1. INTRODUCTION

The quality of education is always considered an important factor in the life and development of every nation. If the country's educational system is of high quality, it helps individuals to achieve their own economic, social and cultural objectives; it helps and strengthens society to be better protected, better served by its leaders and more equitable in important ways. Therefore, for all levels of education, improving and assuring the quality of education has always been among the most important efforts and concerns of the government, educational leaders and educators.

Vietnam is not an exception in this cause and a great deal of effort has been invested in the issue of quality assurance and the general improvement of the educational system at all levels. Educational budgets have been increased, especially to improve the quality of teachers, curricula, school facilities and educational administration. The term "quality of education" is heard everywhere and it is of great interest to all people - politicians, business people, scholars, investors, school leaders, teachers, parents, students, and community people. However, what is addressed here is the definition of "educational quality." Is quality of education the same or different across countries? In this paper, perspectives and practices concerning quality of education as it is used in Vietnam will be presented with the hope that agreement on its meaning can be achieved. Reaching consensus on the meaning of "quality of education" across nations will hopefully help in identifying the path to be taken in accomplishing our shared goals.

2. WHAT DO WE MEAN BY THE QUALITY OF EDUCATION

"Quality of education" can be viewed and defined in different ways. The Dakar Framework for Action (2000) affirmed that quality was "at the heart of education" which determines the enrollment, retention and achievement of schools. This has been proved to be true in Vietnam due to the fact that how well students are taught and how much they learn can have a crucial impact on how long they stay in the school system and how regularly they attend their classes.

UNICEF (2000) strongly emphasizes five dimensions of quality: learners, environments, content, processes and outcomes. Those are also the five dimensions of educational quality considered by Vietnamese educational leaders and educators. However, the way people define quality of education in Vietnam is a bit different. The quality of education in Vietnam is highly associated with the quality of the teachers, the quality of the curricula and learning materials, the methods of teaching, the learners' motivation, and the school's ability to prepare a student for life.

Quality of teachers

How teachers are prepared for teaching is a critical indicator of educational quality in Vietnam. However, teacher quality is very difficult to define as it depends not only on the observable and stable indicators such as teaching qualifications, but also on behavior and the nature of the relationship that teachers maintain with their students. In Vietnam, teaching qualifications are grounded on relatively objective assessments of skills, abilities and knowledge of teachers. In addition, other indicators are applied to assess teachers' quality; among which are years of experience, involvement in school activities, and pedagogical training.

Quality of the curricula and learning materials

The quality of curricula and teaching materials strongly affects the quality of education in Vietnam. Updated curricula and teaching materials partly ensure the students' success, not only at school but also in their life after graduation. The Vietnamese government and educational leaders have put lots of efforts into the process of reforming the curriculum and updating the national textbooks especially for k-12 education beginning from the year 2000-2001 academic year.

The method of teaching and students' motivation

Research has found a rather strong correlation between teaching method and students' motivation. Learner-centered approach has been proven to be able to produce greater motivation on the part of the students than the teacher- centered teaching method. This method also creates more interaction between teachers and students as well as between students and students in the classroom. The interactions promote more dynamics in the teaching and learning process and thus results in great student learning. In addition, many educational researchers advocate structured teaching which is a combination of direct instruction, guided practice and independent learning. This method of blended pedagogy has been demonstrated to produce high motivation among students, not only in the classroom but also at home. Vietnam has considered the methods of teaching and students' motivation to be very crucial in improving the quality of education.

How well the education prepares students for life

The applicability of schooling to life is an important factor in considering the quality of education. This factor is even more important in today's world when a students' success strongly depends on how well they can integrate and survive in the globalize era. An educational system which fails to prepare students to be successful in life would have to be considered as ineffective and of less quality.

3. WHAT DO WE DO TO ENSURE THE QUALITY OF EDUCATION?

To ensure that the quality of education is as good as it can be, lots of effort and resources must be invested. Among these are training teachers, updating the curricula and teaching materials, equipping more school facilities, applying ICT in teaching and administration, and the use of quality assurance practices.

Teacher training

Standards for learning are now higher than they have ever been. Today's citizens need greater knowledge and skills to survive and succeed. Therefore, teachers need not only to be able to provide useful information to students but also to be increasingly effective in helping students to learn more complex material and to develop a wider range of skills (Hammond & Bransford, 2005). Teacher training has played a crucial role in the quality improvement of teaching and learning. Meeting the rapidly changing needs in education in the school system of a country is one of the most challenging tasks of a nation. The quality of teacher training has a decisive impact on the quality of education of a system.

Teacher training has been organized for both pre-service and in-service educators. While the training program for pre-service people takes longer training time and works with traditional students with little teaching experience, the in-service program offers professional upgrading for currently in-service teachers. Each program has its own objectives; the pre-service program prepares students to become new teachers while the in-service program helps upgrade and improve the current teachers.

Teachers have to continually obtain, develop and construct new knowledge and skills in their practice of teaching; this takes place throughout their career rather than acquiring a complete set of knowledge and skills from formal or non-formal training courses (Hammond & Bransford, 2005). Therefore, teachers need to be helped to become "adaptive experts" who are prepared for the challenges of lifelong learning which allows them to continuously add to their

knowledge and skills. Teachers, especially new ones, need to have a command of critical ideas and the capacity to reflect on, evaluate, and learn from their teaching so that it can continually improve.

Revising the current curricula and teaching materials

Revising the school curricula and teaching materials has been considered a must in the effort to improve the quality of education. This task is especially important in a country where the text books and curricula are centrally controlled by an office known as the Ministry of Education and Training (MOET). In Vietnam, this task has been accomplished though it has not been able to meet the increasing demands of schools in a variety of geographical locations. Reforming the curricular and renewing the text books has been a steadily process and is the responsibility of the people at the Ministry of Education and Training of Vietnam. In addition, school teachers are trained to design teaching materials serving the goals of their teaching areas or subjects. Workshops are regularly organized at different levels to provide the school teachers and leaders more knowledge and skills so that they are able to update the teaching material and make it more suitable with their teaching localities.

Applying ICT in teaching, learning and school administration

In the age of globalization, knowledge of the world can be reached from just a computer with internet access and teaching can be delivered in different ways - both traditionally in the class room and non-traditionally through distance or on line teaching. The use of ICT is no doubt an essential way to improve the quality of education, which can improve students' knowledge and also facilitate their self learning. Therefore, applying ICT in teaching and learning has been viewed as an important method for improving the quality of education. In addition, school management nowadays requires ICT usage, so applying ICT in school administration is a must to ensure the smooth communication, accuracy and quickness of school administrative activities.

Spending more on school facility

In low-income countries, increasing spending to provide more textbooks, teaching aids, school facilities and to reduce class size is very crucial to ensuring the quality of education. The Vietnamese Government has increased the budget for education every year and the majority of this spending goes to teacher training, classroom building, and the purchase of computers, books and other school facilities. This strategy has proved to be successful in improving the quality of teaching and learning, resulting in fewer drops out and better outcomes for students. Class size has been reduced from over 50 to 40 or smaller which enables more teacher- student interaction and contributes to the success of the learner center approach of teaching. Most schools are equipped with computers, internet access, projectors, screens, and other kinds of technology. This new equipment promotes more time for teaching preparation and student self learning. Clean water, sanitation and access for disable students are also of great concern and receiving an increasing amount of attention in Vietnam.

Conducting quality assurance practices at all schools

In recent years, the Ministry of Educational and Training in Vietnam has encouraged the use of quality assurance practices among all schools in Vietnam. Regulations on the procedures and the cycle of quality assurance and accreditation among schools were released by the Ministry of Education and Training on December 31, 2008. Quality assurance efforts will be performed at two levels: internal quality assurance through school self assessment and external quality assurance from outsiders. These practices are strongly believed to be able to improve the quality of education at all schools in Vietnam in the years to come.

School leadership

School leaders need to be empowered in order to successfully lead the schools to achieve a high quality of education. Central governments must be ready to give greater freedom to schools, provided that adequate resources are available and that roles and responsibilities are clearly defined. School principals then can have a strong influence on the

quality of the schools. In Vietnam, school leadership has been influenced by the central government for a long time and school principals have very little power. However, in recent years, the central government started to give more freedom to the schools and school leaders now can have more influence on school strategic planning process including financial plans and personnel arrangements. However, more autonomy is needed at the school level to ensure better quality of education in the schools.

4. CONCLUSION

In conclusion, there are different ways to define and measure the quality of education. Whatever way it may be defined, the quality of education always includes the quality of teachers, the quality of the teaching curricula and materials, sufficient school facilities and good administrative leadership. Therefore, to improve the quality of education, teacher training, revising and updating the teaching curricula and materials, improving school facilities and having effective school leadership are no doubt crucial activities. Vietnam has a strong determination to improve the quality of its educational systems in the country. Lots of challenges are ahead, among which include a shortage of qualified teachers and well-trained educational administrators, the heavy work load demanded by the currently used curricula, the low ability of teachers to use ICT in their classrooms and the foreign language ability of school administrators and teachers. Vietnam, being a developing country, struggles because its teachers low in economic status and are overworked attempting to make a living working more than one job, The school facilities and teaching resources are generally insufficient to insure a quality educational experience on the part of the students However, improving quality is always “at the heart” of education and also at the heart of all educational leaders and teachers in Vietnam. We have tried very hard, often with the help of others from outside of the country, to improve the quality of education at all levels in Vietnam by employing the Vietnamese tradition of seeking progress by each careful and difficult step.

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[Speaker Presentation]

What do We Mean by Quality of Education? - From Multiple Viewpoints

Joseph Ampiah

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Introduction

This paper quotes extensively from four important documents to address the important issue of quality of education. These are TIMSS 2007 report on science and mathematics achievement, a document presented at the 2003 ADEA Biennial conference in Mauritius, UNESCO 2005 Global Monitoring Report, and Country Analytical report on access to basic education in Ghana.

There are many perspectives as to what counts as quality of education. These perspectives provide different lenses through which quality of education may be viewed. One perspective is to describe quality of education in terms of factors such as inputs, processes, outputs, outcomes, and value added. UNICEF (2000) defines quality of education in terms of six characteristics: "learners who are healthy and ready to learn; environments that are sage and adequately resourced; content reflected in relevant curricula for acquiring basic skills; processes that use child-centered learning; outcomes that encompass knowledge; skills and attitudes and link to national educational goals and civic participation" (Vespoor, 2005, p. 54). UNESCO expanded the definition of quality to include a special emphasis on gender perspective and a demand for education to reflect upon its relevance to the world outside of school and social dimensions. The different definitions highlight the different elements of the basic input-process-output model. This model emphasizes the importance of both cognitive and affective results measured by the extent to which pupils achieve knowledge, skills and behaviours specified by a national curriculum.

The sixth EFA goal aims at improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills. However, the EFA Global Monitoring Report (2005) issued by UNESCO reports that "in the many countries that are striving to guarantee all children the right to education, the focus on access often overshadows attention to quality. Yet quality determines how much and how well children learn and the extent to which their education translates into a range of personal, social and developmental benefits" (p. 4). Even though Goal 6 of the Dakar Framework for Action emphasizes the need to improve all aspects of the quality of education, Schaefer (2000) in a global study on "Assessing Learning Achievement" indicate that African countries are among countries with less than 50% of its children achieving literacy, numeracy and life skills mastery. Schaefer concluded that a large proportion of children do not have basic functional skills to read, write and enumerate after year four of their educational experience. The UNESCO (2005) report confirms these findings and shows that too many pupils are leaving school without mastering a minimum set of cognitive and non-cognitive skills. According to UNESCO (2005), there is mounting evidence that the quality of human resources, as measured by test scores, is directly related to individual earning, productivity and economic growth.

The quantity of children who participate in schooling and the number of years of schooling by themselves are therefore not as important as the quality of education they receive. If children attend school but are not able to achieve better learning outcomes, especially in literacy, numeracy and essential life skills, then there is no meaningful access to education. Unfortunately, the quantitative aspects of education rather than the qualitative aspects have become the main focus of attention in recent years for policy makers and governments (UESCO, 2005).

Even though there is a growing consensus about the need to provide access to education of good quality, there is

much less agreement about what the term is much less agreement about what the term actually means in practice. The concept of quality of education is a very complex one and has been approached differently by different educational researchers and educationists. Factors usually considered when determining the quality of education can be grouped into input variables, process and systematic factors, outcome variables (such as examination results), and proxy measures (such as repetition and dropout rates). The questions that remain are what are the critical factors that determine the quality of education offered by schools and how do these factors influence the performance of learners? This seems to differ from country to country as the goals of education are not the same.

Formal schooling is presumed to be one of several important contributors to the development of individual skills and human capital. The relationship between the quality of measured labour force and economic growth of a nation on one side, and the impact of human capital and school quality on individual productivity and incomes, are extremely important. It can be argued that a more educated society is more likely to translate into higher rates of innovation, higher overall productivity and faster introduction of new technology. Schools therefore play an important role as skills training and education take place there. The need to get all children of school going age in school is therefore paramount to the accumulation of human capital in any society or country. This means that there must be equitable access to education for all citizens of a country. This requires special attention to be given to the enrolment of the poor, disabled and girls as well as the elite and boys (Vespoor, 2005).

A UNESCO report in 2005 shows that returns to school quality in studies in six countries including Ghana, Morocco and Kenya are very high. The report indicates that improved cognitive skills and years of schooling are important contributing factors in determining earnings. According the UNESCO (2005), elsewhere, one standard deviation increase in test scores was associated with wage increases ranging from 12% to 48%, suggesting a substantial return to higher levels of cognitive skills and probably, therefore, to higher levels of school quality. It is obvious that students who do better in school, as evidenced by either examination grades or scores on standardized achievement tests tend to go further in schooling (training institutions, polytechnics, universities).

The Dakar Framework for Action in 2000 includes a specific target on quality. The target stresses the achievement of measurable learning outcomes as evidence for attainment of quality education in literacy, numeracy and essential life skills. The Millennium Challenge Account, the Fast Track Initiative, the G8 summit and the USA No Child Left Behind Act 2001, all express similar concern about the quality of basic education. It is therefore not surprising that there is mounting evidence that the quality of human resources, as measured by test scores, is directly related to individual earnings, productivity and economic growth after allowing for quantity of schooling, age or work experience, and other factors that might influence earnings and the potential to alleviate poverty. These arguments provide strong reasons for being concerned about the quality of schooling.

This paper focuses on two of the many factors which are used to determine quality of education. These are allocation of financial resources to education and cognitive outcomes as measured through summative evaluation. The paper looks at quality education through the lenses of only these two factors in the case of Ghana. The purpose is not to compare Ghana to any other country but rather to look at how quality of education is being delivered.

Resource Allocation into Basic Education in Ghanaian

Even though the education literature has no consensus on the impact of specific resource policies on achievement, there is evidence that sufficient resources are necessary if education of acceptable quality is to be attained. Also, well-implemented increases in resources are an important means of improving educational quality in developing countries. The level of financial resources allocated to basic education (primary and junior high school) by the Government of Ghana (GoG) and bilateral and multilateral agencies are therefore discussed in this section.

Since the education reforms of 1987 in Ghana, substantial government and donor funds have gone into funding the basic education sector. Apart from government and external sources, non-statutory funding sources to education have included internally generated funds (IGF) arising from textbook user fees, local authority levies, local authority funds, contributions from school management committees, parent teacher associations (SMC/PTAs) and other benevolent societies.

Since 1995 basic education in Ghana has been administered and funded under a sub-sector programme whose sources of funds generally break down as follows: (i) Ghana Government Ministry of Education Budget, (ii) External Funding Agencies (Development Partner contributions and HPIC relief funds), (iii) Ghana Education Trust Fund (GETFund), (iv) District Assemblies Common Fund (DACF), (v) Internally Generated Funds (IGF), and (vi) Private Sector/ Non-governmental Organisations (NGOs) and Community based Organisations (CBOs). Donor funding and other sources (e.g. from NGOs) go directly to fund school quality improvement, with external/donor inflows often used to supplement GoG shortfalls. These resources reflect expenditures under educational programmes/projects supported by the international funding agencies. Within the external/donor inflow, resources are made available for education from HIPC debt relief. Since 2005 an additional external funding source has been the EFA catalytic funds. Donor funding is thus a major component of non-salary expenditure in education.

An analysis of recent trends in funding shows that the government of Ghana funding of Education (total resource envelop) has declined, whilst donor funding has remained generally below 10 percent (Akyeampong et al., 2007). These funding patterns raise the importance of making strategic choices and reassessing the targets and goals for achieving EFA in Ghana. Without a significant injection of funds to basic education, sustainable gains in access where expansion and quality improvement take place concurrently to ensure meaningful access are unlikely to be achieved.

The expansion of basic education from 9 to 11 years in 2007, coupled with other commitments of the GoG to expand and improve access to post-basic education has huge financial and capacity implications. According to the 2006 education sector performance report (MOESS, 2006), the 10-year work plan for the education sector was estimated in 2006 to cost $15.4 billion (annually about $1.5 billion). Further increases in basic school enrolments would raise these levels even more. Unless donors increase their investment significantly and directly to support the expansion of basic education, increased enrolments will be difficult to sustain. Already, expenditure on primary education is falling behind the targets set in Ghana's Education Strategic Plan (see Table 1). The lesson from history suggests that expanding access is not simply a question of adequate financial resources; it is also about the system's capacity to address the non-financial constraints of expansion. Ensuring that children start school early is important but is no guarantee that they will complete the full cycle of basic education if the needed educational inputs and facilities are not present to mutually reinforce the effects.

Table 1: Education Strategic Plan (ESP) Targets

	Year	2002	2003	2004	2005	2010	2015
ESP target	% recurrent expenditure on primary education	34.7%	36.6%	37.6%	37.7%	37.2%	34.4%
Actual Expenditure	Recurrent Expenditure on Primary Education	892,738	1,492,132	1,688,808	1,988,137		
	% Recurrent Expenditure on primary education	34.8%	39.7%	31.6%	31.8%		

(Source: MOESS, 2006)

Rapid expansion without measures to ensure that those enrolled get quality education is likely to reverse possible benefits. It is important to factor in adequate teacher supply and improved school infrastructure to sustain enrolment

gains. According to the Ministry of Education's (MOESS, 2006) own evaluation, the introduction of the capitation grant scheme has made the need to tackle deficits in classroom infrastructure more pressing. To achieve the UPE target by 2015 (primary enrolment rising from 2.78 million in 2003 to 3.73 million assuming a population growth rate of 2.5%) will create a deficit of 1,048 classrooms to be built every year for the next 4 years in the public basic schools in the country. This translates to one additional public basic school annually for each district (MOESS, 2006). If teacher supply requirements are factored into this, it immediately becomes obvious that expanding access is much more than simply removing fee barriers. It is equally about providing other educational inputs that can cope with the expected surge in enrolments. Thus, a more comprehensive initiative based on an analysis of teacher supply needs, infrastructure requirements and textbooks is required if investments to improve access are not to go waste.

There is also the issue of demand. Expansion policies need to introduce initiatives and incentives that can motivate demand for basic education by improving its quality and opportunities to access post-basic education. The charge that basic education has little or no value and relevance, especially in rural areas is often linked to limited access to secondary education (Pryor & Ampiah, 2003). Expansion policies that are supply driven often assume the problem to be simply that of inadequate infrastructure and fees. A key challenge is how to expand access to post-basic education when there is still a lot more to be done to improve access to basic education. It is also about how best balanced growth can be achieved within realistic budget constraints with appropriate shares for basic education, post-basic education and higher. The lesson is that expansion to basic education should be seen in terms of realistic trade-offs and expansion of other sectors in education. This is necessary for quality education for all school-going age children in Ghana.

Student Achievement

Cognitive development is identified as a major explicit objective of all education systems (UNESCO, 2005). However, if quality is defined in terms of cognitive achievement, ways of securing increased quality are neither straightforward nor universal. In spite of this difficulty, the relationship between quality education and levels of economic growth and personal incomes are well established. Thus, quality exists when students demonstrate knowledge. Assessment of learners' progress, using cognitive tests, serves a number of purposes. It can provide an indication of how well items in the curriculum are being learned and understood. Also, it can provide a signal as to how well learners have done at the main exit points from the school system, thereby typically helping educational institutions or employers to select those best qualified for further education or for various kinds of work. This type of summative assessment is used as a means of facilitating access to social and economic hierarchies (UNESCO, 2005). Even though one of the beneficial effects of summative assessment is helping to ensure that the intended curriculum, the negative effect is likely to be excessive attention to passing examinations rather than to broader aspects of learning.

In Ghana, the measurement of the quality of education has focused principally on resource inputs and outcomes. Three indicators are usually used to measure quality of education at the basic school level. These are the Pupil Teacher Ratio (PTR), pupil core textbook ratio (PCTBR). The BECE results at the JHS level reflect the quality of education pupils had received from the primary school level to the JHS level. The BECE is considered a good indicator of quality of education nationally. The BECE is administered by the West African Examination Council. Currently, each year over 300,000 students after nine years of basic education take the BECE with the hope of obtaining a place in Senior High School. However, the BECE as a measure of quality of education faces the following criticisms:

- In comparing performance across schools, BECE results do not take into account the number of students who do not even attempt to write the exam. Example: One school could send only its top 4 students and they all pass, resulting in a score of 100% while another school has all 40 students write the exam while only 30 pass,

resulting in a score of 75%.

- Some schools teach towards the examination and in doing so risk teaching pupils how to have impressive output in a single context rather than applicable knowledge reflective of meaningful quality education.
- The BECE does not take into account the disparity between urban and rural resources that aid the teaching and learning process.
- The BECE does not take into account where the pupils receive the foundations of their education (BS1-BS6). For example, pupils may have received a superior private education from BS1-BS6 and then attended a public JHS. In such instances, the BECE would credit the JHS for obtaining quality results when pupils may have acquired most skills and knowledge elsewhere.

There is evidence that the quality of human resources as measured by test scores, is directly related to individual earning, productivity and economic growth (UNESCO, 2005). International assessments of cognitive skills suggest that school quality differs widely among and within countries. It has been found that children who live in developing countries not only receive fewer years of education but also reach lower achievement levels. The quality of education as measured by Trends in International Mathematics and Science Studies (TIMSS) test scores is illustrated using the case of Ghana. The aim is not to compare Ghana's performance with other countries but to use the performance in TIMSS to illustrate the case of poor but improving quality of education.

Ghana participated in the 2003 and 2007 TIMSS with students from both private and public schools at the Grade 8. The performance of the Grade 8 students in mathematics and science are discussed in the sections which follow.

Overall mean achievement in science and mathematics

TIMSS uses the international average and scale average in reporting students' achievement in science and mathematics. The scale average fixed at 500 with each cycle of TIMSS provides a fixed point of comparison through time. This is different from the international average, which is obtained by averaging across the mean scores for each of the participating countries. The international average is therefore not fixed but changes from one year to the other depending on the number of participating countries.

TIMSS uses four points on the scale as international benchmarks and describes achievement at those benchmarks in relation to students' performance on the test questions. The benchmarks which represent the range of performance shown by students internationally are as follows:

- Advanced International Benchmark is 625,
- High International Benchmark is 550,
- Intermediate International Benchmark is 475,
- Low International Benchmark is 400.

In the TIMSS 2007, the Grade 8 Ghanaian students obtained a mean scale of 303 in science. The average achievement is significantly lower than the scale average of 500. None of the Grade 8 Ghanaian students could reach the Advanced International Benchmark of 625 in science. This means that none of the students exhibited fluency on items involving the most complex topics and reasoning skills in the TIMSS 2007 Science Framework. Only 1 percent of Ghanaian students reached the High International Benchmark of 550, with 6 percent and 19 percent reaching the Intermediate (475) and Low (400) International Benchmarks respectively. Thus, the greater proportion of Ghanaian students (74%) could not even reach the lower benchmark of 400 in science. The performance of Ghana in the TIMSS 2007 at the Grade 8 level can therefore be described as very low. Hence, the overwhelming majority of students could not recognize some basic facts from life and physical sciences. They did not have some knowledge of the human body,

or demonstrate some familiarity with everyday physical phenomena. Students could not interpret pictorial diagrams or apply knowledge of simple physical concepts to practical situations.

Compared to the TIMSS 2003 assessment where the mean scale score was 255, the TIMSS 2007 performance in science is an improvement upon the TIMSS 2003 assessment. The mean performance and its range (as indicated by the difference between the 5th and 95th percentiles) for the two assessments are presented in Table 2.

Table 2 Grade 8 Students' mean science score in TIMSS

	TIMSS 2007	TIMSS 2003
Overall mean science scale score	303 (5.4)*	255 (5.9)*
Range (5th and 95th confidence interval)	124-483	52-450

*Standard error in parentheses

The 5th percentile score indicates the highest score obtained by the bottom five percent of students. Table 2 shows that in 2003 the bottom 5% of the Ghanaian Grade 8 students did not obtain a scale score beyond 52, but in 2007 the 5th percentile scale score went up to 124. Also in 2003, the top 5% of students obtained a scale score of at least 450, but in 2007 the scale score went up to 483. In 2007 therefore, there was a significant improvement of students' achievement over the 2003 average score. In TIMSS 2007, students' performance in science was therefore significantly higher by 48 scale scores (with a standard error of 7.9). In spite of this improvement in science achievement in TIMSS 2007, the overall performance on the TIMSS 2007 science test was very low

In the TIMSS 2007 assessment, the Ghanaian Grade 8 students obtained a mean mathematics score of 309 which is an improvement upon the TIMSS 2003 assessment. The mean performance and its range (as indicated by the difference between the 5th and 95th percentiles) for the two assessments are presented in Table 3.

Table 3 Grade 8 Students' mean mathematics score in TIMSS-2003

	TIMSS 2007	TIMSS 2003
Overall mean mathematics scale score	309 (4.4)	276 (4.7)
Range (5th and 95th confidence interval)	162 - 461	130 - 430

The 5th percentile score indicates the highest score obtained by the bottom five percent of students. Table 3 shows that in 2003, the bottom 5% of the Ghanaian Grade 8 students did not obtain a scale score beyond 130, but in 2007 the 5th percentile scale score went up to 162. Also, in 2003 the top 5% obtained a scale score of at least 430, but in 2007 the 95th percentile scale score went up to 461. The TIMSS 2007 average score was therefore a significant improvement over the 2003 average score. In TIMSS 2007, the Ghanaian Grade 8 students' performance was significantly higher by 34 scale scores (with a standard error of 6.2). It is however important to point out that the Ghanaian students' overall performance on the TIMSS 2007 mathematics test was very low.

Achievement in science and mathematics content and cognitive domains

The TIMSS science assessment is organized around two dimensions; a content dimension specifying the subject matter or content domains to be assessed and a cognitive dimension specifying the thinking processes that students are likely to use as they engage with the content. Each item in the mathematics and science assessment is associated with

one content domain and one cognitive domain, providing for both content-based and cognitive-oriented perspectives on student achievement in science. The four content domains and three cognitive domains in mathematics and science listed below constitute independent subgroups with a common reporting metric (or scale) that makes it possible to compare the relative strengths and weaknesses of performance in the different content or cognitive domains. A TIMSS scale average of 500 was used in reporting the performance in the four domains.

The TIMSS 2007 Grade 8 science assessment contained 214 items yielding 240 score points. However, following item review, the 214 items and 240 score points were reduced to 210 items and 231 score points. The Ghanaian students' average percent correct on all items out of the 231 score points was only 20 score points with a standard error of 0.4. Tables 4 and 5 show the average percent correct obtained on all items in the mathematics and science content and cognitive domains respectively.

Table 4 Average Percent Correct in the Science Content Domains

	Science	Content Domain			
		Biology	Chemistry	Physics	Earth Science
Ghana	20(0.5)	19(0.5)	23 (0.6)	20 (0.4)	17 (0.4)

Table 5 Average Percent Correct in the Science Cognitive Domains

	Science	Cognitive Domain		
		Knowing	Applying	Reasoning
Ghana	20 (0.5)	30 (0.6)	15 (0.4)	11 (0.4)

The mean performance of the Ghanaian Grade 8 students in all the four science content areas was as follows: Biology, 304; Chemistry, 342; Physics, 276; and Earth Science, 294. In all the four science content domains, the Ghanaian Grade 8 students' performance was statistically significantly below the TIMSS 2007 scale average of 500 indicating that they were very weak in all four domains.

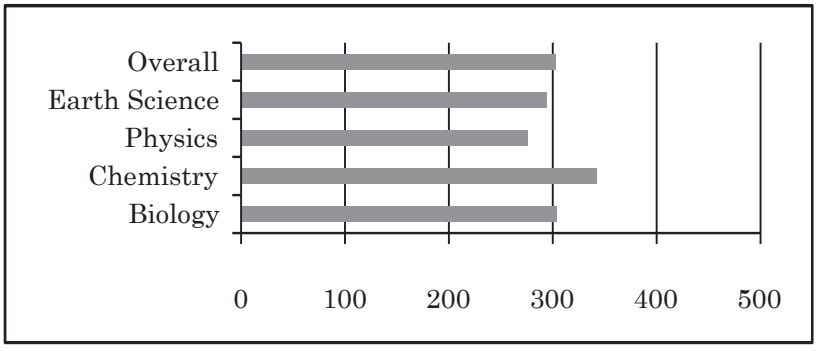

Figure 1: Relative strengths of Grade 8 students in the science content areas tested in TIMSS-2007

To highlight relative strengths and weaknesses in the science cognitive domains, the average achievement in these domains relative to the overall level of performance in the country was also examined. The mean performance of the Ghanaian Grade 8 students in the knowing and applying cognitive categories were 291 and 316 respectively. However, their scores on items in the reasoning cognitive category were too small to allow average achievement to be accurately estimated. The Ghanaian students' average percent correct on all items out of the 236 score points was 18 score points with a standard error of 0.4.

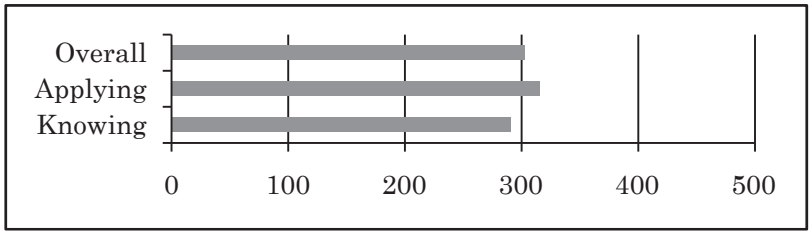

Figure 2: Relative strengths of Grade 8 students in the science cognitive categories

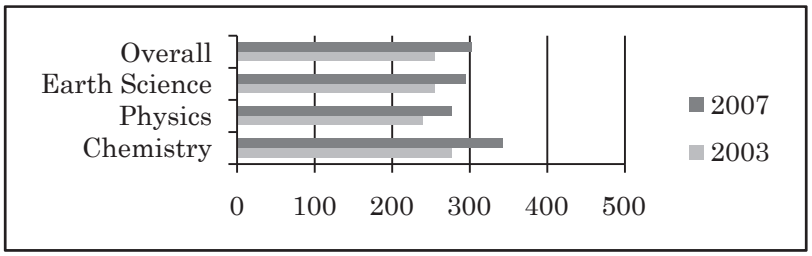

Figure 3: Differences in achievement in the science content categories by Year

Tables 6 and 7 show the average percent correct obtained on all items in the mathematics content and cognitive domains respectively. The score points in the four content domains and three cognitive domains listed above constitute independent subgroups with a common reporting metric (or scale) that makes it possible to compare the relative strengths and weaknesses of performance in the different content domains or cognitive domains. A TIMSS scale average of 500 was used in reporting the performance in the domains.

Table 6 Average Percent Correct in the Mathematics Content Domains

	Maths	Content Domain			
		Number	Algebra	Geometry	Data & Chance
Ghana	18 (0.4)	17 (0.5)	20 (0.5)	17 (0.4)	17 (0.4)

Table 7 Average Percent Correct in the Mathematics Cognitive Domains

	Maths	Cognitive Domain		
		Knowing	Applying	Reasoning
Ghana	18 (0.4)	24 (0.5)	17 (0.4)	10 (0.3)

The mean performance of the Ghanaian Grade 8 students in all the four mathematics content areas was as follows: Number, 310; Algebra, 358; Geometry, 275; and Data and chance, 321. Also, the average percent correct was highest on Algebra items, meaning most students were able to answer questions in this content domain (Table 6). But in all the four mathematics content domains the Ghanaian Grade 8 students' performance was statistically significantly below the TIMSS scale average of 500 indicating that they were very weak in all four domains.

Figure 4 shows differences between average performance in each mathematics content domain and the overall average across content domains. It can be seen from the figure that they performed relatively better in Algebra than the average. They obtained 49 scale scores above the overall country average in Algebra. Their performance in Number and in Data and Chance was about the same as the overall country average but relatively lower in Geometry. They obtained 34 scale scores below the overall country average in Geometry.

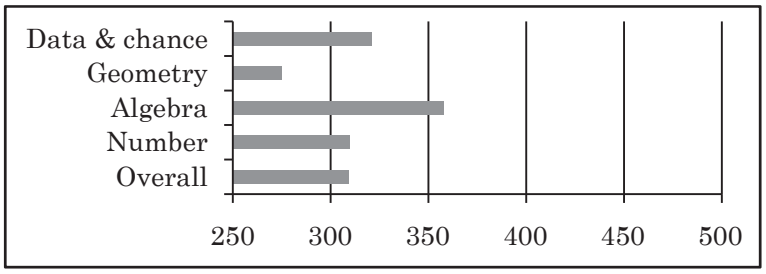

Figure 4: Relative strengths of Grade 8 students in the mathematics content areas tested in IMSS-2007

The mean performance of the Ghanaian Grade 8 students in the knowing and applying cognitive categories were 297 and 313 respectively. But the Ghanaian students' average percent correct on items was highest on knowing items, meaning many of the students (24%) were able to answer questions in this cognitive domain (Table 7). Less number of the students (10%) were able to answer questions in the reasoning domain. Their scale scores on items in the reasoning cognitive category were too small to allow average achievement to be accurately estimated.

Figure 5 illustrates differences between average performance in each mathematics cognitive domain and the overall average across cognitive domains. Just as in the case of the content domains, the performance was significantly lower than the TIMSS scale average of 500 in each of the cognitive categories indicating that the Ghanaian Grade 8 students were very weak in all three categories. It can be seen from Figure 5 that the students' performance in Applying was about the overall same as country average but relatively lower in Knowing. They were just 4 scale scores better in Applying than the average but were 13 scale scores lower than the overall country average in Knowing.

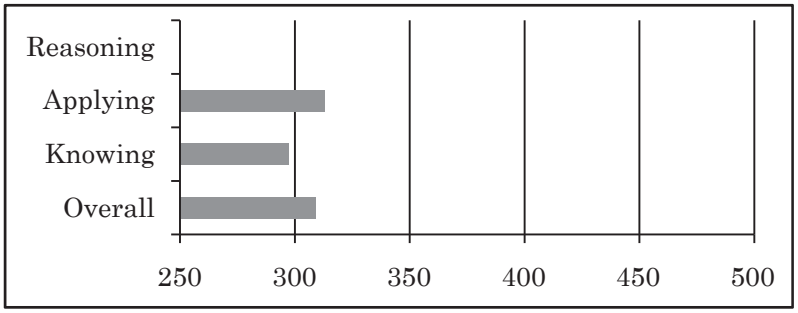

Figure 5: Relative strengths of Grade 8 students in the mathematics cognitive categories

Gender Differences in Achievement in Science Content Areas

The average achievement of the Grade 8 Ghanaian girls and boys who participated in the TIMSS 2007 is presented in Table 8. The performance of both boys and girls was statistically significantly below the TIMSS scale average of 500. However, on the average, the boys performed statistically significantly better than the girls by 29 scale score points.

Table 8 Differences in achievement in the science by Gender

	All	Girls	Boys
Proportion of students in sample	100	45 (0.8)	55 (0.8)
Mean scale score	303 (5.4)	288 (5.9)	316 (5.6)

Figure 6 presents average achievement for boys and girls in each of the content domains. The average achievement for boys was significantly higher than that of girls in all four content domains. Both boys and girls had their best

performance in Chemistry, and the worst performance in Physics.

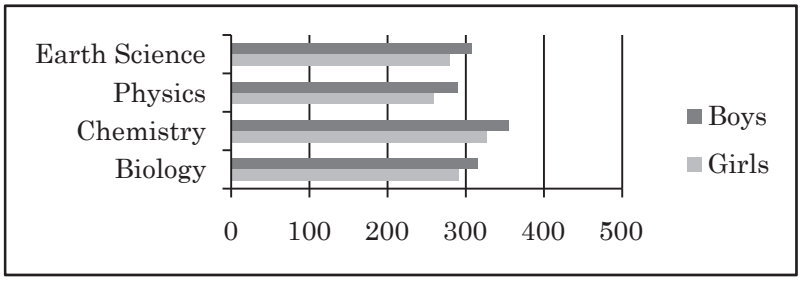

Figure 6: Gender differences in achievement in science content areas

Figure 7 presents average achievement for girls and boys in each of the science cognitive domains. The average achievement for boys was significantly higher in two cognitive domains for which data was available.

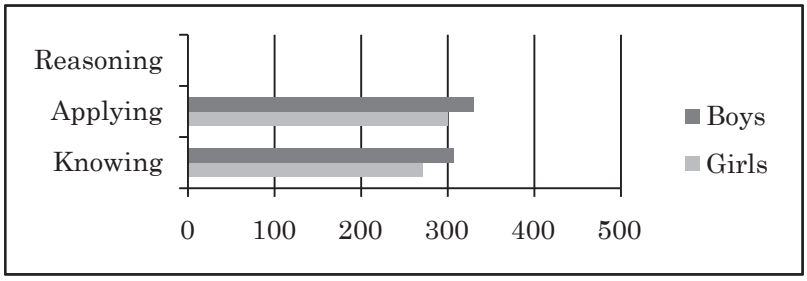

Figure 7: Gender differences in achievement in science cognitive domains

Since data on gender differences in achievement in the three science cognitive domains was unavailable for the TIMSS 2003 assessments, no comparison with the performance in 2007 could be made in this domain. The average achievement in mathematics of the Ghanaian girls and boys who participated in the TIMSS 2007 is presented in Table 8. The performance of the boys and girls was statistically significantly below the TIMSS scale average of 500.

Table 8 Differences in achievement in the mathematics by Gender

	All	Girls	Boys
Proportion of students in sample	100	45 (0.8)	55 (0.8)
Mean scale score	309 (4.4)	297 (5.0)	319 (4.4)

Figure 8 presents average achievement for boys and girls in each of the mathematics content domains. The average achievement for boys was significantly higher in all the four mathematics content domains. Both boys and girls had their best performance in the Algebra domain, and the worst performance in Geometry. On the average, the boys were statistically significantly better than the girls by 22 scale score points.

Figure 9 presents average achievement for girls and boys in each of the cognitive domains. The average achievement for boys was significantly higher in two cognitive domains for which data was available. On the average, the boys were statistically significantly better than the girls by 22 scale score points.

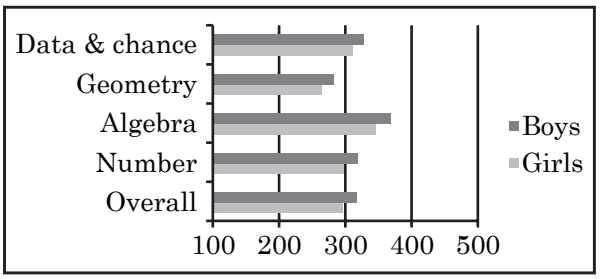

Figure 8: Gender differences in achievement in mathematics content areas

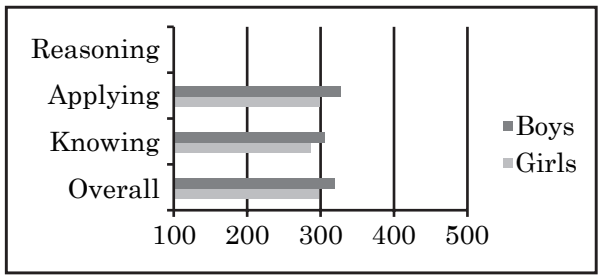

Figure 9: Gender differences in achievement in mathematics cognitive domains

Conclusion

This paper has dwelt extensively on Ghana but the issues discussed can stimulate reflection on commonalities with the experience in developing countries. The paper has highlighted the complexity of the difficult concept of quality and some of the different perspectives from which quality is assessed. The paper focused on only one input variable (funding) and outcome variable (test scores) to assess the quality of education in Ghana. Funding of basic education shows that declining financial resources are being allocated to basic education which could have adverse effect on quality of education.

Even though the sample of students who took part in the TIMMS 2003 and 2007 international tests may not representative of Ghanaian students, the results is an indication of what may be happening in the larger population of students in the Ghanaian school system. Quality of education from the perspective of test scores using TIMSS assessment shows that the quality of education received by Grade 8 Ghanaian students who took part in the TIMSS test was poor but improving. The performance shows the students are not internationally competitive. Also, disparity among students in science and mathematics performance shows that either the students were not receiving similar quality of education or they were not learning enough to be competitive. The performance of boys and girls were significantly different with boys outperforming girls in both content and cognitive domains. Whatever definition of quality of education, the case of Ghana shows that quality of education needs improvement.

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[Speaker Presentation]

Quality of Education needed for Mathematics: Findings from IEA TIMSS and OECD PISA Results

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1. Discussion Point; Quality of Education in Japanese Mathematics from International Perspectives

- High Achievement, Low Attitudes - since 1964
- Factors lead High Achievement; Curricula, Textbooks, Teaching
- Reasons for Low Attitudes; Does High Achievement lead Low Attitudes ?
- Mathematics v.s. Real World - Problem solving within/outside Mathematics

2. Characteristics of IEA TIMSS and OECD PISA

2.1 IEA TIMSS (Trends in International Mathematics and Science Study)

IEA (International Association for the Evaluation of Educational Achievement)'s First International Mathematics Study was conducted in 1964. IEA uses the curriculum, broadly defined, as the major organizing concept in considering how educational opportunities are provided to students, and the factors that influence how students use these opportunities. TIMSS curriculum model has three aspects.

- Intended Curriculum; National, Social and Educational Context
- Implemented Curriculum; School, Teacher and Classroom Context
- Attained Curriculum; Student Outcome and Characteristics

2.2 OECD PISA (Programme for International Student Assessment)

OECD (Organization for Economic Co-operation and Development) PISA has been conducted since 2000. 'Literacy' concept was introduced to measure 15 years-old students' knowledge and skills after their graduation. Key components of Mathematical literacy are

- To identify and understand the role that mathematics plays in the world
- To make well-founded judgments
- To use and engage with mathematics

3. Quality of Education in Japanese Mathematics from International Perspectives

3.1 Second International Mathematics Study (SIMS)

Japan was top in 20 countries in SIMS in Grade 7 and attitudes toward mathematics were negative. "The Underachieving Curriculum" (C.McKnight,1987,USA) argues that Japan's high scores are due to excellence of curriculum."Curriculum and Evaluation Standards for School Mathematics" (NCTM, 1989,USA) suggest that establishing a common curricula nationwide will improve mathematics achievement.

- Other Results of Japan: Very Little use of calculators, Gender difference; Low confidence
  Low attitude and High achievement.

3.2 Third International Mathematics and Science Study (TIMSS1995)

Singapore was high achievement and high attitudes in TIMSS1995. Not only Japan but also Singapore, Korea, Hong Kong are high achievement.

3.3 TIMSS1995, 1999 Optional Study; Video-taped Study

- Japanese lesson pattern as 'problem solving' can be associated high scores: reviewing the previous lesson, presenting the problem for the day, students working, discussing solution methods, summarizing (TIMSS1995 Video Study; Germany, Japan, USA)
- Different methods of mathematics teaching can be associated with high scores : the comparison between Japan and Hong Kong; introducing new contents, practicing new contents (TIMSS1999 Video Study; Australia, Czech, Hong Kong, Japan, Netherlands, Switzerland, USA)

3.4 PISA (Knowledge and Skill for tomorrow's world)

- Reading Literacy, Mathematical Literacy, Scientific Literacy, Problem Solving
- Around OECD average on Reading Literacy
- Top level but not top on Mathematical Literacy and Scientific Literacy
- In Japan target was student in Grade 10, but in many countries varies in several grades.

3.5 IEA's Trends in International Mathematics and Science Study (IMSS2007)

There is a substantial gap in Grade 8 achievement between 5 Asian countries and the other countries. High average countries scores are high in each mathematics cognitive domain;' Knowing' ,'Applying' , Reasoning'. Countries of high scores for mathematics tend to negative in student's responses for 'Enjoy', 'Boring', 'Like' Mathematics are

4. New Mathematics Curricula

New curricula in Japan will be put in forth in all elementary schools in April 2011 and in all lower secondary schools in April 2012. New curricula for mathematics and science will be put in forth in advance in 2009 as a transitional measure; More emphasis on mathematics and science from the results of International Study.

- Number of class periods spent on mathematics and amount of content will be increased
- More emphasis on mathematical thinking, representing and make judgment based on mathematics, appreciation, enjoyment of mathematics
- More emphasis on statistics and other areas related to our daily lives

Appendix: 'Interest in Math' tends to change

Longitudinal data was analyzed for same 314 students from Grade 5 (1989) to Grade 12 (1996)/by NIER Japan. There are 5 alternatives; '5: intersting', • • • '1: not interesting' on 'Interest in Mathematics' Changing pattern is 313 for 314 students. Interest in Mathematics tends to change easily and it is important for teacher to pay attention to increase students motivations.

[Speaker Presentation]

CONCEPT AND FUNCTION OF QUALITY EDUCATION

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Introduction

During the 1970s and 1980s, most policy makers concerned with education in developing countries limited their attention to school access or enrolments. Over the years however, it became clear that access to school was not sufficient to ensure a decent level of basic learning. While the gains in enrolment had been quite impressive in many parts of the world, including the Sub-Saharan African region, low quality and high dropout rates led to the perception that many of the children left school without having obtained a sustainable level of basic reading, writing and numeracy skills. The rising concern with education quality was strongly reflected in the protocols of the World Conference on Education for All held in Jomtien, Thailand in 1990 and the World Education Forum held in Dakar, Senegal in 2000. It was perceived that ensuring education quality is a necessary complement to educational access and hence quantity and quality had to go hand in hand. This paper focuses on the educational traditions and notions of quality and its concept, and its function of quality education.

Education traditions and notions of quality

Quality education is a relative concept. Educators who seek particular defined outcomes tend to rate it in those terms and will rank educational institutions according to the extent to which their graduates meet those outcomes. The standard of comparison would be in some sense fixed and different from the values, wishes and opinions of the learners themselves. By contrast, there are approaches which emphasise the perceptions, experiences and needs of those involved in the learning experience and should mainly determine its quality. These different emphases have deep roots and are reflected in the major traditions of the development Western educational thought. This section will highlight some of the traditions.

Among the major traditions is the *humanist approach* which is influenced by the educational thought of leading Western philosophers. In their perception, human nature is essentially good and individual behaviour is autonomous. These principles have had some relevance on the educational practice, where learners are expected to be at the centre of the learning process. A type of education which is strongly influenced by the learner's action is judged to be central to developing the potential of the individual child. The acquisition of knowledge and skills requires an active participation of the individual learner (Curtis and Boultwood, 1968; UNESCO, 2004).

Another important tradition is the of the *behaviourist approach* which was based on behaviourist theories of Skinner and Pavlov and advanced by leading curricula specialists like Tyler (1949) and Bloom (1964) who set out educational objectives against which finely tuned instruments could be developed. Behaviourist approach is based on manipulation of behaviour through a specific stimuli. Its basic characteristics are that: learners are not intrinsically motivated or able to construct meaning for themselves; human behaviour can be predicted and controlled through reward and punishment; cognition is based on the shaping of behaviour. Quality in the behaviourist sense is judged through standardized, externally defined and controlled curricula, based on prescribed objectives and defined independently of the learner. (Curtis and Boultwood, 1968; UNESCO, 2004).

The third traditional thought is that of the *critical approach* which encompasses a large array of philosophers,

sociologists as well as the de-schoolers who have critiqued both the humanist and behaviourist approaches. Although the critical approach has embraced a large philosophical thought, they share a common concern that education tends to reproduce the structures of social inequalities of the wider society. For example, they question the belief that universal schooling will result automatically in equal development of learners' potential. They therefore advocate for emancipatory pedagogy which should empower marginalized students by helping them analyse their experience and in that way redress social inequality and injustice.

In less industrialized/developing countries some important efforts have been to articulate alternative development paradigms that are rooted in the realities of their socio-economic and political settings which arise as challenges to the legacies of colonialism and underdevelopment and which apply to the different spheres of development including education. Some leading examples were the development ideas of Mahatma Gandhi and Julius Nyerere. *Ujamaa* or Socialism as was advocated in the *Arusha Declaration* and *Education for Self-Reliance* in Tanzania, for example, set out an *indigenous approach* to education, which placed emphasis on culturally relevant system of education which aimed at preserving and transmitting traditional values, promoting self reliance, fostering cooperation and equality (Nyerere, 1973). (UNESCO, 2004).

The concept of education quality

In studies of quality and equality issues in education in third world countries, it is pointed out that there is as yet no consensus on the definition of the term "quality". More importantly, notions of quality change over time and are tied to societal values. Another important point that has been raised relates to the relative paucity of meaningful data that could provide indicators of quality.

For many people, casual and expert observers, political authorities, parents and communities, teachers and education administrators, "education quality" is defined by national examinations. In their role of measuring quality, they actually specify what it is that they want. The logic of such an orientation is quite straightforward. Education systems set objectives. Those objectives are then operationalised in the curriculum and teachers' guides. The mastery of the curriculum is measured by national examinations. Hence the best indicator of high quality education is a high score on the national examinations. When students perform well on national examinations, then it is reasonable to conclude that they have had a high quality education (Samoff, 2007). In this regard, when families see that the poor quality of schooling will not provide their children with the skills or diplomas they are sent to acquire, they stop sending their children to school. However, the focus on examination results especially in developing countries can be detrimental to the quality of teaching and learning as teachers tend to rely on rote teaching and learning to prepare children for the tests (O'Sullivan, 2006).

Many studies continue to show that efforts to engage with quality are fraught with difficulties, not least of which is a consideration of what quality is. Equally problematic are efforts to effectively achieve, improve and measure quality. Consequently, as much as a lot is written about quality, a reading of the literature can be quite confusing as numerous and conflicting definitions of quality are presented, depending on how the term is conceptualized. The normative nature of the concept provides some explanation for this particular situation. As Motola (2001) points out "debates in the international literature faces the difficulty in finding a definition of quality that would apply to all situations." There are for example, educators whose conceptulisation of quality is grounded in a competency approach, where quality is the effectiveness of the degree to which objectives are met or described levels of competence are achieved (Adams, 1993).

There are also some educators who argue that the concept of quality is elusive because its content depends upon how we choose to define our preferred outcomes of schooling. It is however, noted that common to all education systems is the objective of improving the cognitive achievement of pupils. Furthermore, all nations also wish to help

create, through education, better citizens, namely; people who can support and help strengthen the values that the particular society holds dear. The former objective is universal in form and content. The latter objective is not, which means that cross-national comparison of the quality of education is only partly possible. Such an endeavour has historically focused upon comparing the performance of school leavers in national or international tests of cognitive achievement. By implication those school systems with leavers who consistently score highly on such tests are taken to be of a higher quality than those having leavers who typically do less well. There are for example factors which are ignored in the selection, such as whether the socioeconomic background of students in different schools is similar or the income levels of the localities chosen are comparable. These and related factors have considerable influence if cognitive outcome differences which are attributed to school-level variables (Colclough, 2005).

In addition, there are educators who define quality within a contextual setting. A contextual definition/ conceptualization of quality education can address the problems associated with the normative nature of the concept. In this regard, quality is grounded in the cultural traditions, social relations and economic and political life of the people. Quality education, in this context is unique to each nation and culture. A notable Minister of Higher Education, Training and Employment Creation in Namibia is quoted to have aptly described that the notion of "quality and standards should be measured in relation to the context and environment in which education is located." (O'Sullivan, 2006). ty.

The literature on the definition of education quality is quite massive and hold different and contradictory positions, which is not possible to summarise it here. What seems however, clear is that while it has become increasingly popular in the discourse of education, especially in the less industrialized countries, there is little consensus on what it means and a universal valid way of measuring it (Lowe and Instance, 1989; Smith, 1997). As already discussed, there are scholars who have described the quality of education in terms of the extent to which, and the manner in which aims and functions of education are achieved. Aims are the anticipated effects of learning and functions refer to what schools are expected to accomplish Vedder, 1994). The notion of quality is therefore relative. It changes over time and differs geographically due to variations of aims, functions and the means to realize them. In this regard, the quality of education is linked to people and how they perceive education (Rissom, 1992).

As a multi-faceted concept, most definitions highlight the different elements of the basic input-process-output model that commonly underpins education research and policy analysis (UNESCO, 2002). Here quality is associated with the view that efficiency in the school system refers to a ratio between inputs and outputs. In this regard, a more efficient system obtains more output for a given set of resource inputs, or achieves comparable levels of output for fewer inputs, other things being equal. The output of education refers to that portion of student growth or development that can be reasonably attributed to specific educational experiences (Lockheed and Hanushek, 1988; Stephens, 1997). Each of these aspects is turn made up of a number of variable elements.

In the analysis of indicators of educational quality, there are a number of internationally recognised indicators of quality that are highlighted in the substantial body of literature which attempts to determine the appropriate school quality *inputs* required to boost student achievement. For example, Torres (2003) highlighted the World Bank's reliance on nine indicators of quality in primary education. In her review priority indicators, according to the World Bank were in the following order: (1) libraries; (2) instructional time; (3) homework; (4) textbooks; (5) teacher subject knowledge; (6) teacher experience; (7) laboratories; (8) teacher salaries; and (9) class size. It is generally perceived that school improvement focused on *input* and *process* quality measures, especially on the learning end is likely in principle to have the effect of improving output quality, namely; student achievement since students are able to better master the curricular content that is mandated for each grade (N'tchougan-Sonou, 2001).

The World Bank tends to equate quality with efficiency in attaining school outputs. It utilises school achievement (cognitive achievement of pupils or efficiency of output compared to inputs to measure quality (Psacharopoulos, 1981;

Heynemann and Loxley, 1983). Its position on the strong relationship between students' cognitive achievement and the provision of inputs features highly in its sponsored study by Lockheed and Verspoor, *Improving Primary Education in Developing Countries*, in which it is stressed that "the achieving of the correct mix of inputs will bring about the desired outputs" (Lockheed and Verspoor, 1991). It identified five major in-school areas for improving the quality of education. These included: improving curriculum, increasing learning materials; increasing instructional time; improving teaching; and increasing the capacity of students. In general terms research on inputs has focused on materials such as textbooks, desks, blackboards as well as teachers and students.

The outputs include proxies of achievement (promotion and completion rates) as well as measures of actual achievement which include the kinds and quantity of facts and skills learned. The *output* characteristics of quality education is therefore the quality of student achievement and it is the amount and degree or perfection of learning according to the various levels of intellectual achievement, from recall to application and creative innovation. A minimum level of quality is a full functional literacy and a good mastery of basic mathematical operations including the capacity to apply them to simple everyday problems (Bergmann, 1996). In the World Bank's study on *Education in Sub-Saharan Africa* (World Bank 1988), it is noted that when an attempt is made to measure output as a direct indicator of quality, the most common approach is to concentrate on the scores of cognitive achievement. It is emphasized that such an approach makes sense to the extent that enhancing cognitive achievement is prominent among educational goals and contributes centrally to a student's ultimate productivity. Citing results of tests carried out by the International Association for the Evaluation of Educational Achievement (IEA), it was concluded that the quality of education in Sub-Saharan Africa is well below world standards. One explanation for this low quality was that expenditure per student, a highly aggregated proxy for educational inputs, was very low by world standards. Per student expenditure in African education was not only low but was declining. The combination of essentially constant budgets since 1980 and rapidly expanding enrolments had made the financing of education's recurrent costs ever more difficult (World Bank 1988).

In the *process factors*, emphasis is placed upon the experience and the complex process that interact in the daily delivery of education. The extent to which inputs can improve quality is directly related to the extent to which teachers effectively use them to improve the teaching and learning process. The process quality is therefore, the quality of the teacher-pupil interaction in the teaching-learning process. It means the use of teaching approaches suited to the given situation such that pupils' opportunities to learn are optimized. Normally, if classroom conditions permit, it means pupil-centred methods of instruction, a full mastery of the lesson content by the teacher, a calm and 'orderly' learning environment, and availability of the basic materials needed for pupil activities and exercises. It also means error-free and relevant teaching content as much as the absence of fear among pupils. The quality of the teaching and learning process depends on the quality of the curriculum, of its contents, methods and manner of implementation. The quality of curriculum implementation depends in turn on the teaching and learning materials, the working conditions, and the pedagogical skills of the teachers, the total instructional time, and on the importance assigned to quality by the key stakeholders. These factors depend, to a large extent on the control exercised by the school and the parents themselves (Bergmann, 1996).

In terms of *input-process-output* measures of quality, it is generally believed that intervening at the school and classroom levels as being crucial in raising the quality of primary education in Sub-Saharan Africa as ultimately educational quality is obtained through pedagogical processes in the classroom where knowledge, skills, dispositions are acquired (Anderson, 2002; Verspoor, 2003). Therefore, managing the quality of classroom interaction is seen as the single most important factor in improving the quality of teaching and learning, particularly in contexts where learning resources and teacher training are limited. (Anderson, 2002; O'Sullivan, 2004).

In addition, sex differences in school enrolment often emerge during teenage years, suggesting that school quality,

particularly those aspects affecting retention, may also have a gender dimension. In which case, it is not only critical to identify what school factors affect enrolment and retention more generally, it is also important to determine which ones matter more for girls and which ones matter more for boys. This is because boys and girls may have different experiences in the same school as a result of differences in curricular opportunities within the school; differences in treatment by individual teachers; and differences in rules, regulations and administrative practices. Furthermore, even if the school environment is the same for both boys and girls, gender differences in school outcomes could occur if particular aspects of that environment have a differential impact on the retention of boys and girls (Lloyd et al. 2000).

The function of good quality education

Although the concept of quality education is still contentious, it is clear from a lot of research that good quality education facilitates the acquisition of knowledge, skills and attitudes that have intrinsic value and also help addressing important human goals. Evidence is now clear-cut on the links between good education and a wide range of economic and social development benefits. Better school outcomes as reflected in student scores are related to higher income in later life. Empirical work has also demonstrated that high quality schooling improves national economic potential. There are also strong and significant social benefits. It is now believed that the acquisition of literacy and numeracy, especially by women, has an impact upon fertility. More recently, it has become clear that cognitive skills required to make choices about HIV and AIDS risk and behaviour are strongly related to levels of education. Among the identified key functions include the following, among others.

Part of the returns to school quality come through continuation in school. Consequently, students who do better in school, as evidenced by either examination grades or scores on standardized achievement tests tend to go further in school or university. In this regard, higher student achievement keeps students in school longer, which leads, among other things, to higher completion rates at all levels of schooling.

Using simple measures of basic cognitive skills, the studies show that such skills are separately important in determining earnings, apart from the effect of schooling attained. Although there is still data paucity, which suggests the need for caution in interpreting the results due to other extraneous factors, there is some strong evidence associated with increase in test scores suggesting a substantial return to higher levels of cognitive skills and the probability of higher levels of school quality (Glewwe, 2002).

Quality education is perceived to have a strong impact on a country's development goals. It is generally believed that formal schooling is one of the key contributors to individual skills as well as human capital. Although there are other factors which play a similar role, schools have a special place, not only because education and skill creation are among their prime explicit objectives, but also because they are the factors most directly affected by public policies. It is also well established that the distribution of personal incomes in society is strongly related to the amount of education people have had. In general terms, more schooling means higher lifetime incomes. These outcomes emerge over a long term. It is not people's income while at school that is affected, nor their income in their first job, but their income over the course of their working life (UNESCO, 2004).

Quality education is also perceived to have an impact on a country's economic growth. The relationship between measured labour force quality and economic growth is said to even a much stronger influence than the impact of human capital and school quality on individual productivity and incomes. Economic growth determines how much improvement can occur in the overall standard of living of a society. More specifically, a more educated society may translate into higher rates of innovation, higher overall productivity through firms' ability to introduce new and better production methods, and a faster introduction of new technologies.

Summary conclusions

Quality education is a relative concept. Educators who seek particular defined outcomes tend to rate it in those terms and will rank educational institutions according to the extent to which their graduates meet those outcomes. These different emphases have deep roots and are reflected in the major traditions of the development Western educational thought. In studies of quality and equality issues in education in third world countries, it is pointed out that there is as yet no consensus on the definition of the term "quality". More importantly, notions of quality change over time and are tied to societal values. Another important point that has been raised relates to the relative paucity of meaningful data that could provide indicators of quality.

Although the concept of quality education is still contentious, it is clear from a lot of research that good quality education facilitates the acquisition of knowledge, skills and attitudes that have intrinsic value and also help addressing important human goals. Evidence is now clear-cut on the links between good education and a wide range of economic and social development benefits. Better school outcomes as reflected in student scores are related to higher income in later life. Empirical work has also demonstrated that high quality schooling improves national economic potential. There are also strong and significant social benefits. It is now believed that the acquisition of literacy and numeracy, especially by women, has an impact upon fertility. More recently, it has become clear that cognitive skills required to make choices about HIV and AIDS risk and behaviour are strongly related to levels of education. Among the identified key functions include the following, among others.

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[Speaker Presentation]

THE CONCEPT OF QUALITY OF EDUCATION FROM THE PERSPECTIVE OF LATIN AMERICA AND THE CARIBBEAN

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" There are no favorable winds for someone who does not know where they are going"
Séneca

BASIC POINTS OF DEPARTURE

What is a human being?

We have felt the need to begin from the previous question because whatever the role which circumstantially falls on us to play in life (student, teacher, father of a family, educational administrator, etc.), what we all have in common is the fact that we are human beings. For this reason it appears to me to be useful and, at the same time necessary, to initiate this presentation attempting to respond to this crucial question.

Independent of the diversity existing among other human beings, we have the same biological structure which makes us belong to the human species. Each member of the human species has three dimensions:

- Corporal dimension
- Rational dimension
- Emotional dimension

Consequently, we are physical beings who think and feel. When these three dimensions are in perfect harmony and balance, the human being is in a condition to appropriately develop and form.

A good education should favor the individual to develop and form according to his potential in accordance with that which can be expected at each stage or time of growth. A good system of evaluation of the quality of education should have this holistic approach which permits to identify which of these dimensions of being human are affected and why.

The previous reflection leads us to the need to deepen in relation to what we understand by quality of education.

Usually in the field of pedagogy, and of social sciences in general, there is a lack of definition and ambiguity of terms which makes each individual attribute a different meaning to a single meaning or word. That is, each interprets the same word differently, and this leads to significant difficulties in communication. What is even more important is it limits the integration of efforts in attaining goals, which specifically could be attaining a high-quality education for all.

At times it appears it is known what the quality of education is, but it is not possible to express it. For this reason, in the following we humbly attempt to define what we understand by this.

It seems that the most logical is to commence by undertaking and studying, in depth, the concept of quality. In spite of the difficulty that this undertaking involves, we accept the challenge of offering definitions of this concept which help to clarify its content and scope.

Etymologically, "quality" comes from the Latin *quálitas*, which is a derivation from the Latin *qualis*. The dictionary "Diccionario Etimológico Castellano e Hispánico" [Spanish and Hispanic Etymological Dictionary] by Corominas and Pascual indicates: "In Latin qualis," "of a certain kind," "how," "of what class," indicates the quality, the state of being.

On reading the dictionaries of the Real Academia de la Lengua Española, of Spanish Usage, by María Moliner, and the "Ideológico de la Lengua Española," by Julio Casares, it is possible to infer the following meanings for the word "quality":

1. Property or set of properties inherent to something, which permits to consider this as the same, better or worse than the remainder of its kind.
   Example: This fabric is of lower quality.
2. In an absolute sense, good quality, superiority or excellence.
   Example: The quality of Jerez wine has dominated all markets.

As we see in the previous meanings, on the one part, quality, understood as a characteristic of quality, is a neutral word that does not imply judgments of value and to which we should add a description, an adjective. On the other hand, quality, understood in absolute terms such as superiority or greater advantage of something, is an ambiguous term, to which each may provide a very specific meaning. The latter is the meaning with which quality of education most frequently appears in literature, although to us it appears to be a drawback.

Now we consider it necessary to define what we understand by "education." In this regard, we assume the definition which is provided by Grupo Pedagogía del Instituto Central de Ciencias Pedagógicas de Cuba [Pedagogical Group of the Central Institute of Pedagogical Sciences of Cuba] when it states that:

"Education is a consciously organized, directed and systematized process on the basis of a determined pedagogical concept, which establishes as a more general objective the multilateral and harmonious training of the student, in order to integrate the society in which they live and contribute to its development and improvement. The essential core of this training has to be moral wealth."[1]

The quality of education is primarily a social and political problem - and not only pedagogical and technical - for which it is improbable that a universally accepted definition can be found.

Tendencies existing in the world in regard to the definition of the concept "quality of education"

A careful analysis of the literature in Cuba, and in another 10 countries of Latin America and Europe in regard to the treatment given to the concept "quality of education," brings us to the conclusion that, in general, there are three clearly defined tendencies on undertaking this: an attempt to discuss and define it on a constituent or conceptual basis; that is, to theoretically define it; the second attempts to define it on an operational basis, through a set of indicators; and the third eludes definition.

Based on specific examples, in following we will analyze each of the tendencies referred to.

First tendency

The Argentine author Pedro Lafourcade indicates that:

"a quality education may mean what makes possible the understanding of a disinterested knowledge which is manifested in the acquiring of a scientific or literary culture, which carries out the maximum capacity to generate richness or convert someone into a suitable human resource to contribute to the productive apparatus; which promotes sufficient critical spirit and strengthens the commitment to transform a social reality deranged by the rule of a powerful structure which socially benefits a few, etc."[2]

This author attempts to offer a theoretic definition of the concept of quality of education. In our opinion, in doing

[1] Collection of authors of Grupo Pedagogía del Instituto Central de Ciencias Pedagógicas, Cuba, Principales Categorías de la Pedagogía como Ciencia [Main Categories of Pedagogy as Science]. Journal, 1997, page 29.

[2] Lafourcade, Pedro. Calidad de la Educación [Quality of Education], Dirección Nacional de Información, Difusión Estadística y Tecnología Educativa del Ministerio de Educación y Justicia [National Department of Information, Diffusion of Statistics and Educational Technology of the Ministry of Education and Justice]. Buenos Aires, April, 1988, page. 1.

so, he uses the acceptance of the term "quality" which gives it an adjectival character when speaking of "education of quality," thus assuming the existence of education "without quality." Thus, in our opinion, he commits a philosophical error, since the quality of all objectives (in this case, education) is linked to the entire objective, it completely encompasses it and inseparable from this. The concept of quality is linked to the objective which, being the same, cannot lose its quality. Unfortunately, most authors prefer this acceptance of the word "quality," which renders it an absolute character, which we consider a drawback and inaccurate.

Consequently, all education has a determined quality. However, this may be more or less (quantity), to the extent that these characteristics approach or depart from the philosophical, pedagogical, psychological and sociological paradigms which prevail over a specific historic society.

On the other hand, for our society, the central objective of education is not the training of a suitable "human resource" but that each man and woman develops fully, in accordance with their potential, and is capable and able to apply their talents and energies to the service of society from universal and national values which it has appropriated. In addition, education should not only enable the understanding of "knowledge," but also a "knowledge of how" and "knowledge of being." The latter is determined by the formation of a set of qualities of the personality - not reduced to having a determined critical spirit - which enables the individual to learn to "live together with other human beings," accepting them as legitimate "others."

Within this first tendency, we can assume the existence of several subtendencies, of which the main one is that which presents "definitions centered on the process vs. definitions centered on the product."

Most theoretic definitions found relate to the quality of the results. One of these is as follows:

"An education will be of quality to the extent that all the elements which intervene in this are directed toward the best possible attainment."[3]

Education, understood as a simple review of the end results, loses sight of the consideration of the center as an ecosystem which permits to explain and give meaning to the general functioning, and to the processes through which educational teaching activities are carried out.

Esteban and Montiel (1990) show an example of theoretic definition of the concept of quality of education, centered in the process:

"Process or principle of performance which does not exclusively aim at obtaining immediate or final results, but, fundamentally, a method of approaching things, little by little, to attain the best possible results in view of what we are required to provide and of the real existing possibilities and limitations."[4]

We understand the quality of education as a tendency, as a path, as a continuous construction process and as perpetual improvement of the results.

Another important subtendency groups a set of authors which, in an attempt to provide a theoretic definition of quality of education, proposes to center this in one of the elements which intervene in the teaching-learning process or influence this. Thus, we find definitions which provide priority to the curriculum, to the student, to the teacher, to the institution as a whole, etc. The following are some examples:

Centered on the faculty

"The objective of the study of quality of education consists in understanding it better, in clarifying how it can be attained and in channeling the resources to assist all teachers in improving the existing level of performance and thus

[3] Cobo, J.M. El reto de la Calidad en la Educación. Propuesta de un Modelo Sistemático [The Challenge of Quality in Education. Proposal of a Systematic Model]. En Revista Educación [Educational Journal], No. 308, Spain, page 358.

[4] Esteban, M.C.; Montiel, J.U. (1990). Calidad en el centro escolar [Quality in an Educational Institution]. En Cuadernos de Pedagogía [In Pedagogy Notebooks], Spain, No. 186, page. 75.

satisfying public expectations of the investment in the education system."[5]

"The quality of teaching is conceived as the permanent optimization process of the professor's activity which promotes and develops the training of the student."[6]

Centered on the student

"The ultimate destination of the effort for improving the quality of education is the students. It is they who finally should benefit by the better operation of the teaching centers. What it is attempted to attain is that the students, all students, and according to their possibilities, learn more and better, learn to learn by themselves, develop a taste for studying, a desire to know more, and progressively reach a personal, social and moral maturity which allows them to act responsibly and independently."[7]

Centered on the curriculum

"Quality consists in planning and evaluating the optimum curriculum (according to the optimum criteria of each country) for each student, in the context of a diversity of individuals who learn."[8]

Centered on the educational institution

"Quality of education, inasmuch as it is manifested in a valid product, will basically depend on what occurs in the school, the structures and processes of the educational institutions."[9]

Each of the previous definitions gives light on the essentials which should be attained in the tasks of each educational agent, and on the vital elements of the educational system, such as the school and the curriculum. But it is necessary to build a more holistic vision of the concept of quality of education, in order to "catch" it's essential elements "as a whole."

Second tendency

The Mexican author Silvia Schmelkes maintains:

"In countries such as ours, in which the universalization of basic education is still not a reality, it is important to stipulate that due to the quality of this level of education we are understanding a complex concept which at least includes the following components:

a) *Relevance*: To be of quality, an educational system should be capable of offering training to its real and potential demand which are relevant for the present and future life of the students and for the present and future needs of the society in which they develop. The relevancy of the educational objectives and achievements becomes an essential component in order to understand the quality of education, basically because this has a lot to do with the capability of ensuring coverage and permanency of the students within the educational system.
b) *Effectiveness*: I understand effectiveness as the capacity of a basic educational system to attain the objectives - assuming that these are relevant - to all the students who theoretically should meet the standard, and within the times allowed for this. An educational system will be more effective to the extent that this objective is

[5] Wilson, J.D. Cómo Valorar la Calidad de la Enseñanza [How to Evaluate the Quality of Teaching]. Paidós/MEC, Madrid, 1992, page. 34.

[6] Carr, W.; Kemmis, S. Teoría Crítica de la Enseñanza [Critical Theory of Teaching]. Editorial Martínez – Roca, Barcelona, 1988.

[7] MEC. Centros Educativos y Calidad de la Enseñanza [Educational Institutions and Quality of Teaching]. Centros de Publicaciones del MEC, Madrid, 1994, page. 33.

[8] Wilson, J.D. Cómo Valorar la Calidad de la Enseñanza [How to Evaluate the Quality of Teaching]. Paidós/MEC, Madrid, 1992, page. 34.

[9] De la Orden, A. (1993). La Escuela en la Perspectiva del Producto Educativo. Reflexiones Sobre Evaluación de Centros Docentes [The School in the Perspective of the Educational Product. Reflections on the Evaluation of Educational Institutions]. En Bordón, Vol. 45, No. 3, page 264.

approached. This concept includes that of coverage, permanency, promotion and of real learning.

c) *Equity*: A basic education system - which is the level presented as obligatory for the entire population of a determined age - in order to be of quality, should depart from the recognition that different types of students receive basic education with different starting points. On doing so, it is proposed to offer differential support in order to ensure that the objectives of education are attained, on an equitable basis for all. Equity implies giving more and providing more support to those who require it. Equity will be reflected in the effectiveness.

d) *Efficiency*: A system will be of higher quality inasmuch as, compared with another, it attains similar results with fewer resources."[10]

This author assumes the same position as already commented on previously, in relation to the use of the expression "education of quality." Although from the beginning of this work we clarified that this meaning of the word quality is very common, in our opinion it is not philosophically appropriate. In addition, from an operational definition of the concept of quality of education, without a precedence of its theoretic definition, it causes us to lose the relationship between the theoretic and practical and, consequently, it leaves many essential questions unanswered. For example, when can we say a training, an objective or an educational achievement is relevant?

Third tendency

In their book "Claves para una Educación de Calidad," [Keys for a Quality Education], the Chilean authors Juan Casassus and Violeta Arancibia state: "Quality of education is one of those significant, mobilizing and emotionally charged concepts which is extensively handled in society. Its richness is precisely based on its ambiguity."[11]

From the philosophical viewpoint, in general, and logical viewpoint, in particular, we consider this position inadequate for purposes of being able to penetrate the essence of this complex objective, which is the quality of education (CE). Defining, characterizing, exemplifying, dividing, limiting and generalizing a concept are logical operations of thought which should be carried out for an in-depth understanding. There is no doubt that if there is insufficient clarity in regard to the essence of this concept, little can be done to design an appropriate system which permit to evaluate it.

What position should we then take? What tendency do we belong to? Although all the efforts to determine what quality of education is are valid, and contribute to the penetration of its essence, we share the opinion that although the road to understanding an objective is infinite, there are routes which facilitate this while others make it more difficult.

In his Philosophical Notebooks, Lenin maintains assures that "knowledge is the eternal and infinite approximation of thought to the objective. The reflection of nature in man's thought should be understood, not in inert or in abstract form, not lacking movement, not lacking contradictions, but rather in the eternal process of movement, in the emergence of contradictions and in their solution."[12]

From his words, it emerges that the understanding of the problem of knowledge as a process in which human beings, as a cognoscente subject, go in search of the objective truth through a dialectic road of infinite absolute and relative truths. This reflects the nature of the contradictory nature of knowledge; while its infinite and inexhaustible character allows us to approach, more and better each time, the essence of the objective or phenomenon which we wish to know.

Due to all the above, it appears necessary to us to depart from a theoretic definition of the quality of education

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[10] Schmelkes, Silvia. Document 3. Programa Evaluación de la Calidad de la Educación [Evaluation Program of the Quality of Education]. Cumbre Iberoamericana, 1997, pages 4 - 5.

[11] Casassus, Juan and Arancibia, Violeta. Claves para una Educación de Calidad [Keys for a Quality Education]. Edit. Kapelusz, Buenos Aires, 1997, page 9.

[12] Lenin, Vladimir I. Philosophical Notebooks. Editorial Progreso, Cuba, 1974, page 67.

concept and derive an operational definition from this, whose effectiveness can be corroborated in educational practice by means of multiple multi-varied analysis. Systematically, these will allow us to increase what we know and reduce what we do not know regarding the quality of education.

Since we are not satisfied with the theoretic definitions found in the literature consulted, we will form our own, which we present in the following:

Quality of education refers to the characteristics of the context, the input, processes and results of the formation of man (which includes the three dimensions presented in the first part of this work). This is historically and socially conditioned and takes a specific expression from the philosophical, pedagogical, sociological and psychological thought prevailing in a determined society and is measured by the distance existing between the standard (the thought) and the data (what actually occurs in educational practice). This thought is realized in the end and objectives of education.

See our operational definition of the concept "quality of education" in the Annex.

ANNEX

Operational definition of the concept of "quality of education"

Once our theoretic definition of the concept of the quality of education has been broadly exposed, we are in a position to refer to our operational definition from this, with the latter being understood to be a system of indicators.

On attempting to give an operational definition to a complex concept, such as that of quality of education - we will group the variables or elements of which it is formed, such that the cause-effect relationship is made evident through the incident variable-result variable relationship.

VARIABLES OF THE PROCESS

School organization and environment

Dimensions	Indicators
1. Physical conditions	Constructional condition of the educational institution.
	Care of personal and real property of the institution.
	Space for recess, Physical Education classes and school Library.
	Completion of the shop and laboratory equipment.
	Adequacy and upkeep of the school furniture.
2. Hygienic – school conditions	Lighting.
	Acoustic insulation of the teaching premises.
	Ventilation.
	Water availability.
	Power.
	Sanitary services.
	Blackboard conditions.
3. Sociopsychological environment	Voice modes and tone of students and workers.
	Degree of satisfaction and commitment to the institution.
	Teacher, student and parent participation in making decisions and in the evaluation of their results.
4. School organization	Fulfillment of the teaching schedule and life.
	Rational distribution of human and material resources.
	Attendance and punctuality of students and teachers.
	Discipline and care of the study materials.

School direction

Dimensions	Indicators
5. Involvement of the administration team	Pedagogical vocation of its members.
	Work satisfaction.
	Expectations in respect to the development of their students.
	Sense of justice and pedagogical tact.
6.Operation of the administrative bodies	Political and technical leadership of the director.
	Preparation of the system of meetings and effectiveness of their resolutions.
	Knowledge, interpretation and application of educational policy, adjusted to its conditions.
	Knowledge of functional tasks (diagnostic of achievements and deficiencies, actions to eradicate the latter, control and evaluation of responsibilities and tasks of members).
	Integration relations established with other members or bodies according to the objectives of the institution.
	Degree of autonomy in relation to other levels of administration.
7. Style of administration	Combination of requirement with recognition for the effective fulfillment of collective functions.
	Providing the group with the possibility of establishing its goals and critically evaluating its fulfillment.
	Promotion of self-evaluation and critical evaluation strategies of its performance and of that of its subordinates.
	Establishment of free and cooperative interpersonal relations.
	Promotion of exchanges for feedback on the degree of satisfaction that the style of administration generates.

Teacher performance

Dimensions	Indicators
8. Conduction of the teaching – educational process	Degree of understanding of the content taught, of the Theory of Education, of General Didactics and of the specialty (includes an understanding of the target and objectives to be attained by the students, according to their stage of development).
	Degree of knowledge and handling of the individual psychological characteristics of the students.
	Degree of updated information regarding the students' learning.
	Motivation attained during class, and degree of involvement attained in the student, such that the process has significance and meaning for the student, throughout the activity.
	Appropriate performance during the teaching activity: orientation, execution and control.
9. Other pedagogical capacities	Quality of his verbal and nonverbal communications.
	Ability to appropriately plan the teaching-education process.
	Contribution to an appropriate socio-psychological environment in the classroom and in the school.
	Use of a variety of educational practices.
	Possession of an appropriate representation of his social duty and that of the institution.
	Effectiveness of his training and self-preparation.
10. Involvement	Pedagogical vocation.
	Self-esteem and self-efficiency.
	Ability to act fairly and with pedagogical tact.
	Level of professional and work satisfaction.
11. Work responsibility	School and class attendance and punctuality.
	Degree of participation in methodological sessions and in other workshops of reflection among teachers.
	Fulfillment of the standards.
	Professional level attained.
	Personal involvement in reaching decisions of the institution.
	Degree of relative professional autonomy.
	Fulfillment of that scheduled in the curriculum, adapted to the students' needs and the conditions of the school.

Dimensions	Indicators
12. Interpersonal relations with students, parents, administrators and colleagues	Level of concern and understanding of students' problems.
	Level of expectations in respect to the development of their students.
	Flexibility in accepting diversity of opinion and students' feelings and real respect for their generic and racial differences and socioeconomic situation.
13. Results of his educational work	This is measured in accordance with the operationalization we carry out of the variable "development of the students' personalities."

Family functionality

Dimensions	Indicators
14. Family typology	Socio-class relations (worker, professional).
	Structure or makeup (nuclear, extended, complete, incomplete).
	Residency zone (urban, rural).
	Work situation of the parents or guardians.
	Economic situation of the family.
	Level of education of the parents.
	Living conditions at home.
15. Social, political and moral behavior	Participation in community work.
	Political affiliation.
	Religious beliefs.
	Criminal record.
	Perception existing in the community of a political ideological environment of the home.
16. Fulfillment of biosocial function	Relationship of the couple.
	Family communication and relations.
17. Fulfillment of the educational role	Educational procedures of control used.
	Style of authority.
	Attention to the family life of the children.
	Attention to the spiritual and cultural training of the child.
	Evaluation of relations with the school.
	Expectations in relation to the children's future.

Education management of the community

Dimensions	Indicators
18. Physical, demographic and historic characteristics of the Popular Council of where the school is located	Geographic scope and location of the Popular Council.
	Prevailing characteristics of the homes.
	Origins of the community, historic events and personalities.
19. Relevant aspects of economic, cultural, sports and recreational development of the Popular Council	Economic characteristics of the community. Main productions.
	Cultural, recreation and sports institutions which exist in the Popular Council. Support provided to the development of the Educational Project of the school.
20. Most relevant political and social aspects	Political environment and operation of political and mass organizations.
	Crime problems.
	Prevailing religions and religious sects and their influence on the community.
	Identification and follow up of children with risk factors in socially disadvantaged situations and tendency toward delinquency.

RESULT VARIABLES

Internal efficiency of the school

Dimensions	Indicators
1. Quantitative aspects of the educational service	Education.
	Percentage of retention and students of a cohort who leave school.
2. Efficiency	Average time that the institution requires to obtain qualification of grade level.
	Average education of the students who leave school.
	Percentage of students academically behind.
	Percentage of students who graduated from the school who entered at the next school level.
	Gross efficiency.

Development of student personality

Dimensions	Indicators
4. Cognitive	Amount of assimilated knowledge expressed in the percentage of correct responses attained in standardized tests of the disciplines taken.
	Degree to which they manage to obtain the knowledge expressed at the level of performance attained in these tests.
5. Reflexive – regulating	Presence of procedures directed toward reflective analysis of the conditions of the tasks and search of strategies for their solution, as well as collective and individual actions of control of conduct.
6. Emotional – motivational	Motivation of the student in learning, self-evaluation, their expectations
	Noticeable effects in the formation of standards, sentiments, evaluative orientations.

External efficiency of the school

Dimensions	Indicators
7. Family benefits	Improvement of family relations.
	Raising of the standard of living of the family.
	Useful application of free time.
8. Social benefits	Degree of satisfaction of employers with the graduates (end education).
	Reduction of delinquent index.

【Dialogue between Speakers and Participants】

Ho Thanh My Phuong (SEAMO RETRAC)

Thank you very much. Good afternoon ladies and gentlemen. Thank you for giving me the opportunity to share with you ideas on the quality of education which is always considered in the life and development of every nation. If the country's educational system is of high quality, it has the ability to achieve. It helps and strengthens society to be better and the term quality of education is heard everywhere and it is of great interest to all people: politicians, businessmen, scholars, investors, teachers, students, parents and community people. What is addressed here this afternoon is quality education and what is the definition of such. What do we mean by the quality of education? Is it the same or different across the countries? What is the consensus on the quality of education? We hope to identify this.

Now, I would like to open the floor for questions.

Question 1

Kennedy Shepande (Embassy of Zambia)

Thank you very much Madame Moderator. First of all I would like to thank you Madame Moderator and panelists for excellent presentations. Now looking at education and quality of education for example in a country like my own, Zambia, our experience begins with the primary education where that quality of education has to be determined by a) the teacher, b) the educational environment quality of the classroom whether under a tree or in a model classroom and c) by the quality of educational materials available. Now the first crisis we face is that the primary school teacher him/herself would have been one person that was squeezed out of the educational system because they do not have the ability to go to higher education or even university so that becomes the first primary crisis. These people did not consider teaching as their priority but teaching became a last resort. In other words they lack motivation. So I would like to find out from you how we can tackle this problem. Thank you.

Question 2

Akina Noguchi (Tsukuba University)

One question for all the speakers is that now we have heard all the stories have a common quality of education for the development of citizens. But quality differs by countries and contexts. Now I think another aspect, I believe as some of the speakers have mentioned, is education as a way to respond to individual different needs such as minority groups. In the developing and developed countries, I want to ask all of the speakers your opinion about what do you think of seeing quality education as a way of responding to minorities' needs?

Question 3

Sengsoulintha Khampheng (JDS Student)

Thank you very much for your interesting presentation. Regarding Dr. Ho Thanh My Phuong the future challenge of Vietnam is the shortage of promoting training. If I review from the viewpoints of Dr. Joseph Ampiah, student achievement is relative to the technology application. And Dr. Hector Valdes also takes the viewpoint that students can bring in cognitive skill thinking. If I come back to Dr. Ho Thanh My Phuong in the case of the shortage of training, you want to encourage ICT teacher training in Vietnam. My question is in which field would you like to put ICT first? Because actually we have to think about efficiency in teacher training and this is very important with improving language ability. Thank you.

Response from the panelists

Ho Thanh My Phuong (SEAMO RETRAC)

The first question is more about teachers who are not qualified to go to higher education and do not achieve their profession as a high priority. When faced with this lack of motivation in teaching, how should we deal with this situation? Do our panelists have any ideas?

Héctor Valdés (UNESCO-Santiago, Coordinator, LLECE)

57 million teachers are involved in basic education. 6 billion people live on this earth so that means a small number of teachers will have to take care of such a huge number of learners and how to motivate and how to get good achievement results is indeed a challenge. Politically we have to improve the motivation of teachers through higher income and give more training for teachers to motivate teachers. There should be in-service and pre-service training opportunities. According to a scholar in Russia, teachers teach and when they stop learning that is the end of their vocational life. In other words, a teacher is not only a teacher but also a learner. So we need to have a comprehensive policy for teachers in which they are given a very high social status and the teaching profession is considered as an honorable and a noble job. Teachers are not paid good salaries and are suffering from low wages. In comparison to other jobs, their wage is $1/6^{th}$ or $1/15^{th}$ of other occupations. Education is a low paying job and people do not want to be a teacher. Teaching should be made an attractive job for a university graduate.

Ho Thanh My Phuong (SEAMO RETRAC)

In addition to the ideas expressed by Dr. Valdés, I think there are other things we can do as well. For example, to try and create a very friendly environment for the teachers. The teachers' voices should be heard by the school leaders because when they have a good working environment where they are respected not only by the students but school leaders, they will be more committed to their career.

Daniel Sifuna (Kenyatta University)

I would like to just reemphasize that the issue is not only untrained teachers, but even the ones who are trained in the system and who are so demoralized that they are not committed to the job. The basic problem is remuneration. Teachers are the lowest paid and yet they do lot of work in the schools which most governments do not actually recognize and seem not to appreciate. During the last two weeks, for example, we had a big strike in my country after teachers had earlier on warned the government that they were going to strike, but the government didn't listen. When they didn't go to schools for two weeks that's when the government woke up and decided to address the teachers' needs. It promised to raise their salaries by 100%, but pay them in two stages. First, they will pay 30% up front and then if the economy improves, it will pay teachers the rest. When is the economy going to improve ? To pay 70% when the economy improves is nonsensical when there is rampant corruption. The amount of money our governments use on wasteful projects or on themselves could adequately pay those teachers. The issue is lack of interest on the part of the government.

In regard to the question on minorities, in Dakar Framework of Action (2000), commitments were made but when you go to the ground you don't see anything being done for minorities. The lack of commitment is again the problem. What I'm trying to say is that we need to take a critical look about quality education in the mainstream; whose quality is it? Is it merely to reproduce the quality for the dominant classes in which minorities can only be mentioned in passing!

Hanako Senuma (NIER, Japan)

I want to touch on two things: the TIMSS questionnaire and the recruiting of teachers in Japan. I have already

discussed the students' performance on TIMSS, but there is also the question of teachers' mathematical ability. The issue of whether or not the survey should assess teachers' mathematical ability in addition to students' performance has been debated in the international community. This shows what an international issue the low quality of teachers has become in the international community. Teachers' ability, however, is not being assessed as it is difficult to make teachers solve math problems. Instead, in the teacher questionnaire, TIMSS asked the teachers of mathematics how prepared they felt to teach a subset of the mathematics topics. The percentage of teachers that reported feeling "Very Well" prepared to teach is relatively lower in Japan as compared to other countries. But this doesn't mean that students' performance is always high in the countries in which teachers replied that they are very well prepared. Japanese teachers tend to understate their ability.

Now I would like to talk about recruiting teachers. The original meaning of the Chinese characters for the word *sensei* (teacher) in Japanese is one who was "born before you" and thus has a deeper understanding of life. As those who have gone before, teachers must guide their students. In Japan, teaching was thought to be a calling, and it was a very popular job. In the past there were dozens of applicants for every job opening. Today there is less competition; for example, the ratio of applicants to job openings for elementary school teachers in Tokyo is now only about two to one. Teachers' wages have risen since the 1970s, but that does not necessarily mean that we have better teachers. There are many problems with teachers' ability, their attitudes and their behavior in the classroom. How to reward good teachers with high pay is still an issue as it is difficult to identify them. Prefectures carry out induction training and in-service training for teachers with 10 and 15 years of experience. Starting this year, teachers must take a training course to renew their licenses every 10 years. Teacher's licenses used to be valid for life, but now they must be renewed like driver's licenses. We hope that the training course for renewing teacher's licenses will enhance the quality of teachers, but we don't know whether things will change for the better or not.

Ho Thanh My Phuong (SEAMO RETRAC)

Regarding the second question about minorities, Prof. Sifuna mentioned a little about minorities but do any of you have any further ideas as to the needs of students especially those minority students?

Joseph Ampiah (University of Cape Coast)

On the issue of minority groups and disadvantaged groups in Ghana for example we realize that 80% of senior high school students who go to university come from only 20% of high schools. The others come from 500 senior high schools and therefore most of the students come from only 20% of the schools. Thus lots of students who are disadvantaged are not able to compete. Government public universities provide a special allocation given to students from lower aggregate schools and some spaces are created for them in the university. Really it has been shown that when students are given this opportunity they really excel so it means we need to target these groups. I think that the emphasis in our education is on academic training and so many people want to go through academia. But there are many vocational and many other programs which are not for weaker students but rather those students whose interests lie in those domains. Weaker students are made to pursue technical and vocational education and are sheltered away from the sciences. I believe that is not good for the students. Individuality goes with diversity. We should be wary of overemphasizing one thing and neglecting to look at what an individual wants to do. To emphasize vocational or technical education is fine with me. But should not force students to select anything at all, then it is going to be a problem for education not just for the individual. Individual choices should be based on how an individual thinks they can contribute the most benefit to society.

Ho Thanh My Phuong (SEAMO RETRAC)

To go on to question three about ICT in schools. In Vietnam, ICT is encouraged in the schools first for the teachers. We ask the teachers to use ICT in their teaching preparation not in the classroom. So they know how to use the computer, prepare lesson plans not by handwriting, and also how to get access to the internet to get more resources for their teaching. The second way we use ICT is for teacher training. We offer classes for the teachers on line and at the same time teachers from different provinces can go to the computer and get the same access. This is the project SEAMO began in the Philippines and it has proven to be successful. ICT is also encouraged in that we equip more and more computers with internet access for the student. Usually the teachers give assignments and in their assignment they require the students to go on line to get more information or to get pictures or data from a specific kind of resource. And also we use ICT in school administration. 10 years ago it was completely by hand but now almost 90% is done with the help of the computer. So that is how we're using ICT in Vietnam. May I ask for ideas from our panelists on this question? Do you have any more ways in which ICT can be used or do you believe that using ICT is one way to improve the quality of education?

Héctor Valdés (UNESCO-Santiago, Coordinator, LLECE)

In my opinion, one of the efforts which need to be made through ICT is to use new technology to reduce the digital divide through school education. In this context I think that very well structured policies are important. About a week ago in my office, someone was handed a computer system in a school as a priority item. But to offer this computer, only 20% of countries have the electricity necessary to be a candidate to receive this system. Hence the picture of a computer being given was the real purpose. The individual merely wanted to be in the picture and the issue was not to solve the problem of the digital divide. There has to be a competent soldier to use that weapon and the one we have is a quality teacher.

Ho Thanh My Phuong (SEAMO RETRAC)

Ladies and Gentlemen, what do we mean by the quality of education viewed from different aspects and approaches? There are a variety of indicators and some have been paid more attention to than others such as examination tests. But there are many other factors to explore. Despite the multiple perspectives, some consensus can be achieved if we view quality of education in the following manner:

1. context of education ensuring equal access to education
2. input which includes teaching quality and curricula
3. process teaching and learning environments for student motivation and creativity
4. outcome or the products which can be measured by different tasks and efficiency of school education.

Though notions may change over time, identifying what education means will allow the government, teachers, and students to ensure the quality of education in their country.

Finally, I would like to thank the panelists for their presentations, as well as the audience for your kind attention and productive questions and discussion.

Kazuhiro Yoshida (Hiroshima University, Japan)

Thank you for your amazing capacity to be perfectly punctual. We shall take a 30 minute break and as we have many experts on the floor I hope that you will take advantage of this time to be involved in further discussion with the panelists. The second session will begin from four o'clock.

Panel Session 2

“Governance for Quality Education and Roles of International Cooperation”

Moderator: **Annop Pongwat**, Dean of Faculty of Education, Chiang Mai University, Thailand

Panelists: **Mark Bray**, Director, International Institute for Educational Planning, UNESCO

Albert Byamugisha, Assistant Commissioner, Education Planning Department, Ministry of Education and Sports, Uganda

Joseph Chimombo, Senior Research Fellow, Director, Centre for Educational Research & Training (CERT), University of Malawi

Assoc. Prof. Dr. Annop Pongwat has been the Dean of Faculty of Education at Chiang Mai University, Thailand since November 2005. Prior to taking this post, he served as an Educational Administration Program Instructor from1982 to 2005. He is a Political Science graduate from Chulalongkorn University, spending a few years at the middle of the l970s working with the Ministry of Education. A Ford Foundation scholarship took him to Stanford International Development Education Centre, Stanford University (1974-5) before proceeding to Florida State University (1975-1979) for his Ph.D in Developmental Studies in Education.

Dr. Mark Bray is Director of UNESCO's International Institute for Educational Planning (IIEP) in Paris, France. Prior to taking this post in March 2006, he had been Dean of the Faculty of Education and Chair Professor of Comparative Education at the University of Hong Kong. He began his career as a secondary school teacher in Kenya and then Nigeria, before moving to posts at the Universities of Edinburgh, Papua New Guinea and London. He has extensive consultancy experience for international agencies and national governments in Africa, Asia, the Caribbean and the South Pacific. He is the author/editor of over 40 books and 200 articles and chapters.

Mr. Albert Byamugisha is the Assistant Commissioner in the Education Planning Department, Ministry of Education and Sports, Uganda. He holds a Diploma in Education and a B.S. in Statistics from Makerere University, Uganda, as well as a Post-Graduate Diploma in Pure Science and M.S. in Statistics from Sheffield University, UK. He served as a Lecturer at the Institute of Statistics and Applied Economics, Makerere University between 1993 and 2000. He is currently a Ph.D. Candidate at Kobe University, Japan.

Dr. Joseph Chimombo holds a D.Phil. from Sussex University, UK. Formerly a Research and Evaluation Officer in the Ministry of Education in Malawi, he was appointed Director of the Centre for Education Research and Training at the University of Malawi in 2000. He was a Visiting Professor at Hiroshima and Kobe Universities in Japan in 2004 and 2005, respectively and he has worked on SACMEQ for many years, publishing many referred articles on education in local and international journals.

[Moderator's Opening Remarks]

Annop Pongwat
Dean of Faculty of Education, Chiang Mai University, Thailand

Distinguished guests, colleagues, brothers and sisters, it is quite dangerous to moderate a panel discussion in the late afternoon like this but in any case we hope that you will excuse us since it is not our fault to be presenting at this time of the afternoon which normally puts people to sleep sitting before lectures.

Professor Seddoh said something this morning and I think we will keep this in mind as we discuss governance and the roles of international cooperation. He said there are many problems and challenges facing us and that every problem is a priority. So please don't ask us to prioritize the things we are going to talk about today.

I am honored to be monitoring this panel, which has two key points: that of governance, and the role of international cooperation. We will attempt to address both of them. Two of our panelists are specializing in education at the national level, and the other at the international level. So I would like to begin this afternoon's session with Mark Bray, the Director of UNESCO's International Institute for Educational Planning (IIEP). Following him I will turn to my long time colleague from Uganda, Albert Byamugisha, and wrap up with Joseph Chimombo from Malawi.

[Speaker Presentation]

"Governance for Quality Education and Roles of International Cooperation"

Mark Bray

Director, UNESCO International Institute for Educational Planning (IIEP)

Indeed it is a challenge to be part of the last panel in the day; but that positioning does have its benefits. One benefit is that we can link to the earlier presentations. Mr. Chairman, you have highlighted Prof. Seddoh's list of problems and his view that they are all priorities. We can also learn from other aspects from his presentation, and link back to them in this panel.

As you remark, my role in IIEP is to look internationally, identifying experiences and lessons that can benefit UNESCO Member States as they make their own decisions. UNESCO presents its work in many documents, websites and other formats. Some of you are acquainted with the *Education for All (EFA) Global Monitoring Report*. The 2009 version is specifically about governance,[1] and addresses links to the quality of education which are especially pertinent to this Forum.

Going through such a document, we may also ask ourselves how the messages in this 2009 Forum are similar to or different from the messages in 2008 or in related events of previous decades. To some extent, as we heard from Prof. Seddoh, the long list of problems is ongoing. But we are making progress in many domains, some of which are highlighted in the Global Monitoring Report. In 2008, Mamadou Ndoye of the Association for the Development of Education in Africa (ADEA) was one of the key speakers in the JEF V. The report of that event quotes him as referring to the danger of "Afro-pessimism". Fortunately we also have Afro-optimists who can point to significant progress.

I suppose that in the 2008 JEF, no participants predicted the financial crisis in which we now find ourselves. In this respect, the context for the 2009 Forum is very different from that of the 2008 Forum. This changed context requires us to consider our responses. A room full of educators is likely to say that education is a fundamental investment which should be protected in a time of financial crisis. This is a valid message which indeed needs to be disseminated - and the message must reach beyond the circle of educators to the Ministries of Economic Development and elsewhere. Especially important is the need to protect basic education, which is the foundation of all higher levels. A message that I have heard today is that both equity and quality of education require focus and priority.

Taking a longer time-span and asking how our work has changed over the last few decades, one major contemporary issue which was not previously so pressing is corruption. In this domain IIEP has conducted significant work which highlights both the scale of the problem and some remedial actions.[2] To some extent, ambiguities and complexities are growing. The 2009 *EFA Global Monitoring Report* focuses on inequalities, and Prof. Seddoh highlighted the role of the public sector in underpinning equity and serving the needs of ordinary citizens. As he remarked, the vast majority of pupils depend on public education. The private sector of education has grown significantly during the last few decades, and there is a danger that rich families will increasingly abandon the public sector in favor of private schools.

Another domain needing careful scrutiny is the balance of centralization and decentralization. This morning the Ministry of Foreign Affairs representative in the Forum referred to the desirability of decentralizing at high speed.

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[1] UNESCO (2008): *Overcoming Inequality: Why Governance Matters. EFA Global Monitoring Report 2009*. Paris: UNESCO.

[2] See e.g. Hallak, Jacques & Poisson, Muriel (eds.) (2006): *Governance in Education: Transparency and Accountability Matter*. Paris: UNESCO International Institute for Educational Planning (IIEP); Hallak, Jacques and Poisson, Muriel (2007): *Corrupt Schools, Corrupt Universities: What can be Done?*. Paris: UNESCO International Institute for Educational Planning (IIEP).

Perhaps some caution is needed, because in some settings decentralization can lead to exacerbation of inequalities, diminishing system-wide effectiveness, and expansion of opportunities for petty corruption. All administrative mechanisms should be based on a clear understanding of the role of the state, which in many parts of the world needs strengthening. The present financial crisis has exposed weaknesses in the self-regulating mechanisms of parts of the private sector. The irony is that the challenges for the private sector which have contributed to economic collapse are also bringing challenges for the public sector. Governments find themselves devoting resources to holding up the banks and other private enterprises rather than strengthening the public sector, and have to do it with a weakened base of taxation revenue. Internationally, the crisis brings the threat of reduced aid flows to the public sectors of low-income countries. We are therefore in an era in which education systems operated by the state need to be strengthened at both centralized and decentralized levels, but in which the resources to achieve these goals may be more difficult to secure.

These themes are among the focuses of the work of IIEP. Our principal role is to work with governments in UNESCO Member States to support their operation. This includes examination of the implications of market operations alongside and in conjunction with state-run school systems. One specific focus of IIEP work is the extent to which private tutoring is growing alongside public schooling for economic and other reasons.[3] Japan has a long tradition of what may be called shadow education in its *juku*, and other various forms of shadow education are becoming increasingly evident in other parts of the world. Private tutoring can have positive features, but it also has many negative ones. It is especially problematic when teachers in the public system deliberately withhold aspects of the curriculum in order to expand demand for their services in the private market. This creates contradictions in which on the one hand governments organize fee-free education in the public sector but alongside it grows a parallel fee-paying system. The growth of this shadow system has major implications for governance, equity and quality.

In summary, governance is indeed a very important topic in which we can learn a lot from each other. The issues are complicated - if they were simple, we would not need Forums like this to discuss them. But one of the major benefits of international cooperation is the possibility to learn from experiences in different parts of the world. I am most appreciative of our Japanese hosts for facilitating this event, and I look forward to hearing from the other two panelists and then to our discussion.

[3] See e.g. Bray, Mark (1999): *The Shadow Education System: Private Tutoring and its Implications for Planners*. Paris: UNESCO-IIEP; Bray, Mark (2009): *Confronting the Shadow Education System: What Government Policies for What Private Tutoring?* Paris: UNESCO-IIEP.

[Speaker Presentation]

Governance for Quality of Primary Education in Uganda; The role of international cooperation.

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2.0 PRIMARY EDUCATION IN UGANDA

2.1 Meaning and place of Primary Education in Uganda

Although there are several alternative forms of basic education in Uganda, Primary Education is the main segment with an overwhelming majority. It covers a seven year cycle from P-1 to P-7 with a standard age cohort of 6-13 years. Primary Education has been made compulsory with the enactment of the new education Act 2008.

In terms of resources, primary education sub sector takes the biggest share of the education sector budget (i.e. 60%) and employs the biggest human resource. It is also big in terms of numbers of primary schools.

2.2 Policy Thrusts and Implementation

In Uganda, the basic objectives of the education sector are derived from the Education Strategic Investment Plan (ESIP 1998-2003) which has been succeeded by the Education Sector Strategic Plan (ESSP) (2004-2015). Both ESIP and ESSP policies and strategies are consistent with broader national policies as spelt out in the Government White Paper on Education (1992), Uganda Vision 2025 and the Poverty Eradication Action Plan (PEAP) 1997.

A key feature of ESIP (1998-2003) was the implementation of the UPE programme which has been carried on in the revised Education Sector Strategic Plan (ESSP) 2007 - 2015. The main goal of the first plan was to get all children into primary school. Later, the MoES recognized that children were not learning basic skills and that it was necessary to invest more in the quality of education.

Between 1998 and 2002, external support funded between 54% and 61% of the recurrent costs of primary education (Berry et al., 2003, p. 19). Currently, expenditure on primary education as a percentage of total government education sector budget is about 60%.

2.3 Institutional Arrangement for governance and delivery of primary education.

Governance for quality primary education is the process of formulating policies within the framework of the National Education Policy (NEP), and laying down strategic plans to attain high standards of achievement. It requires effective systems in place to monitor progress and to provide the evidence of outcomes. It also requires; good leadership, a well-planned and realistic curriculum, a creative and enabling teaching environment.

At national level, the overall responsibility for governance and delivery of primary education lies with the Ministry of Education and Sports (MoES), under the leadership of a full Minister of Education and Sports. The Minister is helped by the Commissioner for Pre-primary and Primary Education who coordinates activities of primary education and acts as focal point person between the MoES and the districts.

At district level and school level, the governance and delivery of primary education is the role of the district education officer assisted by the inspector of schools.

At Primary school level, the School Management Committees (SMC) play a significant role in the governance and delivery of primary education through the provision of guidance and support to the school head and staff in the delivery of services in the school.

2.4 Financing of Primary Education

Financing of Primary Education was mainly influenced by the education reforms in 1997 mainly the introduction of the Universal Primary Education (UPE) programme. This reform of the UPE policy therefore resulted into the waiving of the tuition fees in government-aided primary schools, the training and recruitment of more teachers (including building capacity of those already in service), the development of the learning curriculum, provision of instructional materials and the construction of more classrooms. These reforms increasingly attracted funding to the primary sub sector, there by relieving parents that had been thitherto been burdened.

3.0 RECENT REFORMS IN THE GOVERNANCE OF PRIMARY EDUCATION

3.1 Adoption of the decentralization policy

As early as 1996, the Ministry of Education and Sports identified the need to improve operational mechanisms, structures and processes for planning effective design and management of a policy based Education Strategic Investment Plan (ESIP) as well as associated programme framework.

The education sector therefore pursued the decentralisation policy to achieve the following goals; to accelerate the reconstruction and reconciliation process following the civil unrest of the 1970s and early 1980 and to contribute to national development; to reduce marked regional disparities; and to achieve local engagement and sustainability, particularly in education and health sectors through the development of capacity at the local levels.

The above is in congruence with the donor support objectives of improving responsiveness, transparency and local reliance in service delivery as well as improving the quality and efficiency of resource allocation through closer links between resources and local needs.

The law governing decentralization requires the centre to mentor and provide policy guidance while the local governments undertake the implementation based on the agreed implementation modalities. The GoU decentralisation policy is found on the devolution of responsibility for planning, resource management and service delivery to the districts and other administrative setalite units at the county and sub county, parish and village level (Joseph Eilor 2004).

3.2 Adoption of the Primary Education Reform Programme

The Primary Education Reform Programme (PERP) was adopted in 1993 following the publication of the government white paper which contained all the approved reforms on education system.

The Primary Education Reform Program (PERP) was created and launched with the overall goal to improve the quality and equity of primary education. Its objectives included the following;

(i) Improving access and equity to basic education;
(ii) Enhancing quality through training teachers;
(iii) Strengthening capacity for education training and management;

In order to implement the PERP, the Primary Education and Teacher Development Project (PETPP) was designed as a trailblazer for achieving UPE, which was to be implemented later. The Primary Education and Teacher Development Programme (PETDP) mainly focused on improvement of school governance and management among other things.

3.3 Adoption of the Sector Wide Approach

During the early 1990's, majority of the donor funded interventions failed to deliver accessible and equitable quality education in the country. Consequently, SWAp was introduced during the preparation of the Education Sector Strategic Plan (ESIP 1998 - 2003) as a response to address issues of access and equitable quality education in the country. SWAp was adopted as an alternative modality of cooperation to bring a shift from donor driven project assistance approach that included fragmentation of policy development and allocation of resources; poor ownership and sustainability of new initiatives; and inadequate institutional capacity building to rather a more holistic approach to planning; participation by

stakeholders, reporting, monitoring and evaluation.

3.4 Adoption of the Poverty Eradication Action Plan (PEAP)

In an effort to eradicate poverty, Government through the Poverty eradication Action Plan (PEAP) earmarked funding for priority programs in the social sector that have a high impact on poverty alleviation. At the macro-level, the Poverty Eradication Action Plan (PEAP) of 1997 mainstreamed the key elements of Education Strategic Investment Plan (ESIP). It incorporates a framework for elaboration of detailed sector plans and investment programmes as well as district plans and the budget processes.

With the strengthening of primary education being the central element of the PEAP, it forms the foundation for implementation of UPE as well as guiding the formulation of the SWAp. It is important to note that cooperation with the development partners also works within the PEAP framework where Donor support is only provided for programmes that are within the PEAP.

3.5 The Quality enhancement Initiative (QEI)

The quality enhancement initiative (QEI) was introduced to improve the instructional processes at school level to enable pupils to master basic literacy (reading and writing), numeracy and basic life skills. In addition, the initiative was introduced to strengthening accountability of stakeholders for children's learning outcomes; enhancing school level supervision; and instituting / revitalizing relevant policy/ legal positions that directly impact on the teaching and learning process in schools.

3.6 Restructuring of the MoES

Following the restructuring of the MoES in 1998 as part of the public service restructuring exercise, the staff at the center were reduced and some departments merged. New autonomous and semi autonoumous institutions were created. Specialized training institutions were also transferred to the MoES. The restructuring of the MoES was in line with the expectations of the ESIP framewok to improve the Ministry's capacity to manage a sector wide programme. These changes along with other internal sector wide capacity building exercises have generated a sense of continuous capacity enhancement at national and local levels.

The Central Ministry of education and Sports has been restructured and ensure efficiency in the delivery of education service. The restructuring has seen the creation of Directorates like the Directorate for basic education headed by a Director. The department for Special Needs, Career Guidance and Counseling has been divided into two new departments (i.e. Special Needs and Counseling and guidance).

3.7 Formation Education and School Management Committees at district level.

Following the decentralization of education sector delivery, both districts and schools were required to form the District Education Committees and the School Management Committees. The District Education Committee is responsible for the planning and budgeting for education in the district, monitoring and evaluation. School Management Committees are also involved in school activities like planning for and managing of UPE funds, a situation that greatly enhances governance for quality education.

4.0 THE ROLE OF INTERNATIONAL COOPERATION

The introduction and implementation of Universal Primary Education (UPE) in Uganda in 1997 with a view of enrolling more children of primary school going age, addressing inequality concerns and augmenting quality outcomes came as a precursor to the transformation of the relationship between external support agencies and the Government of Uganda.

4.1 Enhancing Policy Dialogue

Prior to 1996, this cooperation tended to be on a one - to ? one affair, and it was not located within an overall

strategic education policy framework. In order to facilitate this incipient dialogue process, the key external agencies constituted themselves into the Education Funding Agencies Group (EFAG) while in parallel, the MoES established the Education Sector Consultative Committee (ESCC). These structures have together with the Education Sector Review (ESR) process contributed to the enhancement of collective and co-ordinated multi-stakeholder involvement in policy dialogue, planning, management and monitoring of Education sector activities.

4.2 Improving management and Coordination

The creation of ESCC and EFAG in particular has led to better management and co-ordination of both financing and technical assistance to the sector. The budget support modality already talked about which has been emphasized as the main mechanism for funding sector programmes under SWAp, has strengthened strategic planning and deployment of financial resources across the sector in a much more equitable and effective manner.

The creation of EFAG also resulted in the highest degree of harmonization of donors approach to sector support that has hitherto not been experienced. Donors are more accessible and willing to work with government counterparts thus facilitating the work of the ministry.

The establishment of structure under SWAp therefore has made it easier for both GoU and donors to have meaningful dialogue on overall sector policy, strategy and approach to its development.

4.3 Improving Planning and Budgeting

This is done through the planning and budget workshop which is held at the end of March each calendar year. Its main purpose is to review budget performance for the current financial year as well as agree on budget shares for the coming financial year through negotiated trade offs. This is a highly consultative activity involving participants from EFAG (donors); line ministries, Civil Society Organizations, District Local Governments, schools/colleges/Universities and the MoES itself.

4.4 Improving Monitoring and Assessment.

This is implemented through the joint annual education sector reviews held every October/November involving participation from GoU, EFAG, NGOs, representatives of district local governments and the private sector. The Annual Sector Reviews provide an opportunity for enhanced participation as well as avenue for discussion of key policy issues of mutual interest to partners especially the development partners.

The joint monitoring and assessment is guided by the benchmarks agreed in the previous year and are used by the partners to address the issue of outputs, outcomes and accountability for funds disbursed in the previous year. The involvement of the development partners is very key in that it provides a firm basis for them to make decisions about future cooperation. At the end of each review, new approaches to persistent problems are designed and as well as setting new agreed performance indicators and targets.

5.0 OUTCOMES OF THE REFORMS IN THE GOVERNANCE OF PRIMARY EDUCATION

The following are some of the outcomes governance for quality education and the contribution of international cooperation;

5.1 Decentralization of the services

The civil service structure in Uganda has been transformed from being a highly centralized traditional civil service model, into a decentralized structure with most of the authority and resources now being devolved to the districts. This has been done to provide for a more accountable and responsive provision of basic services to the population, including education.

The management and provision of basic education is now largely in the hands of the district administration, while the center remains responsible for policy control and maintenance of standards through control of teacher education,

curriculum and examinations. This enhances flexibility, transparency & accountability. It also allows local administrators to be creative in seeking solutions to problems that are unique to their localities.

5.2 Enhanced Community participation

The adoption of the SWAp in Uganda raised stakeholder participation to higher levels. The devolution of responsibilities for education service delivery to district local government was further enhanced. Formulation of ESIP and ESSP institutionalized the role of stakeholders in policy formulation, planning, implementation and monitoring for results.

5.3 Enactment of the Education Act 2008

The Education Act 2008 was enacted was a move towards improving governance for primary education in Uganda. It was enacted with the following specific objectives;

i. to give full effect to education policy of Government and functions and services by Government;

ii. to give full effect to the decentralization of education services;

iii. to promote partnership with the various stakeholders in providing education services;

iv. to promote quality control of education and training;

5.4 Enhanced Ownership programmes

There has been enhanced ownership of primary education from all stakeholders especially after the development of the ESIP (1998 - 2003) and ESSP (2004 - 2015) by the Ministry of Education and Sports (MoES) in collaboration with development partners and other stakeholders.

5.5 Harmonization and Alignment of the education policy framework

The formulation of ESIP I (*1998/2003*) and subsequent ESSP (*2004/2015*) laid the foundation for harmonized and alignment of the education sector policy framework. Both ESIP and ESSP have acted as operational structures for coordinated policy dialogue between government and donors which resulted into enhanced cooperation through the signing of the Memorandum of Understanding (*MoU*) of 2001 and the formation of the Education Funding Agencies Group (*EFAG*). The annual Education Sector Reviews, the annual Planning and Budgeting workshop and the Education Sector Consultative Committee (*ESCC*) meeting have provided additional avenues for continuing policy dialogue thus enhancing further cooperation.

5.6 Improved accountability

The adoption of SWAp resulted into an agreement between donor agencies and the GoU to use government systems for financial management and accountability. The Integrated Finance Management System is one of the measures put in place track all public expenditure resources from Ministry of Finance, Planning and Economic Development to end users. Institutions that include Auditor Generals Office, Inspector General of Government, Internal Audit Departments, Public Accounts Committee of Parliament, the Director of Public Prosecutions and the Criminal Investigation Department constitute the fiduciary assurance system put in place as a result of enhanced cooperation.

6.0 CONCLUSIONS

A large number of developing countries have not achieved their major goals especially quality education. To achieve quality education in any nation requires cooperation with others. Linkages and cooperation are therefore very necessary for continuous development of quality Education.

Institutionalization of the SWAp process using the decentralized government structures has indeed improved education service delivery at both the macro and micro levels, increased stakeholders' participation and circumvented the shortcomings of bureaucratic tendencies.

The organizational structure of the MoES and its linkages with other line Ministries or local governments still need

further streamlining, and a number of sectoral targets have not yet been accomplished primarily because of limited resource envelope.

The partnership and cooperation arrangements between the Government of Uganda and the funding agencies have been strengthened over time. However, there are still some trances of traditionally defined donor recipient relationships between the two parties.

Because of the growing pressure of the government to broaden post primary opportunities for UPE graduates and the current policy imperative of focusing on UPE, the GoU may not be in position to substantially reduce its dependence on external financial support in the foreseeable future as there is no realistic possibility of generating sufficient local resources of ensuring the sustainability of expanded education sector programmes.

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[Speaker Presentation]

Decentralization of education and Governance for Quality Education and Roles of International Cooperation in Malawi

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Introduction

Governance in Malawi can best be considered in terms of the recent decentralization efforts. The issue of decentralisation has featured prominently in all contemporary discourse on educational planning and management more particularly so for the developing countries. In fact, the issue of central control versus regional autonomy is not new to the field of public administration. In governance systems, different functions can be allocated in different ways to different levels for different reasons. This is equally true with the ways in which education systems are governed and managed. In the recent pressure to reduce public spending and increase efficiency in the use of resources, decentralisation has become a reality in many countries, even in those that are considered highly centralized. When Cabinet approved the National Decentralisation Policy in 1998, one of the main objectives was to create a democratic environment and institutions in Malawi for governance and development, at the local level which facilitate the participation of the grassroots in decision making. Currently, it is not known as to whether there is genuine decentralization in Malawi. Several questions however still remain unanswered, some of which are the following:

- Which decisions should be decentralized who are making the decisions at the various levels?
- To whom should schools be accountable?
- What has been the impact of such reforms?

One of the main turning points in the history of Malawi has been the transition from an authoritarian state to a multi-party and democratic state in 1994. On coming to power, the United Democratic Front (UDF) government embarked on an ambitious programme of Free Primary Education (FPE) policy. As noted by Chimombo (1999), FPE was not only a response by the newly elected leaders to popular demands for education from the electorate but was also perceived as the main instrument for a more egalitarian society, for expanding and modernizing the economy as an essential element of the development process (p:117). There is considerable literature that education is important for improvements in economic an agricultural activity, health as well as reductions in fertility, infant mortality and morbidity. In addition, increased access to good quality education is seen as an important means of achieving many of the other development goals, including halving of extreme poverty and hunger by 2015. Education is therefore considered to be economically and socially desirable (Colclough, 1982; World Bank, 1995).

The FPE policy can also be seen to be the new government's response to international declarations. The world community has been setting international targets now known as Millennium Development Goals (MDG) for the achievement of University Primary Education (UPE). Starting from the great conferences of the early 1960s through to Jomtien and Dakar declarations, the goal has been primary schooling for everyone. However, over thirty years now since the agenda was put on the table, the goal of UPE is still elusive. The question is then what has gone wrong? Has the international community succeeded in shaping the future of education in Malawi in a constructive way? To what extent has the international community promoted a narrow vision of education in development that has undervalued quality and focused only part of the problem? This paper looks at some of the governance issues around the Free primary education Policy in Malawi.

Initial Donor Community Response

It can not be denied that the donor community has been in the driver's seat in shaping the economies and indeed the education systems of the developing countries. It may be appropriate to assess what roles the international community plays in the governance issues around the decisions that they drive countries into. When he the Malawi Government took a board decision and made primary schooling free of fee paying in 1994, the numbers of children in school increased by almost one million. The implications of this policy change in terms of resource needs were obvious. The Government of Malawi made a frantic appeal for support for the policy, and as a result, the donor community provided its support for the FPE policy in various forms as presented in the table below.

Initial Donor response to FPE in Malawi

❖ UNICEF was the first to come forward with a pledge of 1.3 million exercise books in early September, 1994 which were immediately distributed before schools opened in October. Other major contributions included the construction of 108 classrooms and provision of safe water to 40 schools (MoE and UNICEF 1998:20).
❖ GTZ donated about 248,000 notebooks which were distributed in the Zomba district. GTZ had put some US$4.5 million to support the PTDP in a parallel financing arrangement with World Bank and ODA.
❖ USAID through the GABLE project procured 8.3 million exercise books which were distributed to schools.
❖ Other local institutions also responded to the government appeal. The Press Trust donated 1.6 million exercise books and pencils. Universal Biscuits Company, Candlex Ltd, Lever Brothers and others have in one way or another supported the policy.

The ad-hoc nature of response to a major policy change by the donor community is noted. Clearly, support from the international donors' community failed to effectively follow the lead here. This is obviously centrally to the commitment that is made by the donor community at the time the various declarations are made. What seems to have been lacking in these international declarations is the need to agree on concrete strategies for raising additional resources at the international level. Obviously, there are no clear guidelines regarding what happens next when a country commits herself to these targets. There is need for a global action plan that brings together governments, donors and other actors around a framework capable of achieving EFA. What became obvious from Malawi was that although government and donor's resources increased in response to the policy, the financial implications of implementing FPE were however considerable and the resourcing levels have in general been low to ensure primary schooling for all of acceptable quality. Consequently the quality of education has significantly declined as demonstrated by the SACMEQ studies (Milner et al, 1998; Chimombo et al, 2005)

As donors provided assistance for FPE in Malawi, two issues emerged. The first was the extent to which the government could support the process of education reform without becoming too dependent on foreign funding. The second touched on the overall challenge of co-ordinating the many donor activities. While some donors claimed that there was a high degree of co-ordination in donor activities, others thought that each donor was pursuing its own projects and goals independently. Indeed, despite the so-called SWAP approach to funding projects, donor coordination in Malawi is very weak. Although monthly meetings are held, donors largely act independently of each other; a situation mainly encouraged by weak government control. If I may draw from my own experience with the implementation of JICA projects, it has been observed that while JICA had put in place a steering committee for monitoring implementation, some of the big donors in the country have never attended these meetings. There is some

confession from DFID in this respect: *closer and more regular consultations has built greater cohesion with like-minded donors, ... While we are moving towards integration with some donors in key areas, ... others are more constrained and lack flexibility* (DFID, 2003, p: 12). But the question here may be what does flexibility mean and flexibility to whose interests?

This DFID country assistance paper also observed that *'a number of active donors meet to discuss general and sector specific issues. However, there is need for better consultations and dialogue especially with the international financial institutions on important policy issues* (p:11). A related concern for many donor activities regards the taxing effect they could have on a ministry already spread thin both in terms of human resources and management capabilities. It must indeed be emphasized that funding is fungible and that an overabundance of uncoordinated donors can crash local ownership and boost transaction costs. In fact DFID agrees that this is what is happening in Malawi and that *efforts devoted to negotiation and procedure harmonization are highly time consuming* (p:12). One can also expect that this state of the art is weakening institutions of the state and eroding the capacity through the administrative burden of multiple projects.

The National Decentralisation Policy in Malawi

In a study on decentralization of education delivery in three African countries SACMEQ (2004) observed that the spirit of decentralization was so strong that no SADC country could have escaped the band wagon. Consequently, under the Ministry of Local Government, the National Decentralization Policy (NDP) was passed by the Malawi Parliament in December 1998 (Local Government Act, 1998). The National Decentralization Policy was instituted among other with the view of promoting accountability and good governance at the local level in order to help Government reduce poverty; and mobilizing the masses for socio-economic development at local level.

The Policy provided that elected local governments in districts and major urban centres (District Assemblies: DAs) are to be established, and part of Central Government functions is to be decentralized to them. It identifies functions and services to be assigned to DAs which includes education services of the following:

(a) Nursery and kindergarten;
(b) Primary schools, and
(c) Distance Education Centres

The NDP envisaged devolving administrative and political authority to the district level which includes spreading implementation responsibilities to the various level of governance. In achieving decentralization, the policy also envisaged integrating parallel functions in one administrative process. But is decentralisation the penance to the governance of education system in developing countries? An assessment of the decentralization policy by Williams et al. (2008) noted that one of the problems of the implementation of the decentralization policy was that decentralization in Malawi is being implemented in the absence of elected bodies. This is the context in which decentralization in Malawi is being implemented and this is the context that was not properly conceived by those behind the policy.

The NDP provides a strong basis to institutionalize decentralization in Malawi. As part of the institutional development, a comprehensive capacity development programme was launched during 2002-2006 covering all components of the National Decentralization Programme. Through this effort, a total of 209 new member staff of Assemblies (District Commissioners, Directors of Finance, Administration, Public Works, Planning and Development and Management Information Officers) were recruited and trained. During the same period, seven sectors were devolved, namely: the public works, health, education, agriculture, housing, finance and social welfare. In these sectors, District Assemblies were entrusted with implementation and administration function. But observers of decentralization in Malawi (Chimombo, 2006; Williams et al, 2008) have noted that the capacity for the implementation of the policy

has not fully developed.

Implementation and MANAGEMENT OF DECENTRALIZED POLICY

What is key in understanding decentralisation policies are: the nature of the decentralised levels, the forms, powers, functions, accountability and processes that we have gone through. There is a big difference between decentralisation to local elected government, local administrative units, school management or school governance/ committees; between decentralised budget, personnel management versus textbook provisioning and financial management functions; between tight or loose forms of accountability to the upper level, etc.

The District Assembly is expected to perform all administrative and political functions at the district and to which there are structural arrangements, such as:

- *District Assembly (DA)* is mandated to pass by laws to govern its operations in local government and development, as well as to raise funds for carrying out its functions under the Local Government Act of 1998. A chairperson selected from the councilors representing a ward in the district heads it.
- *District Executive Committee (DEC)* - is headed by commissioner and includes all sector heads and NGOs and is supposed to meet once a month. It acts as a technical advisory body to the DA.
- *Area Development Committee (ADC)* - in some districts, ADCs are headed by chiefs but in some districts an elected member chair's the committee.
- *Area Executive Committee (AEC)* - technical body composed of civil servants NGO workers operating in a traditional Authority. It is a technical arm at the area level responsible for advising the ADC on all aspects of local development. It is headed by an elected member.
- *Village Development Committee (VDC)* is a representative body from a village or a group of villages responsible for identifying and facilitating planning and development in the local community. It is headed by an elected member but reports to the Group Village Head.

These provisions with village and ward level representation signify a system structured for devolution to the district level and below.

In the education sector, planning and budgeting have adopted a participatory and incremental process. This process has resulted in the preparation of the School Improvement/Investment Plan (SIP) and the District Education Plan (DEP) which feeds into the development of an overall District Development Plan (DDP) engaging three major stakeholders in the process: *the beneficiaries* - parents and students; *implementers* - teachers, head-teachers, and PEAs; and *decision makers* - DC and DEM's office.

The roles of the School Management Committee, PTA and the head-teacher are instrumental in the preparation and implementation of SIP. However, SIPs[1] and DEPs prepared locally are perceived as being too ambitious and too expensive to fund. The demand for funding support from central government is almost always on the high side. Moreover, the high pupil: teacher ratios leave many school communities focusing only on the supply of teachers. In attempting to assess the contribution of decentralisation towards the improvement of educational management, it is important to examine how the tasks and responsibilities have been distributed, and the strategies deployed to implementing decentralisation. The following table summarizes the distribution of functions at the various levels:

[1] Under the new modified Direct Support to Schools program, distribution of funds to primary schools will be dependent on the formulation of school improvement plans (SIPs).

Distribution of decentralized functions

National	DA	Divisional	District	Zone	School/community
•Policy formulation (e.g. NESP) •Policy reinforcement •Inspectorate •Establishment of service and performance standards •Training -development and provision of textbooks and supplies (this includes control of development funds) -payment of salaries • Curriculum development -standardization of exams, -accreditation -setting of norms and standards -EMIS and evaluation of school system. • International representation	-Establishment of school -request for teachers -Deployment of teachers -Management of DSS -Financial control -Development (including formulation of DDP) -Construction of classrooms -Staff Welfare -Consolidation of district budget -coordination - General administration of the district	-provision of books and supplies -EMIS and evaluation of school system -administration of secondary schools	-prepare education development plans -Monitor the day to day operations of education institutions in the District -Administer posting of teachers -Appoint PEAs -Appoint Primary School Heads and their Deputy in liaison with the LEA -Implement policy guidelines issued by the Ministry from time to time -Co-ordinate education activities with NGOs and all stakeholders -Plan and monitor the organisation and implementation of school and zone based in-service teacher education programme -Initiate changes to educational policies Account for all education expenditures. -EMIS and evaluation of school system -representation on DEC	-Advise primary school head teachers and teachers in the zone on curriculum issues, methodologies and management of schools -Conduct in-service training for primary school teachers in Teacher -Supervise primary school teachers in their teaching Inspect primary school teachers -Compile report and data on activities carried out in schools -Assist the DEM in accounting for expenditures incurred in their Zones -Determine the budgetary requirements for schools and TDCs within their Zones -EMIS and evaluation of school system -Representation on Area Executive Committee	-Operating grants budget, -building maintenance -promotion of pupils, -assessment -in-service training of teachers -Decisions on class size, admission of students, -day-to day management and administration of schools and in matters related to pedagogy, curriculum, training and finance. -implementation of DSS -monitor pupil and teacher attendance -EMIS and evaluation of school system -provision of labour by communities

In attempting to assess the contribution of decentralisation towards the improvement of educational management, it is important to examine how the tasks and responsibilities have been distributed, and the strategies deployed to implementing decentralisation. It can be seen from the above table that the primary mode of decentralisation is administrative and the devolution of power is largely rhetoric. Here the center continues to play a significant role both in setting policies and in carrying out routine functions. Regulation of education remains the duty of the center. Our observation was that the crucial responsibilities of management, finance, and curriculum at regional, community, and school levels continue to be defined by the central office. Commenting on, the NESP draft observed that:

The decentralised management system for basic education at district level, if supported, can help local level administrations to address these issues more efficiently and effectively. Yet decentralisation, although established in Malawi, has not yet fully devolved full decision-making powers and authority at district level. There has yet to be clear definition of the changed roles of Ministry officials, across the system, and a re-definition of responsibilities. Similarly, decentralisation has the potential to make community participation more possible ..... The National Community Participation Strategy in the Management of Primary Schools (NCPSMPS) plan of action, together with a finalised sector devolution plan, will be instrumental in improving governance and management at local levels (NESP, 2007:30).

Thus, despite considerable emphasis on decentralization, central governments continue to play a major role in the allocation of resources in Malawi and national guidelines continue to be an important mechanism in translating state

policy into local reality. changed the landscape in terms of peoples' thinking. However, the major challenge has been that "we have moved too fast in enhancing capacity of people but we have moved too slow in responding to people's needs. In an interview with one of the key informants in Williams et al (2008) it was observed that "there is need for change in the budgeting system to give DAs their proportion of the cake so that they can decide what to do at the district level and be able to do it. Finance is the major obstacle to effective decentralisation in Malawi. In the current state of affairs, Malawi has not decentralised. Decentralisation cannot work in the absence of adequate financial resources. A study by Chimombo et al (2008) on the administrative and financial issues of the implementation of the FPE policy observed that Malawi was the only country out of the four (the others being Ghana, Kenya and Uganda) which had not instituted capitation fund system to schools after the implementation of the FPE policy consequently, the report raised the following issues.

1. Administrative issues in implementing UPE policy

Table Roles and responsibilities in education

	Roles	Person/institution in charge	Observed Challenges
(a)	The overall education planning	DEM	There are no planners at the District level and plans are limited to ORT
(b)	Budgeting	DEM,PEA, HR, Accounts	Do not receive enough funding. Given a ceiling
(c)	Monitoring of schools	CPEA and PEA	Not difficult but no fuel for transport
(d)	Evaluation of schools	CPEA and PEA	Very difficult. PEAs have little training and so lack skills
(e)	Deployment of teachers	DEM, Desk officer and HR	There are no teachers. There is no compelling policy and no accommodation and facilities in rural areas for women especially.
(f)	Administration of in-service teacher training	CPEA and PEA	Budget does not allow and so depend on donors like UNICEF
(g)	Construction and rehabilitation of schools	District Assembly helped by SMC	School committees get frustrated because of there is little assistance. Proposals take a long time to be considered.
(h)	Provision of textbooks	Supplies Unit and MIE	This happens occasionally, with UNICEF and MIE bringing special books at times
(i)	Provision of other scholastic materials	Supplies Unit only from this year after four years of no supplies	Not done often enough. The last consignment of teaching materials was delivered four years ago
(j)	Others	Bilateral institutions eg UNICEF and WFP.	Not very often

The District Education Office has at least four departments and these are management, human resource, accounts and the advisory services. The functions of each department are coordinated by the DEM who is the leader. Therefore the DEM is available in most of the activities such as planning, budgeting, deployment of teachers and overall evaluation and monitoring of schools. Issues such as construction and rehabilitation of schools, provision of text books and provision of other scholastic materials are not under the DEMs' mandate. This makes it difficult for the office to make provisions for schools and therefore hard to make recommendations to schools regarding improvements in teaching and learning materials. Furthermore the DEM can only work with the teachers in the district and has little influence on recruitment of new teachers into the district. It should be emphasized here that Malawi primary schools (and indeed secondary schools) operate under very pathetic conditions with no or minimal amount of resources.

Brief Discussion

African countries trying to decentralise must face the challenges presented by both universal primary education

and the development of a new management strategy for the education systems. African countries have indeed grappled with the problems of providing education for all their citizens (now with emphasis on quality education for all), for the past three decades or more. The evidence to date (UNESCO, 2002) indicates that the majority of these countries may not achieve the EFA goals by the new date of 2015. This then calls for a paradigm shift. We need to identify key elements in the improvement of educational quality initiatives. These include the role of the headteacher[2], inspection and advisory services, improvements in relations with parents and communities, appropriate training and orientation and improved data collection and analysis. Education management in many countries still follows a pyramid model, in which national policy, programs and logistics are formulated by the central ministry. These are then communicated and implemented down in units that essentially duplicate the structure at the centre. Schools are managed by heads whose authority and responsibilities include a combination of school management, school-ministry communications, school-community relations and instructional supervision and indeed teaching. What is not known is whether by advocating decentralisation, we have the answer to the problems that have come into the way of providing education for all.

> Improving education quality while maintaining the integrity of the national system of education and attaining equity goals creates a challenge much greater than administering expansion of enrolments. While attempts were being to establish institutional arrangements that allow for local participation in the education sector. What local participation means, and whether it relates to sub-national units of government or grass-root communities is often not clear. Another unclear area is the degree of genuine decentralization.

Today's concerns about development partnerships fall short of addressing the problems of coordination, ownership and dependence. There is no doubt that FPE in Malawi was in general; Malawi's own initiative to provide education to the majority of the population. There is also no doubt that the formulation of PRSP utilized the available means to ensure the full participation of the society's stakeholders. The big question that arises from these modalities is What next or so what? These big questions cannot be answered by such broad declarations as:

> *" Substantial and long-term increases in resources for basic education will be needed. The world community, including intergovernmental agencies and institutions, has an urgent responsibility to alleviate the constraints that prevent some countries from achieving the goal of education for all. It will mean the adoption of measures that augment the national budgets of the poorest countries or serve to relieve heavy debt burdens (WCEFA, Declaration, 1990: 8-9).*
>
> And at the end of the Dakar conference, delegates seriously declared:
>
> *The international community acknowledges that many countries currently lack the resources to achieve education for all within an acceptable time-frame. New financial resources, preferably in the form of grants and concessional assistance, must therefore be mobilised by bilateral and multilateral funding agencies, including the World Bank and regional development banks, and the private sector.* ***We affirm that no countries seriously committed to education for all will be thwarted in their achievement of this goal by a lack of resources*** *(World Education Forum, 2000: 9 (emphasis added)).*

Declarations like this one and the many more from the Jomtien and Dakar conferences are too broad and lack a clear and detailed elaboration of the funding mechanisms if a genuine education for all is to be provided. They mean little to the program and strategy planners at the country level. Malawi was one of the first developing countries to respond to

[2] The headteacher is the level of management that will experience the greatest change in role and responsibility during decentralisation of education.

the Jomtien declaration by making a board decision to remove fees. But as seen above, because of lack of internationally instituted "modulus operandi", the local donors could not be coordinated in a manner that ensured that adequate levels of required resources were mobilized. If the requirement is that Malawi should spend 30% of its GDP (see Chimombo, 1999), then the message from Malawi is that the achievement of EFA is impossible without heavy donor support with its implications for increased aid dependency. The other message arising from the Malawi's experience is that leaving it to local donor agencies to respond to a country seriously committed to the provision of EFA simply thwarts the achievement of the Dakar pledges. Thus, we need to be cognizant of the fact that the scale of external support required for implementation of policies for genuine EFA counters the ownership and sustainability initiatives of national plans and priorities.

There is also a very devastating dimension of the whole North-South relationship and the politics of aid. This relationship is shaped by the way the so-called MDGs are formulated which dictates that the donors are more central to the implementation of the new modalities (King, 2004). Commenting on this aspect, formulator of the PRSP in Malawi had this to say:

> *There is often an underlying assumption on the part of development partners that because they are benevolent donors, everything they do is in the best interests of Malawians and they are above criticism. However, the reality is that at best, donors do not effectively use their resources for poverty reduction, and at worst help to exacerbate poverty by undermining Government's planning and priority setting. (93)*

The people formulating the MPRS went further to say that the preparation of the PRSP basically involved three stages. *These were* ***mobilisation, preparation and validation*** *processes. The three stages were aimed at: building broad Malawian ownership of the MPRS; building consensus on MPRS in order to enhance likelihood to policy adoption, implementation and sustainability; to ensure donor" buy in" to MPRS and to meet donor requirements (143)*. Thus, while recognizing the underlying assumption of the development partners, the technocrats in Malawi still had to take into considerations the donors' interests for fear that they would not buy in to their strategies. Whose agenda is being fulfilled under these circumstances then?

There are also the hidden agendas of the countries of the North. The nature of this relationship is such that the South always agrees with what the North has already laid out. Any recipient country that stands firm on what she believes is right for herself invites drastic measures from the donor side. The action by DANIDA to withdraw all aid to Malawi in 2002 amidst massive innovations orchestrated by DANIDA herself can be described as one such devastating actions of the North. Indeed, the many times IMF has frozen aid to Malawi directs us to the realization that in the North-South relationship, the aid politics of the North is what matters. It would seem that in this relationship, where one party has funds to allocate and the other seeks these funds, equality is not possible. *If so, then dialogue, partnership and similar terms become a façade to obscure the entrenchment of dependence* (Samoff, 1999). This means that the people of the South must lose their conscious, must lose their integrity and indeed must lose "their-self" if they are not to lose the precious "aid" from the North. Where is the *partnership which is supposed to be based on mutual trust and respect between Africa and the rest of the international community?*

The obvious question is then what is the problem? Has the international community succeeded in shaping the future of education in Malawi in a constructive way? To what extent has the international community promoted a narrow vision of education in development that has undervalued quality and focused only part of the problem? The analyses in this paper and many others have showed that Malawi faces an insurmountable task to deliver an education of minimum quality. Levels of resource provision are very low and their distribution uneven with the rural areas getting little of the resources. What is obvious is that more than four decades of declaring international targets for greater access to education have passed but the achievement of these targets remains elusive. It would seem that missing in

these target setting, is a holistic approach to planning which goes beyond the quantitative targets to explore how to go about financing these policies and indeed what happens after achieving their targets (Lewin 2005). There is need for the generation of home-grown knowledge that takes into account the context in which schooling takes place.

Emerging evidence from the Malawi SACMEQ studies (Milner, Chimombo, Banda and Mchikoma, 2001; Chimombo, 2005 and Chimombo, Kunje, Chimuzu and Mchikoma, 2005) and many other studies have demonstrated that it is easier to achieve reforms which secure increased access to schooling than it is to enhance robust improvements in schooling quality. These studies have pointed to the fact that the poor learning conditions and the consequent deterioration in quality should be of major concern to planners and policy makers in Malawi. The danger is that it is those households with lower socio-economic status which have a lower propensity to send their children to school and keep them there and it is the girls who are more sensitive to this household status (Chimombo, 1999). This is counter to the objectives of Malawi's UPE policy and indeed of the Millennium Development Goals. There are no minimum standards for the operation of schools in and it is imperative for the Ministry of Education that minimum standards in the operation of schools be set.

Critical to improving primary education in Malawi is the weak capacity of the system to retain pupils in the primary schools. The most disturbing feature throughout schools is the tendency for enrolment to decrease as pupils progress to higher classes. It would seem that unless the quality of teaching and learning improves at the lower levels, Malawi is unlikely to reverse the pattern of repetition and dropouts that have characterized the education system for a long time now and it is difficult to see how UPE can be achieved. Further, despite many efforts to tackle cultural obstacles to education, the education system in Malawi continues to be beset by cultural barriers. The Ministry of Education needs to seriously think about what constitutes a school and indeed what constitutes education otherwise the UPE and EFA goals will not be achieved and will remain at the level of rhetoric. Another policy implications here is that the one size for all approach to development is inappropriate.

Thus, we want to emphasize that as long as the international community is in the driver's seat in determining the targets, the set declarations will not be realized. There is need for the generation of home-grown knowledge that takes into account the context in which schooling takes place. There is a need to enable local researchers and policy makers to generate more relevant information and policy alternatives. This also means that teachers, researchers, policy analysts and indeed policy makers in education should be in the process of fundamentally re-conceptualizing what it is that they do and how they have to do it in future. Our minds should focus on answering the questions how can we make our children literate and numerate? How can our teachers be prepared to deal with the large numbers of pupils in the classroom? Thus, the core challenge is for us to come up with a coherent strategy that links our actions to what is happening in the system and therefore focus on where the problems in the system are! There is need for a situation analysis of how the key actors in the system can be supported so that our complex reforms can be rendered more effective. These cannot be achieved by the one size fits them all school of thought propagated by the big bang approach. There is need for a mind-set change that begins to use and apply research findings. It is this further research, aimed at identifying policy investment strategies and local action, that will be cost effective in raising the quality of primary schools and hence the learning curves of young children.

It is noted that national planning and the setting of priorities within the field of education should be a question of finding a balance between different objectives, levels of education and target groups. A systemic approach is required and the challenge is strong and sustained commitment and leadership manifested in strategic sectoral policy, adequate allocation of resources to the sector, and a willingness to implement contentious policies. The lesson from the FTI shows that external support for primary education in low-income countries, will need to increase from just over $1 billion to about $3.7 billion. *While some FTI partners have been quick to respond to, others will need to make fundamental*

changes in the way they do business, in particular to increase financial levels, to make financing more flexible and predictable, and to finance an increased level of recurrent costs. The FTI demonstrates for the education sector the broad reality that even under the most optimistic growth scenarios and best fiscal management, the dependency of many low-income countries on external aid will remain stable or increase over the short and medium term. But given the manner in which developed countries are behaving towards implementation UPE, EFA or call it UPC, it is very doubtful that the set targets of 2015 will be met and the majority of our children will continue to be denied the power to reflect, make choices and enjoy a better life.

This evidence also points to the fact that implementation problems are imbedded in the cultural setting in which the implementation takes place. In order to use the Ministries of Education as organizations to their best effect, there is need to understand this cultural context. It is only by examining the context that we can understand why things have or have not happened as planned. In Zambia, BESSIP is becoming another income generating activity for staff at headquarters. This is a growing trend across the continent. In Malawi, civil servants (bureaucrats and teachers) are unwilling to attend a training session or a seminar or workshop without being paid allowances (see Chimombo 1999). And in Tanzania, teachers simply refused to be under the local government. These experiences with policy change throw light on theories of implementation. While the main frameworks of implementation developed in the West (Pressman and Wildavsky 1973, Chase 1979 and Berman and McLaughlin 1981) may not have emphasized much on such contextual issues, the study has shown that this is the context in which policies are implemented in Africa and that this is the context in which problems of implementation must best be understood. Delens (1999) commented that donor-funded development projects tend to be planned in accordance with donor cultural values and the need is for project managers especially expatriates to bridge the culture gap between donor values and the values of the "target community". Contributing to this argument, Leach (1999) says that bilateral and multilateral interventions have failed because they were themselves culture-bound and impropriate to the contexts of introduction.

Recommendations and conclusions

Further, the evidence presented above demonstrates that although the enormous challenge for the need for massive resources to the education sector has been energetically taken up, the results have not always lived up to expectations. The big question that arises is then, will donors meet again and declare another set of goals if the current goals are not met by 2015? The answer to this big question for me is NO. It would seem to me that it is high time we woke up to the reality of the inachievability of the goals and devise strategies that recognize the diversity in the context of policy change for the different countries. We have come from far in defining the goals that have not been achieved. In my opinion, we need to forget the setting of goals and recognise that the different countries have different contexts and will therefore require different strategies as well as time frames.

The following recommendations are therefore made based on the evidence above.

- Avoid the big band approach and go the incremental approach to UPE - one that builds on a strong foundation to enable the pupils to stay in the system. So far the evidence demonstrates that it is easier to achieve reforms which secure increased access to schooling than it is to enhance robust improvements in schooling quality
- The need to focus on the rural- to tackle exclusion and deprivation
- There is need for increased number of studies that should shape policies aimed at making education inclusive, responding to the diverse needs and circumstances of learners and giving appropriate weight to the abilities, skills, and knowledge they bring to the teaching learning process.
- The need for a holistic approach to planning which goes beyond the quantitative targets to explore how to go about financing these policies and indeed what happens after achieving their targets.

- The post Dakar challenge is to develop more effective strategies and policies at national level and through international action, to provide the financial resources necessary to ensure that such policies succeed. There need for a holistic approach to planning which goes beyond the quantitative targets to explore how to go about financing these policies and indeed what happens after achieving their targets

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【Dialogue between Speakers and Participants】

Annop Pongwat (Chiang Mai University, Thailand)

We seem to be operating very effectively and I will do something the other panel didn't do and that is to give each of our panelists the opportunity to speak for one more minute and refer to the individual presentations we have heard. As Mark Bray pointed out, we can get a copy of the report which he referred to and read from that and discuss among ourselves the findings of that report. I imagine there are many things we are going to talk about and especially from our own national experiences which are very important cases and our own country examples.

I think the situation of governance and the role of international cooperation still matters in a number of countries including Uganda, as Albert Byamugisha mentioned in his conclusion about SWAp processes and decentralization. In many countries, including Thailand, they are advocating this, and he said that in Uganda it has improved education delivery. I wonder how this translates to quality. By delivering an education service with the local governments in the delivery role, they are given more authority, and that is what is happening in Thailand. I'm not asking the question but just putting forth the comment that one of the outcomes in Uganda was reforming the Ministry of Education and Sports and it would be very interesting learning about that in detail. I think we would like to know how Uganda is reforming itself drastically to provide better quality education.

Joseph Chimombo spoke of Malawi's free primary education campaign and made comparison with Uganda. In Thailand we are also beginning to form 15 years of free education beginning from age 4. I wish my colleague from the Thai Embassy could be here, but he is with our Prime Minister who is speaking to Japanese officials right now encouraging them to invest in Thailand. When we think of 15 years of free education in Thailand, much of the evidence is that such policies are problematic. I wonder about the different contexts and situations, and how to make it work. So these are just a few of my comments, and now I'd like to give each one of the panelists one or two more minutes to comment and then we will invite the audience to join in our discussion.

Mark Bray (IIEP/UNESCO)

It is a special privilege to have more time, and I thank you for that. I would like to use it to ask a question to my fellow panelist. Joseph, if I'm hearing you correctly you refer to free primary education by saying this means:

- no tuition fees,
- no school development funds, and
- no uniforms.

It seems to me that you are adding:

- no quality.

Is that right? Because we do have this issue of quantity and quality, and actually nothing is free because it always has to be paid for by someone. So we still have to find the resources from somewhere, and we have to think how those resources are controlled and what accountability mechanisms are utilized. Again I hear you refer to genuine decentralization, and I wonder which forms of decentralization are genuine and which are not. Fee-free education in Malawi sounds to me like a centralized policy from the central government.It is not consistent with decentralization, since communities that wish to collect fees in order to maintain quality are forbidden to do so.

Joseph Chimombo (University of Malawi)

Given the mandate or opportunity to advise my government, I would recommend that we wipe out this fee free education concept in our minds and seriously examine how we can provide for the education sector. The politicians

win on their promise of free primary education but in reality nothing is free. We have done many studies that have demonstrated to parents that the government cannot provide exercise books, pencils, food, all of these things which do matter to the poor family. Of course then when they hear that all this is free it is very very difficult to enforce anything else except their expectation that education is "free" and therefore government must provide.

Albert Byamugisha (Ministry of Education and Sports, Uganda)

Maybe I should comment here on what we have learned through reforming our Ministry of Education to achieve what we have achieved. First of all, restructuring the Ministry of Education and Sports was in line with the expectations of the Education Sector Strategic Plan framework which has improved the Ministry's capacity to manage a sector wide approach. These changes along with other internal sector wide capacity building exercises have generated a sense of continuous capacity enhancement at national and local levels. Secondly, an institutional mechanism arrangement has been developed whereby the external agencies constituted themselves into the Education Funding Agencies Group (EFAG) while in parallel, the MOES established the Education sector Consultative Committee. These structures have together with the Education sector review process contributed to the enhancement of collective and co-ordinated multi-stakeholder involvement in policy dialogue, planning, management and monitoring of education sector activities. Thirdly, there has been an improvement in Planning and Budgeting. This is done through the planning and budget workshop which is held at the end of March each calendar year. Its main purpose is to review budget performance for the current financial year as well as agree on budget shares for the coming financial year through negotiated trade - offs. This is a highly consultative activity involving participants from Donors , line ministries, Civil Society Organizations, District Local Governments, schools/colleges/Universities and the ministry of education and sports itself. Consensus is built with regard to the financing priorities, budget outlays and performance targets for the next financial year, matched with resources as projected by the Ministry of Finance, Planning and Economic Development. And lastly, the education sector enjoys the political good will thus there is financial commitment to at least some of the sector priorities.

Annop Pongwat (Chiang Mai University, Thailand)

I noticed that in Joseph's presentation there was reference to a hidden agenda of the north and lack of mutual trust and respect between Africa and the rest of the international community. I wonder what is the evidence for this and what is the role of international cooperation so that we can learn even from the mistakes we make in establishing mutual trust and respect which could be quite interesting.

Joseph Chimombo (University of Malawi)

In Malawi, we still have vivid memories of what DANIDA did to us in the past. DANIDA came very heavily with massive reforms in the secondary school sub-sector and then one day they woke up and said, we can't deal with this government and left. As I am talking now, our schools are in difficult conditions because DANIDA decided that we were not democratic and they left. So as we participate in events like TICAD there must be mutual trust on both sides including the local level as well. As for the local people, they have very little autonomy and indeed resources and most of the time people who come can see how they have been struggling to provide for their wards. Sometimes I wonder how Uganda has made FTI work for more than 5 years and we're not there. What is the problem? It is so obvious that I' m telling you when you look at the very very poor living conditions we simply can't do anything. We need the trust of others to help us as what DANIDA did to us was surely very bad.

Annop Pongwat (Chiang Mai University, Thailand)

I'm sure we have many optimists in the room so we would like to now turn to our colleagues gathered here in the audience and ask that you limit your comments to a few minutes so we can hear from many of you.

Question 1

Mikiko Nishimura (Kobe University, Japan)

I'd like to ask a question. I'm particularly interested in governance and the balance between the political aspect and local governments. The UPE policy has been politicized quite a lot and is very popular and rapidly making improvements. But without proper strategy there is chaos on the ground. As for political leadership, our study found various areas of conflict. At the district level, decentralization is good but when district councils are allowed to be in charge of how to spend money, they are sometimes not professional. Due to the divisions of other sectors, they may choose the location for a school building in a certain political area which is not a professionally made choice. UPE is discouraging parental involvement as politicians state free education means you don't have to contribute. I find this quite interesting how political leadership is played out in the provisional areas.

Question 2

Demis Kunje (University of Malawi)

I'd like to shed a bit more light and add a few more things to what my colleague has presented here. It is just rhetoric this decentralization. The central office still holds a lot of functions that were supposed to be decentralized such as teacher salaries, recruitment, and so our very own districts cannot recruit their own teachers. Even management at the school level is such that they have to wait for funding. This puts a lot of pressure on the district and head teachers as they have to manage even though they cannot deploy the way they want. If you look at our present situation where a school has only 2 teachers although the district manager knows this very well, there is nothing else that person can do but wait for the Ministry of Education to give them teachers. It is necessary as you saw in the photo for local areas to have more control. It would be far better for the local people to build something very nice for themselves and they would if they were empowered. The Ministry finds it very difficult to come down to that level. We thought maybe decentralization would make a difference but this is not the case.

Question 3

Yuto Kitamura (Nagoya University, Japan)

Thank you very much. I have two points regarding the issue of governance. Always when discussing developing countries we hear about this but how about governance in the international community? There seems to be a very unified approach in the international community which seems to be going in a simple direction of global governance. How can we ensure diversity in the governance of international cooperation? Second, looking back to our own countries, no country has perfect governance even in developed countries. How can we then think about good governance if we don't have agreement on what kind of level of governance is considered good? My questions are related to each other as the international community indicators look at the level of governance. But how can we discuss issues of governance not only in developing countries but in the international community?

Annop Pongwat (Chiang Mai University, Thailand)

Local governments empowered with decision making exist and there are other local areas where this does not occur. I think in this country, Japan, it is within the local government jurisdiction and maybe similar to what is happening

elsewhere. In Thailand now we have a very confusing situation in regards to decentralization and the local branches of the Ministry of Education are demanding to take charge of the local areas but this causes difficulties in independent local governments where power comes from interior claims which are very popular during local elections. There are lots of grounds for comparison and I would encourage that to discuss the experiences of developed countries is also good. One more question, please.

Question 4

Myagmar Ariuntuye (Hitotsubashi University, Japan)

Thank you for your very nice presentation. I want to ask many questions but since time is limited I have prioritized my question which will be directed to Albert Byamugisha. If I understood you, decentralization in Uganda works well not only at the policy level but also at the implementation level. I think that is very good for my own country Mongolia which I think you know has many problems. I think you must have had a lot of problems or challenges along the way and I was just wondering at hearing your presentation you seem as if you have no constraints or problems that you faced during the adaptation and decentralization reform.

Response from the panelists

Albert Byamugisha (Ministry of Education and Sports, Uganda)

To begin with the last question, when you look at my presentation it is optimistic. Now going back to what Mark is saying that with problems come challenges. Everywhere there are problems which we call challenges. What I was looking at is governance of primary education and the role of international cooperation. Definitely I can mention some challenges but I didn't have time to highlight those. One is what Dr. Nishimura from the floor has also mentioned the challenge of implementation.

From the central government point of view, the Education Act 2008 (part of primary education) which was enacted was a move towards improving governance for primary education in Uganda. It was enacted with the following specific objectives; to give full effect to education policy of Government and functions and services by Government; to give full effect to the decentralization of education services; and to give full effect to the Universal Primary Education Policy of Government;

The study conducted with Kobe University on UPE policy implications showed that we still have some challenges at schools and at the local level when we started implementation. The results of this study have shown that at least the central government budgets and releases funds for capitation grants to schools through local governments. The main challenge is late disbursements to schools and accountability.

I limited my presentation to primary education because in terms of resources, primary education sub sector takes the biggest share of the education sector budget in Uganda (i.e. 60%), it is fully decentralized and employs the biggest human resource. It is also big in terms of numbers than other sub-sectors of primary schools, therefore it is important to discuss quality of primary education. Otherwise we take note of tertially subsector.

Mark Bray (IIEP/UNESCO)

I like the questions; and I would like them even more if they produced answers. We know that definitive answers are difficult to achieve since much is a matter of balance and judgment. No country has a perfect governance system, and I have not yet found a country which is fully happy with its education system. Practically every country in the world is reforming. That is the human condition, and it may be good because in that it keeps us looking at ways to improve.

A second observation concerns vocabulary. Words like decentralizing, centralizing, governance and corruption

are often used loosely. We may not be clear when we ourselves use these words, and we may assume that other people have the same meanings as us when they use these words. Scholars have written thick books about the layers of meaning of decentralization in theory and practice. We have many university people in the room, and they can help in conceptualization. Sometimes the practitioners feel that the academics complicate rather than simplify matters. Certainly there is a need for academics to be responsible in making realistic policy recommendations; but academics can also help in showing situations in which reality is more complex than it appears at first sight.

Annop Pongwat (Chiang Mai University, Thailand)

In defense of university professors, the term itself means those who profess otherwise. There are many who work for answers. When you build buildings or bridges that is easy to see but we are discussing terribly divergent questions. Our task is to try and answer these questions.

Joseph Chimombo (University of Malawi)

Thank you Chair and thanks to the two people who asked about political leadership and management. If we look at this as a single item agenda, then to me the issue is that of empowerment. It is true indeed that at the local level the MPs are very strong and they will push for projects in their contingencies. But if the local bureaucrats know what they are doing is professionally sound, they should be able to defend their view to the district assembly. The same applies at the international level. The problem is people coming from Washington will pretend they know our countries better than we do. Surely we should be able to defend the decisions we want to be taken. Donors of course come with money and thus we end up with little room to protect our interests. But surely we must know better about our countries.

Annop Pongwat (Chiang Mai University, Thailand)

We still have a lot of thoughts resulting from these ideas. So for more academic and practical ideas, let's go back to the floor for more questions.

Question 5

Kennedy Shepande (Embassy of Zambia)

I just wanted to find out from the experiences of Uganda in terms of the management of primary school education in relation to the role of missionaries, both local as well as international. I know that Uganda has a very successful education system right from the days of colonization and many of our leaders went to university at Makerere which was backed to a very large extent by missionary support.

Question 6

Maria Teresa Félix (Embassy of Angola)

My question is for Mark Bray. Coming from an African country that used to be a colony for 500 years, I know the impact of our history although it is still hard to define. Listening to all of these beautiful presentations and thinking about your report which we can access on the website, I come back to Joseph knowing what happened in Malawi and the amount of people who passed away to HIV. Complete villages are wiped out of teachers and sometimes students. I wonder whether we are trying to find solutions in the wrong place. Because actually the problems are very big and too complicated but we are dealing with them. When other people come to Africa for evaluation and assessment, they don't know much about us or our context. They just look at what they see when they arrive which is people lacking this, lacking that, but in the face of all these problems we are trying to do our best. My question is can anyone in this

room respond to Joseph's comments? That is, it is high time we look at the reality of the goals and devise strategies that recognize diversity in policy change in the different countries.

Question 7

Satoko Okamoto (System Science Consultants, Inc.)

I'd like to ask Albert Byamugisha about the Uganda situation and specifically about SWAp. For development workers like me if SWAp is realized, we do not need to walk around to many different places with the same documents. However, I have seen many of the countries where I have worked could not make this sector wide approach work well. I can say at a higher level of education it included vocational education and other education but there are areas in which the Ministry of Labor and Ministry of Education overlap and so there must be territories within working places. How did you tackle those problems and what was the solution?

Response from the panelists

Mark Bray (IIEP, UNESCO)

Indeed these are fundamental questions and I want to grapple with the overall direction of where we're going and whose models we're using. We are certainly talking about a globalized model of schooling more and more whether we like it or not. At the same time, we need to contextualize our work in the societies which the school systems serve. This means that variations for different countries and communities will be needed. Ideas can be gained from review of models and experiences in other countries, and judgements must be made about appropriate balances.

Albert Byamugisha (Ministry of Education and Sports, Uganda)

I think I have two questions to answer. The first one very briefly on the management of primary schools from Mr. Shepande from the Zambian Embassy. Yes, in Uganda ownership of primary schools is by: Government, Community (mostly religious institutions) and Private. Majority of the government schools were started by missionaries and management of such schools is controlled by religious institutions and thus still have a hand in the determination of leadership of these schools. Secondly, as to how Uganda has been able to sustain universal primary education and accomplishment of SWAp modality. The reasons why it is working though it failed in other countries are the following:

SWAp was adopted as an alternative modality of cooperation to bring a shift from donor driven project assistance approach that included fragmentation of policy development and allocation of resources; poor ownership and sustainability of new initiatives; and inadequate institutional capacity building to rather a more holistic approach to planning; participation by stakeholders, reporting, monitoring and evaluation.

Institutionalization of the SWAp process using the decentralized government structures has indeed improved education service delivery at both the macro and micro levels, increased stakeholders' participation and circumvented the shortcomings of bureaucratic tendencies. At the same time however, the SWAP process has brought with it an enlarged scope of responsibilities and challenges, and the concomitant material caused both human and institutional capacity gaps at all levels. The central and local government levels staff are either over stretched or lacking the requisite competencies for managing their new and expanded roles and responsibilities.

Because of the growing pressure of the government to broaden post primary opportunities for UPE graduates and the current policy imperative of focusing on UPE, the GoU may not be in position to substantially reduce its dependence on external financial support in the foreseeable future as there is no realistic possibility of generating sufficient local resources of ensuring the sustainability of expanded education sector programmes.

Annop Pongwat (Chiang Mai University, Thailand)

I'm sorry the discussion is getting really interesting however I hope we shall be able to continue in unofficial circles. On behalf of the panel, I would like to thank each of them and I thank all the participants in the room even those of you who didn't get a chance to exchange your opinion. I thank you all and with that call this official discussion to a close.

Kazuhiro Yoshida (Hiroshima University, Japan)

It is indeed a pity that we have to finish just when the discussion was becoming very heated and I wish we had more time. However, even with the limited time available, I do think we have gained insight into the topic as we had hoped. I am very happy that together we could share our diverse values and express our hope for education. On the other hand, we were able to look at specific examples such as SWAp and FTI and a shared approach for an understanding of governance. Thank you so very much for your contribution and I hope that we have been successful in stimulating your thoughts through this discussion.

Although this completes the program of the Sixth Japan Education Forum on behalf of the organizers I would like to thank you all for your participation and to also thank the speakers of Africa who have traveled so far to join us. I would actually like to thank each one of you individually but for now let me take this opportunity to thank the interpreters for their service. Usually at a meeting like this there is some kind of mechanical failure but this time we had no trouble at all so I would like to thank the engineers and if I continue I will thank everyone and go beyond our schedule. We will send out a report of this meeting and hence we have asked you to write down your address in order for you to receive it. Also, please do not forget to fill out the questionnaire in your folder which will help us in planning future events. Once again my sincere appreciation to all for your participation today. Thank you.

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