

**Interagency Consultative Group on
Secondary Education Reform and Youth Affairs**

Third Meeting

**UNESCO Headquarters
26 – 28 March 2002**

Final Report



Education Sector

Table of contents

| | |
|---|----|
| Introduction and background | 3 |
| The Opening Session | 4 |
| Progress Reports | 5 |
| Round Table Presentations and Discussion | 8 |
| The Four Themes | 10 |
| Thematic Group 1: Meeting the Needs of Adolescents | 10 |
| Thematic Group 2: Reforming the Curriculum: Content, Examinations and Accreditation | 11 |
| Thematic Group 3: Secondary Education for the World of Work And Technical and Vocational Education and Training | 13 |
| Thematic Group 4: The Changing Roles of Teachers, School Leaders and Other Education Personnel | 17 |
| Conclusions and Outcomes of the Meeting | 20 |
| Future of the Consultative Group | 22 |
| Annexes | |
| Final Agenda | 23 |
| List of Participants and Observers | 28 |

Introduction and background

Set up in 1999, the Consultative Group provides a forum for inter-agency consultation. Its **original objectives** were:

- to exchange information and ideas;
- to share on-going work that optimises reform efforts;
- to identify areas of potential synergy and collaboration.

Following the two previous meetings of the Group in 1999 and 2000, **two principles** were proposed:

- to base its future work on 'The Dakar Framework for Action';
- to concentrate on a limited number of priority themes within that Framework.

This third meeting was **attended** by over fifty representatives from international organisations, bilateral agencies, non-governmental organisations and various UNESCO offices and Institutes, as well as by two international observers (see Annex 2).

The meeting's **specific objectives** were:

- to review developments since the February 2000 Meeting, especially regarding major work undertaken, new research results and policy orientations;
- to identify the main implications of the Dakar Framework for our own work at secondary level and for selected important themes;
- to identify possible areas for collaboration over the next two years;
- to agree on the Group's future role, functions and working modalities over the next two years.

Accordingly, the **agenda** (see Annex 1) fell into three main parts. The plenary sessions on the first day reviewed progress since the last meeting. On the second day, work took place in Thematic Groups to consider the four themes that had been introduced at the end of the first day. Finally, the Consultative Group met in plenary session on day three to consider reports from the Thematic Groups and agree ways forward.

The Opening Session

The first session of the first day was chaired by Sir John Daniel, ADG/ED, UNESCO, who opened the third meeting with a Welcome Address. In it he stressed the importance of secondary education, highlighting its central position in relation to primary education, youth affairs and higher education. He linked it directly to the Dakar Framework, especially Goal 3:

'ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life-skills programmes'

UNESCO was responding directly to requests from member states seeking guidance on how best to achieve this and other Dakar goals. One key question concerned the nature and scope of Basic Education. Another was that the present emphasis on primary education was inevitably increasing the demand for secondary education and posing issues of access. A third, and related issue, concerned gender equity in secondary education, specifically mentioned in Goal 5 of the Dakar Framework. This Consultative Group offered a good opportunity for networking and exchange of ideas about emerging trends and ways of providing help to Member States on these and related matters.

Mr Wataru Iwamoto, Director of the Division of Secondary, Technical and Vocational Education, UNESCO, chaired the next short session in which the provisional agenda was adopted. Ms Sonia Bahri, Chief of the Section for General Secondary Education, provided an introduction and overview of the meeting.

Progress Reports

In advance of the meeting, Group members had been requested to prepare short progress reports/summaries of activities in the field of secondary education reform and youth affairs since the last meeting in 2000, under the following headings:

- a. the main strategies adopted;
- b. ranked priorities amongst four themes:
 - Needs of Adolescents at secondary level;
 - Reforming the Curriculum-Content, Examinations and Accreditation;
 - Linking Secondary Education and TVE;
 - The Roles of Teachers, Principals and other School Personnel.
- c. major work/actions;
- d. the main regions/ countries focused on;
- e. major partners;
- f. website information.

Members welcomed this method of summarising progress and twenty such reports were received. All are posted on the GINIE web site (www.ginie.org) and on the Consultative Group site (www.seryp.org/paris).

Accordingly, what follows simply highlights some of the main points made in the brief presentations, in the order in which they were made during the plenary session.

- Mr Ratteree mentioned the strategic priority being given by the **ILO** to lifelong learning, teaching personnel and human resource development.
- Mr Brown (**UNHCR**) emphasised that only 3% of refugee children go to secondary school and that refugee education falls between normal funding budgets.
- Mr Guerrero reported that **UNICEF** would publish a position paper on secondary education and a joint report with UNFPA and WHO on *'Meeting the Development and Participation Rights of Adolescent Girls'* in the coming year.
- Mr Linden said that the **World Bank** had pursued two themes since the last meeting: supporting the implementation of sector-wide programmes; analysing issues in post-basic education in a lifelong learning perspective. Case studies of secondary education were posted on the website.
- Mr Teisseire said that, having adopted the six Dakar goals, the **AIF** was concentrating on three strategic areas - the French language, basic education and technical and vocational training.
- Mr Wimberley stated that, having completed its project on secondary education reforms, the **Council of Europe** was concentrating curriculum-oriented projects on education for democratic citizenship, language learning and history.
- Mr McKenzie reported that the **OECD's** new mandate was organised around the theme *'Investing in Competencies for All'*, incorporating a range of current and planned activities in secondary education.
- Ms Phillips indicated that, within its mandate for promoting open learning in 54 Commonwealth countries, **COL** was engaged in a wide range of secondary education initiatives. These included developing materials for English, mathematics, science and technology, as well as professional development for chief education officers.

- The observer from the **Sultanate of Oman**, Mr Mohammed Salim Al Yakoubi, informed the meeting about the planned international conference on secondary education, to be held in Oman during December 2002.
- Mme Fouilhoux said that, post Dakar and under the broad theme of 'Changes in the Teaching Profession', **EI** was focusing on three projects -technical and vocational training, new partnerships and globalisation.
- Mr Vedeler stated that, in budgetary terms, secondary education was currently a limited priority for **NORAD** but that its emphasis would shift to secondary education via bilateral projects with individual countries on life skills and girls education.
- Mr McClusky described the three main strategies currently adopted by **USAID** as workforce development, school to work and support systems for 'out-of-school' unemployed children and youth, with a particular emphasis on fundamental life-skills.
- Ms Drennen stated that the **IBO** was introducing three pilot initiatives - in trans-disciplinary subjects, distance teaching and new languages of instruction.
- Mr Loing said that the **ICDE** was working mainly at university level on access and quality assurance. In secondary education its focus was on trans-national assessment.
- Ms Sauvage told the meeting that, at its recent general conference, **IFUW** had adopted an action plan directed towards the educational opportunities of adolescent girls, including adolescent mothers, children in armed conflict situations and child soldiers in post-conflict situations.
- Mr Boukary summarised the work of **ADEA** as a forum and a network for the development of education in Africa. It influences secondary education indirectly, for example, via working groups on educational financing and on the teaching profession in sub-Saharan African countries.
- Mr Boyer said that the **Commission nationale française pour l'UNESCO** saw secondary education as pivotal within the context of the Delors Commission on Lifelong Learning and was working on projects on the Role of Teachers with the Council of Europe.
- Ms Gear summarised the work of the **British Council** in 112 countries, highlighting its 'Connecting Futures' initiative for young people aged 25-24, its 'Citizenship Education and Human Rights Education' projects and its Teacher International Professional Development Programme'.
- Ms Anselme stated that the **RET** had several programmes relevant to secondary education including those on support for local schools receiving refugees, on support for education in refugee camps, on teacher training and direct support via materials and equipment.
- Ms Bahri overviewed **UNESCO's** work and strategy on secondary education in all countries of the world. Post Dakar, it was seeking to enhance access and improve relevance, effectiveness and equity via international policy dialogue and assistance, with particular reference to specified key issues including gender, marginalised groups, renewal of curriculum and methods, the new role of teachers and education professionals, technical and vocational education, life skills and counselling programmes. Major action at international level since the last meeting included the *'International Expert Meeting on General Secondary Education in the Twenty-first Century'* held in Beijing, China in May 2001.
- Ms Braslavsky summarised **IBE's** strategies as concentrating on the gathering and dissemination of information and good practice related to curriculum reform in

secondary and youth education. Methods included the last edition of World Data on Education and the 46th UNESCO International Conference on Education.

- Ms Caillods said that **IIEP** was conducting research on financing the expansion of secondary education and for enhancing equity of access. A major book had just been published.
- Mr MacLean reported that, in order to support the reform of secondary education and help prepare youth for changes resulting from globalisation, **UNEVOC**'s strategies included the provision of a clearinghouse on best practice and human resource development for key personnel at country level.
- Mr Zhou Nanzhao, **Bangkok office**, spoke of UNESCO's objectives for the Asia-Pacific Region as including further expansion of equal access, diversifying institutional structures and improved teacher education via a Regional Forum, a high school principals' training programme innovation dissemination strategies.
- Mr Billeh, **Beirut office**, said that Ministries in the Arab States were placing an increasing emphasis on the reform of secondary education. Emerging issues included the distinction between basic and secondary education and the diversification of the latter's provision, for instance in the form of vocational education at work and via other agencies.
- Mr Mariro reported that the **Dakar Office**, together with the World Bank, had organised the *'Regional Workshop on Secondary Education Renewal in Africa'* in Mauritius, in December 2001. It was also carrying out various studies on the post-Dakar situation, for example on human resource strategy and the teaching profession, basic education, and transition to secondary education.
- Ms Macedo said the **Santiago office** was carrying out a study on regional reform and promoting a network on exchange between Ministries.
- Mr Chinapah from the **Division for the Promotion of Quality in Education** made a brief presentation on the Division's work on indicators, learning outcomes and minimum learning competencies as a means of promoting the capacity building of nations.
- Ms Henriques-Mueller said the work of the **Youth Co-ordination Unit, Bureau of Strategic Planning** was shifting its emphasis to the demand side. She highlighted three achievements since 2000 – contacting and supporting student organisations throughout the world, strengthening non-formal education networks, and inviting scholars to spend sabbaticals at UNESCO aiming at the development of curriculum reform.
- Mr Radi said the **Division of Basic Education** was focused on the balance of the education system overall. Post Dakar, basic education was not the sole objective. Secondary education was increasingly important as a means of providing access to higher education.
- In a written contribution, Mr Kinelev (not present) referred to the work **IITE** is undertaking in supporting the enhancement of national capacities for the application of information and communication technology (ICT) via, for example, applied research projects, expert meetings and analytic surveys.
- In the final contribution to this session, Ms McClure updated the meeting on the progress of the web-site produced in collaboration between UNESCO, USAID and the University of Pittsburgh. She did so by presenting the site visually on the screen, pointing out that this conference's own site (www.seryp.org/paris) is part of a wider information network site (www.ginie.org).

Round Table Presentations and Discussion

After lunch on Day 1, there were short presentations and discussion on several major topics. The six papers for these presentations are available on the conference web site so only selected points are mentioned here.

The first two papers were on the broad topic, *Secondary education reform and expansion in the light of Education for All (EFA) and the Dakar framework for Action*. Paper 1, by Mr Singh, was presented in his absence by Mr Mputu. It discussed the ways in which concepts of basic, primary and secondary education are actually operationalised in Member States and presented data on enrolment and transition rates. Challenges highlighted included the limited opportunities for progression from the primary to secondary stages, factors in primary education that are hindering developments at secondary level and the impact of tertiary education and the labour market. A complementary paper, by Ms Cavicchioni, was entitled *'The Challenge of Achieving Gender Parity in Basic Education'*. It argued that, although disparities had decreased from 1990 to 1998 in most countries, they continued in some countries (e.g. in Central and Western Africa). Moreover, they are more pronounced at the secondary stage, increasingly favouring girls in more advanced systems.

The third paper dealt with the second broad topic, *'Financing Secondary Education in Developing Countries: strategies for sustainable development'* was presented by Ms Caillods and was extracted from her recent book with Keith Lewin. In it, she revisited and commented on the rationale for investment at secondary level, analysed data on the financial challenge to policy development in secondary education, summarised country case studies and outlined policy options for sustainable growth.

The next three papers were on the broad topic *'Diversifying delivery: distance education and other alternative delivery systems'*. Paper 4 was presented by Mr Linden who offered two initial propositions: that the present methods of delivery were too expensive and that the present methods of secondary education in OECD countries had failed when judged by the criterion of their high rates of functional illiteracy. Accordingly we should look to models like double shift schools, night schools, study centres and non-formal rural education as cost-effective alternatives. In so doing, account must be taken of key issues like accreditation, quality materials and cost structures. In paper 5, Mr Loing argued that ICT priority issues - and thus possible ways forward - vary across countries. Access is the priority in the least developed countries (LDCs) and digital radio is an example of a solution in Africa. Integration into pedagogy (i.e. *'webagogy'*) is the main issue in developed countries - the Australian virtual schooling service offers a way forward there. Harmonisation is a priority in European countries where the 'Schoolnet' project is a promising innovation. In paper 6, Ms Phillips argued that a major challenge was to provide more opportunities for secondary school level education which are of high quality, relevant to the learners and both accessible and affordable. Conventional schooling is too expensive and time-consuming and is often either not accessible or prohibitively expensive. Open Schooling offers an alternative which, to be effective, must be timely in its implementation, deliver quality education to a large number of learners, be economical and cost-effective and not require a large number of trained teachers.

Issues raised in discussion included the following:

- many basic education level teachers have only been educated to secondary level, so secondary education also fulfils an important function in this respect;
- gross enrolment figures for secondary education are important but, because they include many over-age students, they over-estimate participation rates for the secondary age cohorts;
- teachers in secondary education face a wide range of student age and maturity, with significant implications for quality;
- because there are many factors affecting girls' access to education, more disaggregated data are needed as well as data on quality;
- there is evidence about the negative impact of poor health on student learning, especially at primary level, but more studies are needed;
- more studies are also needed on the unintended impact of various financial incentive schemes on access and retention. For instance, in one case when girls were given exemption from fees, some head-teachers said they would no longer take girls because they did not receive the fees;
- several members questioned the desirability of designing secondary education primarily for university entrance;
- policy makers were urged to be cautious when considering increased finance for higher education. They should also focus on reducing inefficiencies.

The Four Themes

Four themes were identified as possible priority areas for future work:

1. 'Meeting the needs of adolescents at secondary level'
2. 'Reforming the curriculum: content, examinations and accreditation'
3. 'Linking secondary education and technical and vocational education (TVE)'
4. 'The changing roles of teachers, principals and other school personnel'

In the meeting itself, the authors of the two lead papers for each theme briefly introduced them in the final plenary session of day 1. They were then presented at greater length to the members of the Thematic Groups who met throughout Day 2 to discuss and analyse the papers in detail, using a framework of common questions. Rapporteurs for each Group presented preliminary accounts of these discussions to the last plenary session on Day 2. Final summaries were then produced overnight and presented and discussed in the first plenary session of Day 3. All eight papers are posted on the conference web site so, once again, only highlights are mentioned here in the context of summaries of the working group and plenary discussions.

Thematic Group 1: Meeting the Needs of Adolescents

Mr Guerrero's lead paper (*Education for Adolescents*) saw adolescence as a unique opportunity to break the vicious circle of poverty, gender discrimination, violence and poor health and nutrition. As one example, UNICEF's focus on girls sought to enhance life skills, catch up/second chance, quality education and participation. Mr Zhou's lead paper (*Meeting the Needs of Adolescents*) stated that over 50% of the world's population are under the age 25 and 20% are adolescents (10-19 years old). Youth was defined as the age range 15-24 and hence secondary education covered most adolescent and youth years. The paper summarised the diverse needs of adolescents and proposed five strategies for meeting them: multi-sectoral cooperation, participatory approaches, inter-agency coordination, integrated programmes and partnerships/networking.

Ms Gear, the Rapporteur, summarised the day's discussion as follows.

1. What are the main issues raised by the lead papers?

- Adolescence brings with it very special needs – this is a transitional phase from childhood to adulthood;
- Because of different contexts/structures in educational provision we cannot fit this age range into a traditional 'box' in terms of education level i.e. primary/secondary. We therefore need policies to ensure at each educational level these special needs are recognized. Diverse needs include gender discrimination, work situations, learning in conflict, etc;
- To meet these special needs a learner-centred approach, which addresses issues of relevance and quality, is particularly important.

2. Who is doing what?

Each member of the group will provide examples of any work their agency is involved with in this area to be included on the GINIE website.

3. What else needs to be done

- Development of youth-friendly indicators within the EFA goals – particularly relating to quality. This is to ensure that adolescents themselves are finding their education of quality and of relevance.
- We need to find out what system of delivery of education for this age group meets adolescents' needs in different contexts, and ensure agencies work to their comparative advantage.
- Accreditation is a key drive for young people. An example was given of working with young people in refugee camps – where this issue was particularly important to these young people thinking ahead to their future.

5. How, where and what can partners work on together?

The group agreed that a priority was delivery systems for meeting the needs of adolescents at different levels i.e. basic skills, work/life competencies, post basic, etc.

6. What are the Thematic Group's main conclusions

- A focus on this age-range or life-cycle period, i.e. ADOLESCENCE, can provide a useful 'lens' through which to look at programmes of delivery of basic education and post-basic education (life/work skills/competencies) i.e. not to be 'stuck' within the concept of age but outcomes i.e. basic level/skills and the secondary level competencies leading to work and/or higher education (these can occur at different ages).
- To ensure that the specific needs of adolescents are met at all levels. The policy implications are that all teachers and trainers need training in meeting the needs of adolescents.
- This relates to a number of the goals of the Dakar Framework for Action because of the reference to quality of basic education/life-long learning/relevance.
- Education should be relevant to the specific learner i.e. focussing on this age range/period of life again emphasises the importance of the shift between supply-side to demand-side of education to inform the policy process.

Thematic Group 2: Reforming the Curriculum: Content, Examinations and Accreditation

Ms Braslavsky's lead paper compared and contrasted traditional and current notions of curriculum reform. In the 21st century, policy makers believe that what, when and how to learn has to be defined and re-defined at different levels and moments and that a contract between all protagonists is necessary. She posed a range of questions and indicated that the IBE was responding by analysing trends, capacity building, policy dialogue (e.g. the 46th ICE) and evaluation of curriculum products. Ms Drennen's lead paper dealt with the IBO's approach to content (e.g. promoting coherence and continuity from 3-19 years), examinations (e.g. promoting teacher assessment) and accreditation (e.g. promoting exchange of ideas/reforms between national systems). She illustrated these ideas in relation to three programmes - primary, middle and diploma.

Ms Sauvage, the Rapporteur, summarised the day's discussion as follows:

1. What are the main issues raised by the lead papers?

The documents that were presented to us relate very interesting experiences but do not reply to the question: how to reform the curriculum? We thus started the discussion with the necessity of defining secondary education and its objectives:

- to adopt a student-centered approach rather than a discipline- or a structure-centered approach;
- to help in the emergence of competences;
- to structure the mind;
- to help the student to locate/situate himself in an environment, and gain control of his environment;
- to help the student find his own way and how he wishes to enter adult life.

Curriculum should be thought of as a process and not as a product. It is a kind of contract between learners and institutions, between society and institutions. This process must take into account the increasing autonomy of the students during the secondary education level.

Curriculum content should seek a balance between:

- a global method and traditional disciplines;
- general education and vocational education;
- a global context and a local context;

and should give an important role to personal development (e.g. critical eye, analytical method) and to the knowledge of cultural diversity.

But a reform should not be a “hollow victory”. It should be based on experiences between countries that can be compared, on international experiences, and should envisage a transfer of patterns in the direction South-North, as well as in the direction North-South.

A reform can be envisaged from different viewpoints: teacher training, structure of classes, school textbooks. It should always take into consideration the economic aspect, the gender balance, the health of partners, etc.

Little time has been devoted to the accreditation that the Group preferred to call “quality assurance”. The problem remains the same when one comes to speak of training flexibility. That was the case during the discussion, in particular when it concerned groups in difficulty such as young refugees issued from armed conflicts, and girls.

Globalization in this matter can be detrimental to young people as a comparative evaluation would put them in a disadvantaged position when it comes to the world of work.

4. Who is doing what about these issues at secondary level in the post-Dakar context?

One of the goals of the Dakar Framework for Action is “Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills’ programmes”. This goal includes necessarily what we call secondary education. Yet it has been proven that secondary education is the missing link of the Education for All (EFA) agenda. All countries need to enlarge the possibilities of this level of education, including developed countries. As regards girls, it seemed to us essential that a renewed curriculum should be one of their main concerns towards girls as well as towards boys. It would also be necessary that these reforms go along with a specific training aimed at teachers as well as at parents in the field of stereotypes which are often at the basis of the refusal of girls to study scientific subjects. As regards groups in difficulty (in crisis), it appeared to us that flexibility is an essential component to help the young people belonging to these groups.

5. How, where and on what can partners work together?

The International Bureau of Education (IBE) proposed (i) that this Interagency Consultative Group work jointly for the preparation of the 47th session of the International Conference on Education (ICE) which will focus on many aspects of secondary education, and (ii) to enhance the exchange of ideas and experiences through the setting up of electronic forums on curriculum reform at secondary level.

4. What are the Thematic Group’s main conclusions?

If there is a certain consensus on the objectives of primary education and its quantifiable outcomes, there is no consensus as regards secondary education. A new vision is necessary before any reform takes place. In view of this reform, the support of teachers is needed as well as that of civil society. One has to be innovative in this field and more creative than ever.

Thematic Group 3: Secondary Education for the World of Work and Technical and Vocational Education and Training

Mr McKenzie's lead paper (*Linking general and vocational learning in secondary education*) drew upon a recent comparative review of education-to-work transition in 14 OECD countries. He argued that vocational learning need to be strengthened for several reasons including to make school learning more interesting and to improve the transition to both further education and work. He identified several reform trends (eg increasing student choice, more flexible pathways) and characterised effective education-to-work transition systems as having several features including workplace experience, 'youth friendly' labour markets and tight safety nets. Mr McClusky's lead paper (*Workforce development impacts in secondary education*) said that, rather than starting with education reform, USAID had analysed labour markets in order to develop better workforce skills-development systems. Amongst the cited consequences of this approach were the emergence of certification standards, curriculum adjustments to meet labour market needs, experiential learning, emphasis on entrepreneurship, private/public partnerships and more responsive higher education institutions.

Mr Maclean, the Rapporteur, summarised the day's discussion as follows.

1. What are the main issues raised by the lead papers?

- Changing definition of vocational education

There is need to adopt a broader concept of vocational education and for it to be considered as part of lifelong learning. The definition of vocational education needs to ensure that it is seen as an alternative and equal form of education which is valid just as much as academic education. Vocational and educational programmes are generally preparation for work or for a particular occupation while general education is more a preparation for life.

- Place in the curriculum

Vocational education is not a single generic way of educating but can appear in different ways in the curriculum. For example traditional courses such as metal work; working in a team to solve a problem when it comes to learning by doing; and, drawing examples in a range of subjects (such as mathematics) which relate to actual situations outside the school.

- Importance of cross-cutting themes

There is no single model regarding what secondary education and vocational education should look like since this depends on the particular context of education system. There are a number of critical cross-cutting themes which impact on the relationship between vocational education and secondary education. For example: gender; financial cost; rural urban location; level of technology; poverty; entrepreneurship; how to accommodate marginalized groups; teachers; availability of resources; governance/policy and planning; It is also important to stress vocational learning rather than just the notion of vocational education.

- Flexibility and alternative pathways

The aim should be to construct pathways that are broad and long in order that learners can keep their options open. There is also a need to ensure that groups like university gatekeepers accept that vocational education can be cognitively complex and should be valued; and success in vocational programmes should enable transfer into academic streams.

It is important to ensure that all doors remain open for competent learners for as long as possible in the learning cycle through maximizing flexibility and transfer between vocational education and academic education. This involves increasing the status of vocational education and breaking stereotypes that still persist in certain places: for instance, where simplistic distinctions between blue collar (vocational education) and white collar (academic education) work exist and where vocational education is regarded as working with one's hand while academic education is working with one's head. These distinctions are often no longer valid.

In addition, given the rate of economic and social change, people will change their work many times over their life and so preparation should not be too specific to a particular occupation. The concept of lifelong learning and career-long professional development become issues of importance. There is a need for a more generic preparation with a focus on basic skills which maximize flexibility and promote the ability to prepare for a global employment market. The development of qualifications frameworks that enables the transferability of qualifications between countries.

2. Who is doing what about these issues at secondary level in the post-Dakar context?

OECD is undertaking follow up to the report issued in 2000 on “from initial education to working life”. Fifteen countries have agreed to pool their resources to focus greater attention on guidance and counselling on a lifelong learning context. This is important to enable young people to know the options open to them. The study, which is to be undertaken in collaboration with the World Bank, will be concluded at the end of year 2002. OECD is also undertaking a study on lifelong learning and the role of qualifications in facilitating a move between sectors. As part of this, they are examining what countries are doing to recognize non-formal learning. In addition OECD has just launched a study on the teaching profession which examines what societies are demanding of schools including a broader notion of vocational education. In the next stage of PISA, longitudinal studies of young people moving through the education system into vocational education, higher education, etc., will be undertaken.

In **Norway**, the Ministry of Education has examined the matter of providing a diversified and streamlined system of vocational education. Attempts have also been made to provide greater flexibility in what was previously a more uniform system. **NORAD** are undertaking activities which seek to make aid-assistance more focused both in terms of content and with regard to particular countries. A relatively small percentage of the total budget currently goes to vocational education but there are attempts to increase the allocation of funds to this sector. A matter being currently debated concerns what the priority education programmes should be in the future with many feeling that as EFA proves successful, much greater emphasis should be placed on secondary education and TVET. Meeting the needs of girls, adults and lifelong learning and teacher-training are all key considerations.

In **USAID**, there is a move to examine broader educational considerations rather than just EFA. However, the programmes being developed are conceptualized as part of the Dakar follow-up. The reform of secondary education is seen as a very important part of the process of workforce development. There is a need to improve the competitive edge when it comes to employment through, for example, focusing on the types of linkages between education and the private sector. In many countries, a greater emphasis needs to be placed on meeting the needs of youth with particular reference to improving the link between education and the world of work.

The **World Bank** considers secondary education as part of lifelong learning and not in isolation. The WB is going to hold a meeting on lifelong learning in developing countries in Stuttgart, in Autumn 2002. An area of particular emphasis is “knowledge for development” regarding education and training. The WB has more than 20 country-based projects in all regions on secondary education and TVET. They have also published a number of case studies on secondary education and TVET in several countries, e.g. Brazil. They are also closely involved with the PISA work in order to help improve the reliability and richness of data available to policy makers when it comes to making decisions. In Africa, the WB is conducting studies on secondary education and vocational education and training with particular reference to informal sector-training, financing of VET, etc. Matters regarding the vocationalisation and enterprise education are being undertaken in collaboration with OECD and IIEP.

At **Headquarters** level, UNESCO is working in the area of guidance and counseling for employment and a book will be published on issues in this area in the future. A part of the study is being undertaken in both English- and French-speaking Africa to develop training modules relating to the development of guidance programmes. The stress is on girls and women. A Guidance Center is being established in Malawi. Pilot activities are being undertaken to improve access and equity with regard to girls in TVET; and follow-up is occurring regarding the revised recommendations on TVET, passed by the Member States at the last General Conference.

In the **UNESCO-UNEVOC** Centre in Bonn, the emphasis with regard to secondary education and TVET has been on: interagency collaboration regarding programmes at the secondary level for vocational education (Voc.Ed.); strengthening and upgrading of the UNEVOC network which consists of 205 centres in 136 countries; the development of relevant programme activities in Southern Africa, West Africa, Middle East, Asia, Pacific and Central Asian Republics. With regard to knowledge management, the Bonn Centre has an extensive publications programme involving an international handbook on vocational education as well as a book series on the same area. A knowledge-management website on TVET is being established with assistance from SAP.

UNESCO Beirut has initiated a policy dialogue with the Arab States regarding secondary education and vocational education. They are also providing technical backstopping assistance to Member States regarding TVET as part of the promotion of national capacity building. Networking in the region to bring together partner institutions involved with vocational education has been promoted and currently a meeting is being planned to facilitate the identification of areas of common interest between countries with regard to secondary education and vocational education. Outside funding to be sought for projects in the areas so identified.

3. What else needs to be done at secondary level in the Post-Dakar context?

- Greater emphasis on promoting flexibility in TVET and academic education programmes
- Greater ease of transferability between vocational and academic streams
- Improved status of vocational education as a valued form of education
- Greater stress on meeting the needs of vulnerable groups such as women and girls, those in poverty, ethnic and racial minority groups, etc.
- Need to develop greater partnerships with regard to TVET, programme delivery and assessment including involvement of private enterprises

4. How, where and on what can partners work together?

- General agreement between the partner agencies that they can work together to address the range of issues presented in part 1.above.
- Areas of particular emphasis are: improved access to vocational education; strengthening enough grading; quality assurance; equity issues with particular reference to the education of girls and women, etc.
- See areas of interest of different agencies as referred to under 2. above.
- As a follow-up to this meeting, agencies who participated in thematic group 3 to explore areas for joint activities.

5. What are the Thematic Group's main conclusions?

- There is a need to adopt a broader concept of vocational education as part of lifelong learning.
- Vocational education is not a single way of educating people since many possible half-ways can occur
- More needs to be done to examine the impact of key cross-cutting themes (eg Gender; poverty; teachers; etc. with regard to impact on vocational and secondary education)
- Greater effort needs to be taken to construct pathways which enable people to keep their learning options open as long as possible
- Greater flexibility needs to occur between vocational and academic education including the mutual recognition of qualifications
- Private enterprises have an important role to play with regarding to the framing, delivery and assessment of vocational programmes
- There are many areas of common concern between partners such as OECD, USAID, UNESCO, etc. with regard to secondary education and vocational education. As result closer collaboration and cooperation is certainly possible between these various agencies.

Thematic Group 4: The Changing Roles of Teachers, School Leaders and Other Education Personnel (OEP)

Ms Fouilloux's's lead paper (*The situation of second level teachers and educational staff*) argued that the education professions were having to change as a result of pressures form several sources - economic, social, knowledge shifts, new technologies and productivity. Yet there were certain essential factors in the roles of teachers - as designers of content and learning, as participants in the management of the system and as team-workers with other specialist staff. (e.g. educational psychologists). All these pressures and factors had implications for teacher recruitment, training, working conditions, payment and status. Given the increasing feminisation of the teaching profession in some countries of the world and the low proportion in some others, the implications for women had special significance. Mr Bolam's lead paper (*Changing roles and training needs of principals*) summarised selected research and experience in order to demonstrate that secondary school principals are critically important to school improvement and that their roles are changing substantially. It then considered ways in which illustrative national training and development strategies have been modified in response to these changes and suggested a framework for possible future collaborative work.

Ms McClure, the Rapporteur, summarised the day's discussion as follows:

1. What are the main issues raised by the lead papers?

The Group focused on '*what drives changing roles?*' and concluded that the following issues were important:

- changing economic environments – economic conditions putting pressure on families and schools to help ensure the economic success of all children (smaller families, greater market economic identity;

- changing social environments – social conditions put pressure on schools and communities to address issues of adolescent development (reproductive health, HIV/AIDS, political and social identity);
- changing understandings of the roles of teachers, school leaders and other education personnel:
 - education as institutional competition – markets and consumer choices;
 - education as participatory planning – increased roles of community; stakeholders – accountability and transparency;
 - education as professional design – teachers as sources of innovation;
 - creators of materials, methods and curriculum.

There was a need:

- for more comprehensive profiles of teachers, school leaders, and other education personnel not principally involved in either teaching or school leadership (eg school inspectors, librarians, counselors, etc.);
- to fill gaps to better inform EFA action plans – special emphasis needed on school leaders – also need to broaden perceptions of who works in schools, including former teachers who have moved on;
- for clearer understanding of what training is needed to meet changing roles at all levels – costs and certification – new types of delivery systems;
- for better articulation between training for general and vocational education;
- for innovation in new education roles (e.g. mentors, near peer tutors).

2. Who is doing what about these issues at secondary level in the post-Dakar context?

Several group members were doing work on these and related topics as indicated in their summaries for the meeting (see conference website) and item 4, below.

3. What are the gaps that need to be filled?

- Need for better quality **indicators** related to issues of changing roles eg:
 - numbers of teachers, school leaders and OEP at national and sub-national levels;
 - profile data related to age, gender (feminization of profession);
 - qualifications;
 - salaries and benefits (health care, pensions, etc.);
 - class size;
 - pupil/teacher ratio;
 - workload;
 - quality outcomes beyond national exams.
- In **urban/rural schools**, there was a need to better understand:
 - best practices for effective teaching and learning;
 - bridges to the community;
 - centres for innovation;
 - possibilities for collaboration.
- In **crisis situations and LDCs** with acute/chronic problems there was a need:
 - to explore self-reliant learning and learning communities – including problem solving, peer training, shared leadership, instructional and management skills
 - possible use of distance learning in difficult to reach areas;

- to encourage EFA national action plans to ensure inclusion of plans for most vulnerable populations (refugees, internally displaced persons - IDPs, ISPs);
- to revisit issues of teacher qualifications and need for low cost, large scale, high value, rapid replacement (armed conflict, HIV/AIDS, etc).
- **LDCs** needed strong support and technical assistance for:
 - national action plans
 - guidelines for pedagogical institutes.
- With respect to **gender/ diversity** it was important to discuss equity alongside quality eg issues related to equity of access and quality of outcomes. There was a need for:
 - national action plans to address teacher and school leadership training specifically for special needs populations like Linguistic and ethnic minorities and immigrants, Girls and boys, Disabled children;
 - more comparative policy research to help inform government plans related to, for example, the impact of related national reforms and of gender equilibrium programs on role models for children.
- Regarding **commitment/motivation** there was a need for more comparative research related to:
 - the status of teacher codes of ethics – who drives them and why- governments, professional associations, etc. What has been the impact?
 - social respect – what changes have there been in terms of financial incentives and social rewards; any increase in social recognition and visibility through the media?
 - workload: not only need better quality indicators, but also need better understandings of what competencies are needed for teachers and school leaders to design successful teaching and learning practices.

4. How, where and on what can partners work together?

Group members indicated their readiness to consider working together by building on existing work as follows:

- Indicators: OECD; ILO; UNESCO/UIS; and IE. (NB interest varied in relation to teachers, principals and other personnel).
- Urban/rural and large/small schools: UNESCO; ASP.
- Crisis situations and LDCs: UNHCR/RET; UNESCO/EPF
- Gender/ diversity; equity/quality: OREALC; IE; UNESCO;IFWU; UNHCR/RET.
- Commitment/motivation: UNESCO; IE; ILO.

5. What are the Thematic Group's main conclusions?

- i. Give some priority to the identification of good practice, the preparation of Guidelines and research.
- ii. Use web site as collaborative work site and contribute guidelines, best practices, research

Conclusions and Outcomes of the Meeting

In the first session of day 3, the Rapporteurs presented extended versions of their reports to the plenary group. In the course of discussion, several points and issues emerged in relation to secondary education, including the following:

- the need to improve data collection and dissemination;
- the need to enhance policy dialogue between agencies;
- the need to share the conclusions of this meeting with other Inter-agency consultative groups;
- the importance of involving teachers in educational research;
- the need to consult with youth representatives via conferences.

The final session discussed outcomes and ways forward. It was recognised that the specific ideas mentioned by the Thematic Groups would be considered for further action by those involved. More generally, the following principal outcomes, were agreed in the form of **recommendations to the Group** itself:

1. Develop alternative delivery systems

The importance of alternative delivery systems was emphasised by many participants, so much so that, in effect, it became a fifth theme of the meeting. As indicated in the Thematic Groups, several members were committed to work in this field. Specific issues and ideas included:

- investigate the costs of various alternative delivery methods, including distance education, compared with each other and with conventional approaches;
- one important initiative here is the evaluation of distance learning in secondary education in Latin America;
- exploring further the possibilities for collaboration to identify and share successful practice;
- highlight this aspect on the GINIE web site;
- explore possible links with the 2003 information summit meeting.

2. Enhance the exchange of information

There was broad consensus that the Group's basic original objective '*to exchange information and ideas*' continued to be its fundamental rationale and was being achieved on an ongoing basis. The Conference and GINIE web sites were very successful and offered considerable opportunities for enhancing information exchange. For instance, when this meeting's details were posted, they would contain participants' e-mail addresses and their organisation's web sites thus promoting individual and group exchange.

3. Add the voices of youth

Specific suggestions for extending information exchange were:

- to include the voices of others, especially youth and practitioners/teachers;
- to develop and extend existing think tanks and conferences to embrace these ideas;
- to explore electronic forums as means of including other voices, for example on curriculum reform at secondary level.

4. Work towards clarification of key concepts in secondary education

The meeting had confirmed the central importance of adolescence in secondary education. It was agreed that key concepts could be most profitably clarified and applied in relation to practical projects, for example on:

- life-skills and adolescence;
- individual counselling.

5. Develop indicators of secondary education

The importance of sound and reliable data was re-affirmed and several gaps were identified in the Thematic Groups. It was, accordingly, agreed that more work should be done to develop indicators on secondary education, for example, from a youth perspective.

6. Develop Guidelines on New Roles and Training

There was agreement that the development of practical guidelines aimed various practitioners, including teacher trainers, was an effective means of identifying and sharing successful practice. Specifically, it was suggested that they be developed for three groups:

- teachers;
- school leaders;
- other school personnel.

7. Explore and develop twinning

There was widespread support for exploring the idea of twinning, especially with countries in crisis or emergency situations, as a means of promoting the exchange of practical experience and good practice. Three initial target groups were identified:

- students;
- teachers;
- schools.

8. Collaborate on the preparation of 47th Conference on International Education (CIE/ICE)

As indicated above, the IBE proposed that this Interagency Consultative Group work jointly for the preparation of the 47th session of the International Conference on Education (ICE) which will focus on many aspects of secondary education.

Future of the Consultative Group

The last session concluded with consideration of the future of this Consultative Group. By general agreement, it was fulfilling useful functions for its members. There was some discussion about its name and of the feasibility and desirability of extending its membership. It was agreed that:

- the arrangement of convening meetings of the Group on an occasional basis should be adopted;
- updating progress reports would be contributed every two years on the GINIE web site through UNESCO Headquarters;
- that Group members (or representatives of the whole group) would contribute to specific events on Secondary and Youth Affairs (eg the December 2002 Oman Conference and the 47th International Conference on Education).

Finally, in closing the meeting, the Chairman, Mr Iwamoto, thanked all the participants, together with the UNESCO support staff, for contributing to such a successful event.

Annexes

1. *Agenda*

Rationale:

Original Objectives of the Group

- to exchange information and ideas
- to compare on-going agendas, priorities and activities, avoid overlap and optimize agency and inter-agency efforts
- to identify potential areas of synergy and collaboration.

The Group provides a forum for inter-agency consultation. Following the two previous meetings in 1999 and 2000, two principles are proposed:

- to base the Group's future work on 'The Dakar Framework for Action'
- to concentrate on a limited number of priority themes within that Framework.

Specific Objectives of the Meeting

- to review developments since the February 2000 meeting, especially regarding major work undertaken, new research results and policy orientations
- to identify the main implications of the Dakar Framework for our own work at secondary level and for important themes selected
- to identify possible areas for collaboration over the next two years
- to agree on the Group's future role, functions and working modalities over the next two years.

Tuesday, 26 March 2002

9 am Registration

Chair: Mr John Daniel, ADG/ED, UNESCO

9.30 am Opening session
Welcome address by ADG/ED, UNESCO

Adoption of the Agenda

10 am Introduction and overview of the Meeting:
Ms Sonia Bahri, UNESCO

Chair: Mr Wataru Iwamoto, UNESCO

10.15 am Progress Reports from Members of the Group
5 minutes per agency

11 am Coffee break
Chair: Mr Wataru Iwamoto, UNESCO

11.30 am Progress Reports from Members of the Group (cont'd)
5 minutes per agency

Overview through the GINIE Website (10 minutes)
[Presenter: Ms M. McClure, University of Pittsburgh]

1 pm Lunch break

Chair: Mr Hamidou-Arouna Sidikou, Agence Intergouvernementale de la Francophonie

2.30 pm Round Table presentations and discussion
10 minute presentations

1. Secondary education reform and expansion in the light of Education for All (EFA) and the Dakar Framework for Action
 - Access, equity and quality
 - The challenges and the priorities
 - Girls' access to secondary education

*[Presenters: Mr A.H. Mputu, UNESCO
Ms V. Cavicchioni, UNESCO Consultant]*

2. Financing of secondary education

[Presenter: Ms F. Caillods, IIEP]

3. Diversifying delivery: distance education and alternative delivery systems

*[Presenters: Mr T. Linden, World Bank
Ms S. Phillips, COL
Mr B. Loing, ICDE]*

4. Plenary Discussion

4 pm Coffee break

Chair: Ms Sonia Bahri, UNESCO

4.30 pm

Introduction to Themes

Overview:

(2 presentations of 5 minutes each per theme)

Theme 1: Meeting the Needs of Adolescents

*[Presenters: Mr A. Guerrero, UNICEF
Mr Zhou Nanzhao, UNESCO, Bangkok]*

Theme 2: Reforming the Curriculum: Content, Examination and Accreditation

*[Presenters: Ms C. Braslavsky, IBE
Ms H. Drennen, IBO]*

Theme 3: Linking Secondary Education and Technical and Vocational Education (TVE)

*[Presenters: Mr P. McKenzie, OECD
Mr R. McClusky, USAID]*

Theme 4: The Changing Roles of Teachers, Principals and other School Personnel

*[Presenters: Ms M. Fouilhoux, EI
Mr R. Bolam, University of Cardiff]*

Briefing for the four Thematic Groups

6 pm

Cocktail

Wednesday, 27 March 2002

- 9.30 am Thematic Group sessions¹
- Group 1: Meeting the Needs of Adolescents
Facilitator: Ms M.H. Henriques-Mueller, UNESCO
Rapporteur: Ms S. Gear, The British Council
 - Group 2: Reforming the Curriculum: Content, Examinations and Accreditation
Facilitator: Mr J. Wimberley, Council of Europe
Rapporteur: Ms F. Sauvage, IFUW
 - Group 3: Linking Secondary Education and TVE
Facilitator: Mr T. Linden, World Bank
Rapporteur: Mr R. Maclean, UNESCO
 - Group 4: The Roles of Teachers, Principals and other School Personnel
Facilitator: Mr W. Ratteree, ILO
Rapporteur: Ms M. McClure, University of Pittsburgh

- 11 am Coffee break
- 11.30 am Thematic Group sessions (cont'd)
- 1 pm Lunch break
- 2.30 pm Thematic Group sessions (cont'd)
- 4 pm Coffee break

Chair: Mr Wataru Iwamoto, UNESCO

- 4.30 pm Plenary Discussion
Coordination of the conclusions of the four thematic groups
- 6pm End of afternoon session

Meeting of Rapporteurs

Thursday, 28 March 2002

¹ During the morning session each group should consider the theme's implications for the post-Dakar agenda. During the afternoon session each Group should

- identify areas where more research/action is needed
- suggest joint projects/publications for the next two years
- reach agreement on Group Rapporteur's draft report.

Chair: Ms Sonia Bahri, UNESCO

9.30 am Plenary session:

Reports from Thematic Groups

Group 1 Report: Rapporteur

Group 2 Report: Rapporteur

Group 3 Report: Rapporteur

Group 4 Report: Rapporteur

11 am Coffee break

Chair: Mr Wataru Iwamoto, UNESCO

11.30 am Final session

Ways Forward:

- Identification of collaborative projects for the next two years
- Definition of the Group's future role, functions and working modalities over the next two years
- Next steps

1 pm Closure of the Meeting

2. *List of participants and observers*

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