Education in the Asia-Pacific Region:
Issues, Concerns and Prospects 27

Colin Power

The Power of Education

Education for All, Development, Globalisation and UNESCO

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Series Editors Introduction

It is a great honour and privilege to be able to push this important and insightful book by Professor Colin Power on education and development, in a book series which was established some years ago under the auspices of the Asia Pacific Educational Research Association (APERA). Colin Power was himself instrumental in establishing APERA, and was the first editor of the APERA journal *Educational Research for Policy and Practice*.

The book explores the role of education and schooling in realising the human potential for creativity, freedom and peace building in the midst of a world which is currently in great turmoil politically, economically and culturally. Based upon a wealth of scholarship, research and personal experience, Colin Power examines fundamental questions concerning education and schooling, such as: what is the purpose of education and of schools; what are the enduring challenges facing education in the twenty-first century in the light of globalisation and the widespread impact of information and communication technologies; what is the most desirable balance between meeting the needs of individuals and local communities while at the same time meeting the needs of society as a whole; and, how to best resolve tensions in education and schooling concerning cooperation and competition between individuals and groups of learners, and between meeting local and national/international needs? Additionally, the book charts the development of education at all levels from early childhood to higher to lifelong learning and of all types (e.g. TVET, science, humanities), and the new global challenges (e.g. information and communication technologies, the post 2015 development agenda) using the latest international data bases and evidence. Elaborating on the nexus between power, education, policy and globalisation, it examines the role played by the international community in setting the international education reform agenda (e.g. the Millennium Development Goals, Education for All, lifelong learning, education for peace, democracy, sustainable development, poverty alleviation) and in the reconstruction and renewal of national systems of education.

Colin Power is uniquely placed to present such an analysis, since he is an eminent leading scholar, researcher and educational practitioner who has been a very influential education policy maker and practitioner both in his native Australia and on the international scene.

During his period as head of the Education Sector in UNESCO from 1989 to 2000, Colin was a major figure on the world education stage, playing a key role in major education initiatives such as Education for All, and the reform and reconstruction of national systems of education. He was at the forefront of UNESCO's support of the United Nations' struggle to alleviate poverty, defend human rights, and to educate for peace, international understanding and sustainable development. Colin was also instrumental in establishing within the UNESCO Education Sector Secretariat in Paris the International Commission on Education for the Twenty-First Century which produced the major, ground breaking report *Learning*: *The Treasure Within* (*1996*). This report, which has been published in all the world's major languages, has had an enormous sphere of influence in raising and discussing the major issues, concerns and prospects facing education and schooling in the twenty-first century.

Since retiring from UNESCO in 2000, Colin Power has continued to play an active role in supporting collaborative efforts involving governments, non-government organisations, the private corporate sector and members of civil society to improve research, policy and practice concerning the relevance, quality and outreach of education and schooling. Professor Power is the recipient of many national and international awards in recognition of his outstanding services to education, including being awarded a Member of the Order of Australia (AM) in January 2002 'for service to education, particularly in the area of educational research, and to UNESCO as the Deputy Director-General (Education)'. He resides in Brisbane, where he is chair of the Commonwealth Consortium for Education and the EIDOS Institute, which is a public policy think tank.

This is an important book on an important subject which deserves to be widely read.

Hong Kong Institute of Education — Rupert Maclean
National Institute for Educational Policy Research, Tokyo — Ryo Watanabe
University of Malaya, Kuala Lumpur — Lorraine Pe Symaco
August 2014

Preface

Today hundreds of millions of children and adults, especially girls and women, are struggling for survival in destitution and distress. They are victims of war, violence, poverty and abuse. They are refugees, handicapped, marginalised, abandoned, street and working children, unemployed, forgotten. They are at risk of murder, torture, rape, sexual exploitation, drugs, HIV-AIDS, hunger, and forced labour. Most have never been to school or dropped out early due to poverty or discrimination. Education is their only way out.

This book is about the power of education: the kind of education that simultaneously enhances the quality of life for both individuals and the wider society. It is the story of how education enriches the lives of individuals, communities and nations. It seeks to explain why education must be protected as a basic human right, as a value in and of itself. The ultimate goal of education is to equip all people, regardless of gender, age or circumstances with the knowledge, skills and values necessary to develop their talents and for them to participate fully in the life and work of their society. To realise its potential, education must be of high quality, accessible to all, and emancipatory – it must open minds and doors. An empowering education is one that builds the human resources that we need to be productive, to continue to learn, to solve problems, to be creative, and to live together and with nature in peace and harmony. When nations ensure that such an education is accessible to all throughout their lives, a quiet revolution is set in motion: education becomes the engine of sustainable development (economic, social, moral, intellectual and cultural) and the key to a better world.

The 1990s were an important period in world history. The decade leading to the year 2000 brought about significant political changes worldwide as nation after nation moved towards democracy. It was also the decade of great intellectual, economic, scientific and technological change (in particular, in the development of new information and communication technologies) in what became known as the global knowledge society. The symbolic year 2000 stimulated many people, institutions and governments to reflect on the challenges of the twenty-first century. The focus of this book is on the role played by the international community, and particularly by UNESCO, in supporting the quiet revolution that gathered momentum during the

1990s. It is a story about an impossible dream, a necessary utopia: about the struggle against oppression, indifference to the plight of the poor, and the ruthless exploitation of our planet's natural and human resources. It is also about the need for international intellectual and moral solidarity, for only by sharing knowledge, research, innovation and experience and working together can we hope to find solutions to the challenges facing our world.

Ensuring that all children, youth and adults have access to quality education has always been central to the mission of UNESCO. This book gives an account of the role played by UNESCO since 1989 in the Education for All (EFA) movement. It is also about the ways in which education is transforming our world, while at the same time being transformed by the forces of globalisation. An account is given of the thinking behind UNESCO's International Commission on Education for the twenty-first century and the emphasis given to lifelong learning. It tells of the challenges facing secondary, technical and higher education, as well as the arts, humanities, science, health and environmental education. It also considers the role that education plays in building new nations, and UNESCO's role in reconstructing education systems in the aftermath of violent conflicts and natural disasters – education for democracy, peace, human rights and sustainable development.

At the World Summit on Development in 2000, world leaders committed their nations to take urgent action to deal with some of the most serious problems facing humanity, and to work towards a set of agreed goals (the Millennium Development Goals). Subsequent chapters of this book deal with the contribution that education can make to the eradication of extreme poverty and hunger, to gender equity, to the protection of the world's rich cultural and natural heritage, and to facing the challenges posed by globalisation and the internationalisation of education, advances in communication technology, global warming and climate change. In the concluding chapters, an insider's view is also given of how international organisations work, their strengths and weaknesses, and the reforms needed if UNESCO is to preserve, while renewing, the vision of the world leaders who founded the organisation.

In all international organisations, one finds bureaucrats, political appointees and dedicated professional and support staff. It is to the latter, my hard-working and talented colleagues who share the values embodied in the constitution of UNESCO, that this book is dedicated. I must also include in that dedication, the scholars, teachers, literacy workers and young people who have been UNESCO's partners in its efforts to empower others through education. Let me also add that whatever UNESCO has achieved has been very much a team effort. I must pay a special tribute to all the professionals and support staff that formed the UNESCO team in Paris, its Institutes, Centres and field offices throughout the world. I cannot mention all by name, but I would be remiss if I did not express my gratitude to Federico Mayor (Director-General of UNESCO, 1988–1999) for his leadership and support. Special mention should be made of Wolf Rissom and Sheila Haggis who served as Executive Directors in the Office of the Assistant Director-General for Education. They were always there when work had to be completed and the going was tough. In writing

this book, I have been blessed with many acts of support, generosity and guidance. In particular, I would like to thank Ilenna Copley, Wolf Rissom, Rupert Maclean and my wife Carol Power, as well as the team at Springer, for their thoughtful suggestions and unfailing encouragement.

Brisbane, QLD, Australia

Colin Power
Assistant Director-General for Education (1989–1998)
Deputy Director-General, UNESCO (1999–2000)

Contents

Abbreviations

ADEA	Association for Development of Education in Africa
ADG/ED	Assistant Director-General for Education, UNESCO[1]
ANC	African National Congress
APEID	Asia-Pacific Programme of Education Innovation for Development[2]
APERA	Asia-Pacific Educational Research Association
APCEIU	Asia-Pacific Centre of Education for International Understanding[1]
ASP	Associated Schools Project[2]
BBC	British Broadcasting Corporation
CARNEID	Caribbean Network of Education Innovation for Development[2]
CASTME	Commonwealth Association for Science and Technology Education
CEPES	UNESCO European Centre for Higher Education[1]
CODISEE	Co-operation in Research and Development for Educational Innovation in South-East Europe[2]
COL	Commonwealth of Learning
CORDEE	Co-operation for the Renewal and Development of Education in Europe[2]
EC	European Commission
ECCE	Early Childhood Care and Education
EDI	Educational Development Index
EFA	Education for All[2]
EI	Education International
EIU	Education for International Understanding[2]
EPD	Environmental and Population Education for Human Development[2]
ESD	Education for Sustainable Development[2]
EU	European Union

[1] UNESCO centre or institute.

[2] UNESCO programme or joint programme.

Eurostat	Statistical Office of the European Communities
E-9	Education for All in the Nine Largest Developing Countries[2]
FAWE	Forum for African Women Educationalists
FRESH	Focussing Resources on Effective School Health
GATS	General Agreement on Trade in Services
GDP	Gross domestic product
GNP	Gross national product
HIV-AIDS	Human immune deficiency virus/acquired immune deficiency syndrome
IAU	International Association of Universities
IBE	UNESCO International Bureau of Education[1]
IBO	International Baccalaureate Organisation
ICASE	International Council of Associations for Science Education
ICE	UNESCO International Conference on Education[2]
ICSU	International Council of Scientific Unions
ICT	Information and Communication Technologies
ICSU	International Council of Scientific Unions
IEA	International Association for the Evaluation of Educational Achievement
IIEP	UNESCO International Institute for Educational Planning[1]
ILO	International Labour Organization
ILY	International Literacy Year[2]
INRULED	International Research and Training Centre for Rural Education[2]
IOC	Intergovernmental Oceanographic Commission[2]
IPCC	Intergovernmental Panel on Climate Change
ISCED	International Standard Classification of Education[2]
LDC	Least Developed Countries
LIFE	Literacy Initiative for Empowerment[2]
LMTF	Learning Metrics Task Force
LWF	Learning Without Frontiers[2]
MAB	Man and the Biosphere[2]
MDG	Millennium Development Goals
MOOCs	Massive Open On-line Courses
NGO	Non-government organisation
OECD	Organisation for Economic Co-operation and Development
OER	Open Education Resources
PEDDRO	Prevention of Drug Abuse through Education
PISA	Programme for International Student Assessment
PNG	Papua New Guinea
PROAP	UNESCO Principal Regional Office for Asia and the Pacific[1]
PROCEED	Programme for Central and East European Development[2]
PEER	Programme for Education for Emergencies and Reconstruction[2]
PROMEDLAC	Major Project in Education for Latin America and the Caribbean[2]
PROMEM	Mobilising Project in Support of Mayan Education[2]
QAA	Quality Assurance and Accreditation

SEAMEO	South East Asian Ministers of Education Organisation
TAFE	Technical and Further Education
TVET	Technical and Vocational Education and Training
UIE	UNESCO Institute for Education (now UIL)[1]
UIL	UNESCO Institute for Lifelong Learning[1]
UIS	UNESCO Institute for Statistics[1]
UK	United Kingdom
UN	United Nations
UNAIDS	United Nations Programme on AIDS
UNDP	United Nations Development Programme
UNEDBAS	UNESCO Office for Education for Education in the Arab States[1]
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation[1]
UNEVOC	UNESCO International Project on Technical and Vocational Education[2]
UNFDAC	United Nations Drug Agency
UNFPA	United Nations Population Fund
UNGEI	United Nations Girls' Education Initiative
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Programme for Girls and Women
UNITWIN	University Twinning Programme[2]
UPE	Universal Primary Education
UNRWA	United Nations Relief and Works Agency for Palestinian Refugees
USA	United States of America
USSR	Union of Socialist Soviet Republics
WCEFA	World Conference on Education for All[2]
WCHE	World Conference on Higher Education[2]
WHC	World Heritage Centre[1]
WHO	World Health Organisation
WTO	World Trade Organisation

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Chapter 1
The Power of Education

Only the educated are free.

(Epictetus)

Not long after I joined UNESCO in 1989, I met with Dr. Chitra Naik at the Pune Institute of Education to discuss what had to be done to meet the learning needs of out-of-school children in India. She invited me to visit one of the non-formal education projects being undertaken by her Institute in collaboration with UNESCO. We set off to visit a small community some 100 km from Pune. The village did have a primary school, but most of the children living in the tribal area near the village had never been to school.

In the evening, we joined one of the non-formal classes run by the Institute for out-of-school girls. The girls were aged between 9 and 12 years and came from desperately poor families. Early each morning, they gathered firewood and water, then spent long, hard days working in the fields for a few rupees. The Pune Institute-UNESCO project gave them the opportunity to learn how to read and write, and to acquire basic knowledge and life skills. My heart went out to these young girls: they must have been absolutely exhausted after a hard day in the hot sun, but like so many out-of-school children, they were keen to learn and made great sacrifices to acquire the knowledge and skills that are the keys to a better life.

Later, we joined the tribal women of the village attending the literacy class. Sitting on the dirt floor, I asked what they were reading. "Indian Constitutional Law," they replied. Amazed, I responded: "But, but you have only just begun to learn how to read. Why something so difficult as the law?" "We want to know what our rights are and those of our children," they replied. "We want to make sure that our daughters do not suffer as we have done.[1]"

Each year on International Literacy Day, UNESCO and national leaders in many countries present awards to those individuals and groups that have achieved outstanding literacy work. The women discovered I had come to India to join the President and the Prime Minister in conferring the awards. "Please tell the President

[1] Throughout this book where the source of quotations is not given, it comes either from my field notes (as in this case) or unpublished addresses given either by me or the Director-General of UNESCO.

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the District Commissioner is not enforcing the law in our village and ask him to do something about it!" They insisted.

That night I wept for the girls and women of this small Indian village, and for the millions of oppressed women and children whose basic human needs could be, but are not being, met. The untouchables and tribal peoples of India have been trapped for centuries in a web of poverty, discrimination and exploitation. Yet, there is hope despite the burdens. The girls and mothers in this tiny village are being empowered by an education programme that focuses on what is important to them. Illiterate and oppressed girls and women in many villages and slums throughout the world are gaining the knowledge, skills and confidence that they need to live with dignity and to make progress in the daily struggle over adversity. Women are creating their own micro-enterprises and co-operatives, spacing births, speaking up at village meetings, saying no to violence and exploitation. Tribal women are becoming articulate and confident; they are demanding that their children, and especially their daughters, have the chance to attend school and assume control over their own destiny. Women, who for centuries have suffered in silence, are being empowered through education.

A few days later at a meeting on Education for All (EFA) in New Delhi, Prime Minster Rao (UNESCO 1993) explained how community mobilization is creating "a wave of literacy" across his immense country:

> As the dusk settles a few hours from now, over four million volunteers spread across the length and breadth of this sub-continent would be engaged in these campaigns trying to impart functional literacy to millions of learners, a majority of these being women.

Prime Minister Rao went on to argue that Education for All is not a mere issue of literacy: it is empowerment of people. "What is it that we are seeking?" he asked. "We are striving to achieve a world in which peace and harmony reign. A world free of poverty and malnutrition. Education is the path that leads to that world." He concluded with a verse from the Bhagvat Gita:

> There is nothing more ennobling than knowledge in this world and a person who gathers it throughout his life; and not only in this life, but in life after life and it is only then that he is completely enlightened.

As scheduled, I met with President Sharma just before the Literacy Day Awards ceremony. We discussed the leadership role that the Heads of States of the largest developing countries could play in the Education for All movement and what needed to be done (and still needs to be done) at the national and local level to ensure the rights of girls and women are respected in accordance with the Indian Constitution. The President promised to play a key role in the EFA movement and in Indian's struggle to meet its EFA targets. But, he admitted, sadly schooling would not reach all children in India by 2000.

Of the 153 million children aged 6–14 years in India in the early 1990s, 28 million were out-of-school, over 14 million were child labourers. Nearly half of the children entering Grade 1 dropped out before Grade 5. Some 274 million youth and adults were illiterate. Two-thirds of them were women. But, President Sharma argued, the National Literacy Movement and the Total Literacy Campaign were beginning to work, bringing about a "sea-change" in public perception of adult literacy – so much so that, he proclaimed, "universal literacy is no longer perceived as a hopeless

dream, but an achievable task" (UNESCO 1993). He went on to thank UNESCO for its fight to ensure that adult literacy is accepted as an integral part of Education for All and for its ongoing support for India's literacy and non-formal programmes.

Like Ghandi, the more villages and slums I visited in India and in other developing countries, the more acutely aware of my own limitations and misconceptions, and the need for national and international authorities to listen to the voices of the poor, to understand and work with them rather than on them. One cannot but be humbled by the thirst for knowledge of women and children living in poverty and the resilience and wisdom one finds within villages and slums. It is truly inspirational to witness the selfless dedication of volunteers and teachers who work with such a strength of dedicated service.

In India, as in a growing number of developing countries, the "quiet revolution" is slowly but surely gathering momentum. It is an unseen, peaceful revolution in which the marginalised and the oppressed are being empowered, birth rates and infant mortality are declining, productivity levels are rising, and communities and even nations escaping poverty. *The Power of Education*, the quiet revolution I observed on that trip to the tiny rural village, inspired a poem written on my return.

A Quiet Revolution

Despite the brilliance of science and technology
The solitary world of economic ideology
Illiterate mothers have a dream of their own
A destiny for their sons and daughters
Lying between the fire and the thorns

They watch silently as religion and caste divide
And rotund landlords ignore
The empty plates of children
Toiling each day in dusty fields

For mothers and child labourers
The gentle flicker of hope
Shines in the literacy class
Where an unseen revolution
Empowers and ennobles minds.

(Colin Power 1992)

The girls, women and literacy workers of that small Indian village illustrate the power of education. It tells of the quiet revolution underway in countries like India. They are important reminders that adult literacy and non-formal education programmes have an essential role to play in meeting basic learning needs of those without access to formal education. Statistics do not adequately reflect the dignity, joy, pride and tribulation of individuals that education provides. Education enables people to master new skills, to acquire the knowledge they need to be free and contribute meaningfully to the life and work of their communities.

Having begun with a story about the power of non-formal education, the stories that follow are about how formal education can empower individuals, communities and nations.

1.1 Empowering a Nobel Laureate

> Dear Monsieur Germain,
>
> I have just been given far too great an honour, one I neither sought nor solicited. But when I heard the news, my first thought after my mother was of you. Without you, without the affectionate hand you extended to the poor child that I was, without your teaching and your example, none of this would have happened. I don't make too much of this sort of honour. But at least it gives me the opportunity to tell you what you have been and still are for me, and to assure you that your efforts, your work and the generous heart you put into it still live in one of your little schoolboys who, despite the years, has never stopped being your grateful pupil. I embrace you with all my heart.

This letter was written by Albert Camus in 1957, a few days after he received the Nobel Prize for literature. It is included as an annex in Camus's (1994) last book, *The First Man, t*he masterpiece that tells the story of the son of a French soldier killed in World War I who was brought up in extreme poverty by his illiterate mother. It is an account of the exceptional efforts made by an outstanding teacher to develop an extraordinary talent. *The First Man* is both a penetrating portrayal of poverty and an eloquent tribute to Monsieur Germain, Camus's primary school teacher. It is a story of the power of education and how outstanding and dedicated teachers empower the powerless through education.

As one involved in shaping international and national development policy, I found that one needs to present strong empirical research evidence about the contribution of education to economic development in order to convince development banks, donors and governments to invest more heavily in quality education for all. But as human beings, it is stories such as the one told by Albert Camus that inspire us. How, pray tell, I often asked economists, does one measure the value of a Monsieur Germain or an Albert Camus? The economic models and estimates of rates of return used to drive investment and development policies fail to capture what is of most value, the treasure within, the human spirit.

According to Paulo Freire (1970), the process of learning is necessarily accompanied by the learner's increasing consciousness of his or her existential situation and the possibility of changing it, a process he called "conscientisation," but which today is more likely to be called "empowerment." His focus was on the human potential for creativity and freedom in the midst of politically, economically and culturally oppressive structures. In most basic education programmes, formal and non-formal, the focus is on the knowledge and life skills required for daily life. However, one should remember that an empowering education is one that deepens our awareness and understanding of the socio-cultural reality that shapes our lives and of one's capacity to transform that reality. Freire's *Pedagogy of the Oppressed* is to be understood as the dialectic relationship between action and reflection, as teaching that leads to critically reflective action.

An empowering education then is one that deepens one's understanding and awareness; it kindles and enflames a passion to learn throughout life, deepening "conscientisation" in ways that leads to action and continually opens the doors to

freedom. All too often, the formal system douses the passion to continue to learn for those most "at risk." Schooling is more about conformity than empowerment, about control rather than freedom. But there are empowering schools; it is just a matter of knowing where to find them.

1.2 Empowering Schools

Before joining UNESCO, I was a Professor of Education at the Flinders University of South Australia. Our faculty ran a special programme for students who were planning to teach in one of the traditional Aboriginal communities in the remote parts of central Australia. The programme aimed to empower our graduates, to equip them with the expertise, inner strength and sensitivities needed to be effective in working in remote, indigenous communities. Our courses drew heavily on the research on indigenous cultures and education being undertaken by my colleague Robert Teasdale, his doctoral students, as well as elsewhere in Australia and the Pacific. Our students were also required to learn the local language (predominantly Pitjantjatjara). Whereas most young teachers who began working in such communities could not cope and left within a few weeks, ours did not. Our graduates were empowered, and became empowering teachers, as the example that follows illustrates.

Lisa was the sole teacher at Mount Ebanezza School. It serves a tiny indigenous community comprised of a handful of families living in shacks more than a hundred kilometres from the nearest township. Unlike most of the schools serving such communities, the minute demountable that served as the school for the dozen or so children attending was a delight. The classroom was a buzz of activity as excited children learned "white fella stuff," but also something of the richness of their cultural heritage. The walls were covered with their paintings, stories and posters (mainly their heroes, indigenous footballers and artists). The children loved their teacher. She expected them to do well at school, and worked hard at helping them to do so. And the children were doing surprisingly well at school, given that English was not their mother tongue. Moreover, Lisa had become a valued and respected member of this tiny community and quite creative when it came to obtaining resources for her school. For example, the play area included a "basketball court," the baskets being the large road hats one sees to demark areas under repair. Even more surprising given the size of the school and its limited resources, the children had been to Darwin and won the choral competition for indigenous primary schools. The victory had done much to boost the morale and dignity of this tiny community.

Chris Sarra's (2012) book, *Strong and Smart – Towards a Pedagogy for Emancipation*, is also about the power of education, both in his own life and in an indigenous community in Northern Australia. Sarra was the principal of Cherbourg School and is now Director of the Indigenous Learning Institute at the Queensland University of Technology. His book tells how he was empowered through education. It chronicles how he overcame low expectations for his own future to become an educator who has helped change the tide of low expectations for the indigenous students at his school and across Australia.

Like many settlements set aside for indigenous peoples around the world, Cherbourg was a place chosen by the State to park indigenous peoples as their lands were occupied by successive waves of white settlers. It is an artificial community, one in which provisions made by successive state and federal governments for housing, schooling, health services and employment were inadequate and inappropriate. In time, hopelessness descended into helplessness in this welfare-embedded community, setting into motion the downward spiral of alcohol and violence that destroys lives, families and communities.

Sarra provided the leadership at Cherbourg that is crucial if the education provided by a school in an indigenous community is to be empowering. The "strong and smart" philosophy of indigenous self-esteem and identity is the centrepiece of education for empowerment in Sarra's education philosophy. The social, racial and economic backgrounds of indigenous children should not be allowed to become excuses for low expectations and low attainment. Education must enable indigenous students and leaders to take control of their own emancipation.

The experience and message of another indigenous leader, Noel Pearson, the Director of the Cape York Institute for Policy and Leadership, is much the same. Having examined the long term-failure of educational policy in Australia, Pearson (2009) discusses the contribution that good teachers, schools and universities had made to his empowerment. Pearson argues that indigenous children should receive a rigorous, quality education that gives them the means to negotiate the wider world: an empowering education rooted in the traditions both of the Enlightenment and Aboriginal culture "at the highest level of effort, ambition and excellence that we can muster."

1.3 A Personal Story

My own story is also about the power of education: it is the story of how a poor young farm boy from Queensland gained the expertise and qualities needed to help empower others through education; to contribute to the improvement of educational research, policy and practice; to play a leadership role on the world stage; and to lead a productive and fulfilling life. It is but one of the millions of stories of young people from my generation who, unlike our parents, were given the opportunity to continue their education beyond the compulsory stage and to go to a first rate university. I was also fortunate enough to win a Queensland Government University Fellowship that enabled me to attend the University of Queensland, a university that was, for me at least, a place of light, liberty and learning.

In the end, education is empowering only if one learns and continues to learn throughout life, and if the knowledge and skills acquired enable one to achieve one's objectives in life. Learning is an inner voyage, one that must evolve into a lifelong quest for knowledge, meaning and purpose, and a deep commitment to

using one's expertise in the service of others. I owe a great deal to my teachers and mentors who guided and supported me on that voyage, the adventure in learning that has made me[2]:

> A passionate advocate of the right of every person to education, and to the conviction that a quality education, directed to the full development of the individual personality is global public good, the key to peace, social cohesion and development in the twenty-first century.

1.4 Turning the Head of the Dragon

Like most large developing countries, China is grappling with the problem of improving the quality and relevance of education in poor and isolated areas. Its centralised educational policies and programmes tend to be out of touch with the needs of rural communities, leading to poor performance and high dropout rates. *Turning the head of the dragon* (UNESCO 1998) is a story of the empowerment of a rural community. Jinlin is a remote province in Manchuria. With UNESCO's help, the province launched an education reform project to restructure its primary schools so that they could better address the needs of rural communities.

Developed by the province's education commission, the North East Normal University, UNESCO and community representatives, the project involved reforming school management to build effective school-community partnerships; making curriculum, teaching and learning relevant; and linking education to agricultural production and community health. The Jinlin project succeeded in developing a working model of rural primary education that empowers the community.

There were dramatic changes in attitudes as schools became a vital part of the life of local communities, and with that, there were significant improvements in learning outcomes and in school attendance. With the help of the project team, crop yields and marketing improved; community health issues were resolved, and community leaders gained the knowledge and skills needed in their engagements with local and provincial authorities.

Education can not only empower individuals but communities – provided it is of high quality and equips the community with the range of skills, the knowledge and shared values that are crucial for its cohesion and development. For many a small rural community, access to quality education can be an important factor in determining the fate of the community: many a rural community has withered away following the closure of its local school.

[2]The description given in a news article entitled "Power to the People" by Dorothy Illing in *Australian Education*, Winter 1998, 17–18.

1.5 Empowering Nations

From an anthropological perspective, education is the tool developed to facilitate the transmission of cultural knowledge between and across generations. Historically, with the rise of the nation state, one of the most important tasks assigned to every national system of education has been that of nation-building. Every national education system is expected not only to equip workers with the range of skills and knowledge needed for economic development, but also to ensure that all citizens embrace the cultures and values that define the nation and are crucial for its stability and smooth functioning. Education systems then both help shape nations, and are shaped by them.

The kind of education the people of a nation seek then depends on the kind of society they wish to create. Every political system reflects a set of values, a vision of the "good society" (Arblaster and Lukes 1971). Every education system reflects, implicitly or explicitly, a philosophy of education. Of course, visions and philosophies differ, but over time, authoritarian regimes and empires have crumbled. Most nations now subscribe, in principle at least, to the basic values and principles of a participatory democracy (such as liberty, equality, unity in diversity, and respect for human rights). An empowering education system is one built on the same values and principles.

If one looks carefully at the history of the nations that most recognise as healthy democracies and that consistently are at the top of international educational, health, productivity and development league tables, one ends up with the well-established democracies and the emerging Asia tigers. Until recently, most of the nations that are now successful were once poor. To create a vibrant, productive nation, its education system needs to do more that to transmit the known and to reproduce the existing social order. It must play a key role in the transformation of society, in the creation and consolidation of democracy. As the great philosopher John Dewey (Dewey 1916) insisted, democracy can only work if citizens are empowered with knowledge, skills and values necessary for them to participate in the democratic process.

What the nations that are now successful have in common is that they have taken democracy and education for all seriously: they have worked hard at expanding and improving their national systems of education, and at laying the foundations of participatory democracy. The OECD (2012) describes Finland as a "strong performer and successful reformer in education." Finland is a relatively new country. It won its independence from the Soviet Union in 1917, and had a long, hard fight to preserve that independence. Moreover, for the first 40 years of its life Finland was a poor, predominantly rural country. It suffered badly during World War II both in terms of loss of life and territory. In the immediate post-war period, poverty was widespread. Many Finns left the country in search of a better life. Most young Finns left school after 6 years, and only a trickle of upper class children had access to grammar school and to university. Like many countries in Europe, Finland had a two-track education system: Finland was an economic and educational backwater.

It was not until the late 1960s that Finland began to emerge from being a backwater to a watershed as a new social policy climate began to infuse the values of equity and social justice throughout Finnish society. The series of educational reforms that began in the 1970s not only transformed the education system, but also were a major factor in the empowerment of the nation as a whole. The reforms aimed at creating a more socially just society, one in which everyone had access to high quality and publically-funded educational and training opportunities throughout life.

Today Finland has a world-class education system. By international standards, participation rates at all levels of education are very high. Levels of achievement, as measured by international comparative studies, are exceptionally high and Finland has an unusually even distribution of learning outcomes. It has forged a strong bond between quality and equity, trust and efficiency in education reform. Providing quality education for all has been the key to empowering the nation.

There is strong evidence that the quality of teachers and teaching is by far the most important school-based determinant of student achievement and national education performance. In Finland, the status of teaching is exceptionally high. Teachers are carefully selected, highly valued and well trained. The basic requirement for any teacher is a Master's degree, and many school principals have a doctorate. An OECD (2005) review on equity in education describes how Finland has created an empowered teaching profession that empowers the nation:

> High status and good working conditions – small classes, adequate support for counsellors and special needs teachers, a voice in school decisions, low levels of discipline problems, high levels of professional autonomy – create large pools of applicants, leading to highly selective and intensive teacher preparation programmes. This, in turn, leads to success in the early years of teaching, relative stability of the teacher workforce, and success in teaching.

Several Asian countries have also transformed themselves from developing countries to modern industrial economies in one generation. The importance attached to education is not just in terms of its contribution to economic development, but is deeply rooted in the cultures of the "Asian Tigers," with their long tradition of valuing education and respect for the teacher. Building on this base, countries like Singapore and South Korea have focussed on building teacher and educational leadership capacity, problem solving, innovation and continuous improvement. All are examples of how education can empower nations.

South Korea was in an even poorer condition than Finland after the Korean War (1950–1953). After the war, UNESCO played an important role in the reconstruction of the nation's education system, and since then it has surged ahead, both educationally and economically. South Korea has made good use of the expertise and experience of other countries through UNESCO, while at the same time, contributing to its efforts to empower other countries in the Asian-Pacific region through education.

Whereas South Korea is blossoming, its northern counterpart is not. North Korea is a classic example of how education systems are misused by authoritarian regimes to indoctrinate rather than to educate, to close rather than open minds, to disempower

rather than to empower. The education system of North Korea glorifies its "Great Leader" and its military achievements, while denouncing the evils of capitalism, and, in particular, the United States and its allies. The survival of the regime rests not simply on the strength of its military, but the pervasiveness of the indoctrination dominating the work of its schools and universities. Critical thinking and dissent, freedom of thought and speech are suppressed (Acemoglu and Robinson 2012). Empowering the masses through a high quality education that develops the critical awareness and thinking is the last thing an authoritarian regime (or, for that matter, most fundamentalist, extremist groups and illiberal democracies) wants.

1.6 Empowering the Global Community

The nineteenth century has often been described as the century of the nation state, the century that gave birth to education systems that served as the primary instrument for the inculcation of national attitudes, identification and loyalty. Today, the destinies of individuals, cultures, nations and the planet were being shaped increasingly by "globalisation" defined by UNDP (1999) as:

> a multi-faceted set of processes which include not only the changes that have flowed from the new information technologies and opening up of markets, but also new concepts that mean that shrinking space, shrinking time and disappearing borders are linking people's lives more deeply, more intensely and more immediately than ever before.

These global forces bring with them a mix of opportunities and threats both to nations and individuals, and pressures on national education systems to place more emphasis to global issues in their national curricula and educational programmes. Given that nations are becoming ever more intertwined and interdependent, it is imperative that governments and non-governmental organisations work together to reform and to strengthen the United Nations system. Moreover, education systems must also contribute to the building of the global community in order to address the challenges facing humanity in the twenty-first century.

At all levels, an empowering education is one that is built on the values and principles set out in the Universal Declaration of Human Rights. Such an education generates a strong commitment to internationally agreed goals (e.g., Millennium Development Goals, Education for All). In essence:

> Our common future will depend on the degree to which we all become better global citizens, creating the unity in diversity which stems from an intercultural education which helps us build strong cultural roots, to understand and respect the cultures of others, and to learn to live together harmoniously in multicultural communities. (Power 2001)

In our shrinking global village, our collective well-being, even survival, will increasingly be dependent on the extent to which education contributes not only to the empowerment of individuals and nations, but to the entire global community. Building a strong and just global community, a powerful and equitable interlocking system of international organisations (like the UN and its non-government partners)

with the collective intellectual capacity, moral integrity and courage needed to tackle the great challenges of our age is no easy task, one that is the focus of the last chapter of this book.

1.7 The Private and Public Benefits of Education

In the knowledge economy, there can be no doubt that for the individual, continuing to learn, whether by formal or non-formal means, is the key to gaining employment and income stability. The longer one has engaged in formal education and training as reflected in one's skills and qualifications, the higher one's income and the more likely one is to be employed. For example, employment rates in OECD countries are, on average, 28 % higher for tertiary graduates than for those not completing an upper secondary education (OECD 2011). It turns out that the main reason that well educated and trained individuals earn higher incomes is that they have higher knowledge and skill levels, and thus are more productive. In other words, higher qualifications are a proxy for greater knowledge and skills, and as services and production become more complex, employers need workers with higher levels of education.

In all countries, the overall level of unemployment is related to the capacity of economies to create and sustain employment opportunities for those with low skills. For individuals with a low skills base, being given the opportunity to acquire the skills needed for employment at strategic points throughout the life is a crucial factor in improving their prospects for finding a job and a secure income, and thus improving the quality of life for themselves and their families. Education programmes that respond to the expressed needs of the poor contribute to the alleviation of poverty, particularly needs that are closely linked to health, income-generating activities and basic skills (Ouane 2006; Sachs 2005). Persons who have higher language and quantitative skills are more likely to find work, to earn more and to be more productive, and are less vulnerable to long-term unemployment.

It has been only recently that research has begun to clarify the benefits to society stemming from investing in various forms of education throughout the life span (OECD 2008). At the national and international level, education and training generate many economic and social benefits, such as increases in employment rates and productivity, economic growth, global competitiveness, health and happiness. The research suggests that human capital is a key driver of economic development: countries investing most in developing the range of talents, the human resources they need, are those enjoying the most rapid and sustained economic growth and the highest quality of life (Deutsche Bank 2008). Empowering all through education throughout life leads to higher labour productivity, and this in turn is the major contributor to national economic development. The wider social benefits of basic education in terms of poverty alleviation have been set out in the literature since the early 1980s. For example, the OECD (1997) concluded:

> Literacy is important for communication, and is an element in making informed decisions. It is a necessary ingredient for citizenship and community participation. Yet the 'quiet'

> contributions that literacy makes to the economy are not as fully appreciated. These can take the form of higher worker productivity, income and government revenues; a better quality of life in terms of reduced poverty, unemployment, crime and public assistance; and improved health and child-rearing.

For developing countries, there is ample evidence that, provided primary schooling is inclusive and of good quality, completion of primary education contributes to productivity and thus to the alleviation of poverty. For girls and young women, education (particularly if it extends to the secondary level) translates into lower birth rates, and lower maternal and infant mortality (Klasen 2002). The higher the education and skill level of the mother, the more likely it is that her children will stay on to complete their formal education and perform well at school and in life.

Historically, many education and development policies are based on the assumption that literacy and primary education play a key role in poverty reduction, while higher education is crucial for economic development in the global knowledge society. While both are true, the evidence is also mounting that all levels of education and types of training (formal and non-formal) can contribute to both, that is, learning throughout life is the master key to the consolidation of democracy, productivity, health, sustainable development and poverty alleviation (Power and Maclean 2013).

For the individual, the most visible "private goods" produced in higher education are income and status, but the evidence also confirms that it brings many other benefits. For example, education is associated with a lower incidence of a variety of physical and mental health problems, and higher self-esteem, social skills, social engagement, tolerance and capacity to respond to adversity (OECD 2005). For society, the economic, social, health and cultural benefits are inclusive, broadly available and wide-ranging: education is a public good. Education is, then, both a private and a public good, unlocking the treasures within, bringing knowledge, thought and values together, giving meaning and purpose to the lives of individuals and communities.

Acceptance of the principle of an empowering education for all throughout life by governments, corporations and communities means that individuals can expect to be supported in their efforts to acquire the knowledge and skills that are essential to their daily and work lives, whenever and wherever they need them. This not only facilitates the personal development of learners, but also enhances their capacity to be effective in participating in activities designed to improve the quality of life in the community and in the process and institutions of democracy. Meeting and exchanging ideas with people who are from a diverse range of backgrounds helps learners understand and respect other people's opinions and cultures. In so doing, social cohesion and learning to live together are fostered.

At the Millennium Development Goals Summit held in New York in 2010, the present Director-General of UNESCO (Irina Bokova) put it forcefully: "The facts speak for themselves: societies that make education their top developmental priority are more resilient, prosperous, just and peaceful. Education for all plays a central role in achieving the Millennium Development Goals (MDGs) and sustaining the gains made." The UNESCO exhibition at the Summit presented the facts behind the argument that education counts because:

1. It helps eradicate poverty and hunger
2. It is the second MDG and primary education is a universal right

3. It promotes gender equality and empowers women
4. It reduces child mortality
5. It helps improve maternal health
6. It combats HIV-AIDS, malaria and other life threatening diseases
7. It helps ensure environmental sustainability
8. It is essential to a global partnership for development.

Concluding Comments

Quality education empowers individuals. But education empowers only if it leads to learning, that is, to the development of knowledge, expertise, talents and values, and to the wise and ethical use of that knowledge and expertise. Quality education for all empowers communities, nations and humanity as a whole – but only if it is equally accessible to all, and certainly not if what is provided to the masses is restricted and/or of poor quality.

Democracy has made undeniable progress throughout the world since 1989, the year in which the Berlin Wall fell. But progress towards democracy, peace and sustainable development cannot be taken for granted, and indeed it is often superficial and fragile. Ignorance, prejudice and racism are still maintained, exacerbated and employed to maintain power and privilege. The politics of fear continues to be used to legitimate discrimination, human rights abuses, wars and even genocide. No society is free from ethnically, religiously, culturally or politically motivated attitudes of rejection, intolerance, hatred and contempt. Sadly, the ideology of the market and the rapid expansion of the "corporate global education model" are leading to re-emergence of the dual system of education, and thus to ever widening gaps within and between countries. As the gaps widen, frustrations mount and conflicts escalate into violence. There is much to be done to ensure that all (regardless of age, gender, ethnicity, nationality or social class) are empowered through an education based on the intellectual and ethical principles enshrined in the Constitution of UNESCO and the Universal Declaration of Human Rights.

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Chapter 2
The Right to Education

The right to education is, quite simply, the right to a future.

Today, about 1.4 billion people are living in extreme poverty. Some 774 million people, two-thirds of whom are women, are illiterate, unable to read a book or sign their own names.[1] Millions more in every country, rich and poor, are functionally illiterate. The right to education of over 57 million children is being denied: they are not in school, and most have never been inside a classroom. Each year millions of children leave school early, lacking the knowledge and skills they need to participate effectively in modern society. Millions of innocent adults and children who have not been empowered by education are today the victims of conflict and tyranny, exploitation and violence, malnutrition, preventable diseases, inadequate sanitation and polluted water supplies.

Empowering Adolescent Girls: *Breaking the poverty cycle of women* (UNESCO 2003) is an example of a project which seeks to ensure that the right to education is not denied to young women living in poverty. The project focusses on meeting the basic learning needs, on social empowerment, self-employment, hygiene, health and security of 1,000 adolescent girls in Bangladesh, helping to ensure the success of micro-enterprises funded by the Grameen Bank. Box 2.1 tells the story of one these girls, 18-year old Sweety (Masheda Akhter). She is a good example of the power of education, and of why UNESCO insists that education must be seen, first and foremost, as a basic human right.

This chapter focusses on the normative role played by UNESCO in seeking to promote the right to education, monitoring the extent to which governments abide by their responsibilities, and in the resolution of conflicts relating to the right to education.

[1] Throughout this book, the education statistics cited come from the UNESCO-UIS database, where no date is given they refer to the latest available statistics in 2013.

C. Power, *The Power of Education*, Education in the Asia-Pacific Region:
Issues, Concerns and Prospects 27, DOI 10.1007/978-981-287-221-0_2

Box 2.1: Empowering Adolescent Girls – Sweety's Story
Sweety dropped out of primary school in Bangladesh very early due to poverty, and was quickly married off to a petty trader. The marriage turned out to be hell for her, but she succeeded in getting a divorce. However, her life as a beggar was not easy: she struggled, pleading for a few tacka to survive, doors were slammed in her face, eyes were averted, the message being that she was worthless. Eventually, she joined the Adolescent Girls' Project where she attended literacy, skill development and vocational training classes, health and legal counselling. Her reading, writing and basic arithmetical skills improved dramatically, and then she completed sewing and tailoring training and bought a sewing machine with her first micro-credit from the Grameen Bank to set up her own small business. She is now earning an income and helping her family, not only financially but with the education of her younger brothers and sisters. Today, Sweety is the youngest member of the village council, a dynamic young woman, respected by all. The right to education is about the "inherent dignity" of every person. It is about the worth of the millions of young people whose basic human rights are being denied.

Source: *Breaking the poverty cycle of women*: *Empowering adolescent girls. Paris*: UNESCO 2003.

2.1 The Concept of Human Rights

The concept of human rights has a long history, its origins stemming from the historic struggle for freedom, equality and justice. All nations have a system of law which confers rights and responsibilities on the citizens to whom it applies. The ancient codes of the Greek city states and Imperial Rome conferred rights (including the right to education) on certain classes of citizens but not others, and certainly not on slaves. However, when we assert that something is a fundamental human right, we are making a special type of moral claim. It is a claim that is justified because it is the "right" thing to do, a claim that virtually all societies, religions and philosophies accept as valid; a right that all individuals possess wherever they live, and that no political order can deny. In the seventeenth century, the theologian Comenius (1592–1670) made such a claim. He argued that everyone has the right to education, calling for "universal instruction" on a basis of equality, irrespective of social or economic position, religion, race or nationality. Moreover, he insisted on the complete equality of the sexes.

Over time, powerful ideas spread, leading to action. The roots of what we now take for granted as our basic rights stem the struggles for freedom of the past, such as the American (1776) revolution and the Constitution of the United States:

> We hold these truths to be self-evident, that all men are created equal; that they are endowed by their Creator with certain inalienable rights; that these are life, liberty, and the pursuit of happiness.

However, it was not until the French Revolution, that we find education beginning to be accepted as a basic human right for all. The provision of "free public education" accessible to all was included in the French Constitution of 1791.

2.2 The Universal Declaration of Human Rights

Conceived while the bombs were still falling during World War II, the United Nations system was founded "to save succeeding generations from the scourge of war, to reaffirm faith in fundamental human rights, in the dignity and worth of the human person." The hope was that:

> the creation of the United Nations would mark new era in the story of humanity, one in which recourse to force and violence to resolve disputes would give way to peaceful and concerted action of States. The challenge of UNESCO's founders – and to their successors until this very day – was that of converting a noble idea into practical and worthy action…. the most immediate challenge facing the organisation was the existence of immense numbers of people who lack the most elementary means of participating in the life of the modern world. (Power 1997)

In 1948, the General Assembly of the United Nations adopted The Universal Declaration of Human Rights. The basic rights laid down in the Declaration have given birth to well over 100 international treaties, conventions and declarations. Institutions (such as the International Criminal Court, UN High Commissioner for Human Rights) have been set up to monitor the implementation of these instruments and to rule on submissions relating to abuses of human rights.

For many years, UNESCO has facilitated the process of research, reflection and dialogue among the religions, philosophies, cultures and educators of the world in the search for a set of internationally shared values, what the Report of the World Commission on Culture and Development (UNESCO 1995) defines as "a global ethics." This work, along with the research undertaken by non-government organisations like the World Education Fellowship (Campbell et al. 2006), confirms the centrality and validity of the concept of human rights as articulated in the Universal Declaration. While there are differences in how one might interpret what the right to education means in a given context, there is a unity in the diversity of nations and cultures that make up our world. It does make sense to speak of a global community, of shared values and "a global ethic" that includes education as a basic human right (see Box 2.2).

Box 2.2: Universal Declaration of Human Rights
Whereas recognition of the inherent dignity and of the equal and inalienable rights of all members of the human family is the foundation of freedom, justice and peace in the world …

(continued)

Box 2.2 (continued)

Now, therefore, the General Assembly proclaims This Universal Declaration of Human Rights as a common standard of achievement for all peoples and all nations, to the end that every individual and every organ of society, keeping this Declaration constantly in mind, shall strive by teaching and education to promote respect for these rights and freedoms….

ARTICLE 1

All human beings are born free and equal in dignity and rights. They are endowed with reason and conscience and should act towards one another in a spirit of brotherhood.

ARTICLE 26

1. Everyone has the right to education. Education shall be free, at least in the elementary and fundamental stages, Elementary education shall be compulsory. Technical and professional education shall be made generally available and higher education shall be equally available on the basis of merit.
2. Education shall be directed to the full development of the human personality and to the strengthening of respect for human rights and fundamental freedoms. It shall promote understanding, tolerance and friendship among all nations, racial and religious groups, and shall further the activities of the United Nations for the maintenance of peace.
3. Parents have a prior right to choose the kind of education that shall be given to their children.

Extracts from *Universal Declaration of Human Rights*, 10th December, 1948.

One volume of the *World Education Report* (UNESCO 2000) gives a detailed overview of the successive commitments to the right to education that have been adopted by the international community since 1948. The Report also provides a broad analysis of the progress made during the 1990s, as well as giving an account of how the Article on the right to education came to be written and the intentions of those who originally prepared and adopted the Declaration. Analyses of the role played by UNESCO in promoting international co-operation and solidarity in support of the right to education (Power 2006) indicate that amid all of the turmoil and change that has taken place since World War II, the organisation has remained true to its guiding principles and commitments. Foremost among these are UNESCO's Constitution and Article 26 of the 1948 Universal Declaration of Human Rights.

2.3 Human Rights Law and International Conventions

The principles underlying the Universal Declaration of Human Rights are as valid today as there were in 1948, but a declaration does not have the force of law. To do so, the principles need to be translated into treaty provisions that establish the legal

obligations of each ratifying State. These are set out in the International Covenant on Economic, Social and Cultural Rights which spells out the obligations of governments relating to education rights (Articles 13 and 14). Various aspects of human rights have been emphasised by the international community over the years, leading to a range of UN Conventions and normative instruments.[2] In education, the rapid expansion of education worldwide led to pressures from social groups to give more emphasis to the issue of equality, leading to the more detailed statement of what is meant by discrimination and the legal obligations of governments relating to discrimination in education. These are set out in the International Convention Against Discrimination in Education, adopted by UNESCO in 1960 (see Box 2.3).

Box 2.3: Convention Against Discrimination in Education

For the purpose of this Convention, the term discrimination includes any distinction, exclusion, limitation or preference which, being based on race, colour, sex, language, religion, political or other opinion, national or social origin, economic condition or birth, has the purpose of nullifying or impairing equality of treatment in education and in particular:

(a) Of depriving any person or group of persons of access to education of any type or at any level
(b) Of limiting any person or group of persons to education of an inferior standard
(c) Of inflicting on any person or group of persons conditions which are incompatible with the dignity of man.

Article 1: *Convention Against Discrimination in Education*, UNESCO, 14 December, 1960

UNESCO has a particular responsibility for monitoring the implementation of the Convention against Discrimination in Education. Whereas Member States are asked to submit reports on the provisions they have made to implement normative instruments, many fail to do so. The Secretariat of UNESCO has great difficulty in inducing recalcitrant States to submit their reports and to assure the adequacy and validity of those received. What limited evidence available on discrimination stems from analysis of the statistical data and reports received from Member States, independent research and the reports from non-government organisations such as Save the Children, Oxfam, Amnesty International and Education International. Monitoring

[2] Examples include the Convention on Rights of the Child, the International Covenant on Civil and Political Rights, the Convention on the Elimination of Discrimination Against Women, the Convention on the Rights of Persons with Disabilities, and the Convention the Elimination of All Forms of Racial Discrimination.

and reporting on progress made realising the right to education for all plays a crucial role in holding nations and the international agencies accountable for what they have, and what they have not, done to assure that right.

Today most nations have included the key elements from these normative instruments in their Constitutions and/or national laws. For example, the right to basic education is part of the Indian Constitution. In principle and in law then, everyone has the right to education, without discrimination. However, ratifying a Covenant or Convention and promising to honour commitments is one thing, taking concrete measures to implement them is another thing altogether. The reality is that governments and education authorities tend to overstate their achievements and hide their shortcomings. At times, they discriminate against minorities and oppress students, teachers and academics who speak out against human rights abuses.

In order to create an international system for the protection and promotion of the right of all to education, it is necessary to define precisely what is meant by the right to education. It is also necessary to agree on the goals and targets to be achieved; to develop programmes to be implemented; to establish mechanisms for monitoring the progress being made and the procedures to be used for dealing with violations of the right to education.

2.4 The Right of All to Education Without Discrimination

The intention in Article 26.1 of the Universal Declaration (see Box 2.2) was to ensure that all children could attend and complete an elementary (or primary) education. Primary education was to be compulsory and available free to all, and each nation would provide ample opportunities for all, without discrimination, to have access to secondary, technical and higher education.

Embarrassing as it may be for a country to be shown to be falling behind in meeting its targets in providing education for all of its peoples, what is even more cutting is to be accused of violating a legal obligation set out in international human rights law. The Committee on Conventions and Recommendations of the Executive Board of UNESCO examines documents drawn up by the Secretariat on the reports provided by Member States. It also utilizes a confidential procedure for the examination of complaints received by UNESCO concerning alleged violations of human rights by governments in its fields of competence, and in particular, in education. The Committee comprises 30 members of the Executive Board and meets twice a year to consider the claims made by victims and groups (generally NGOs) with "reliable knowledge" relating to alleged violations. After examining the evidence, the decisions of the Committee are transmitted to the governments against which claims regarding violations have been made, and to the claimants. Between 1978 and 2001, 488 cases were recognised as admissible, of which 300 cases were settled.

As Assistant Director-General for Education (ADG/ED), I was involved in processing and checking the validity and admissibility of complaints relating to

education. On several occasions, I was called to give evidence to the Committee and to meet with representatives of the government and victims to facilitate settlement of the dispute. The details are confidential, but the cases are real. Some examples follow.

In 1994, a small group of academics and students from Kosovo visited my office, bringing with them boxes of documents and a petition signed by more than 30,000 Albanian Kosovites relating to alleged breaches of the right to education by the Serb government. In 1993, the Serb government under President Milosevic had intensified its repression of the Albanian population in Kosovo, taking over the Albanian language media and destroying its education system. A new Serb curriculum was imposed on the Kosovo education system, with Serb replacing Albanian as the language of instruction. The University of Pristina was a centre of resistance to the regime: 800 lecturers were sacked, and 22,500 of its 23,000 students were expelled. The evidence was overwhelming: it was a clear case of the abuse of human rights and discrimination in education against the Albanian Kosovites.

The Serb Government was informed of the allegations against it, and a response was requested. None was received. Subsequently, the case was submitted to the Committee on Conventions and Recommendations at the next meeting of UNESCO's Executive Board. The Committee requested the Serb government to restore the right of Albanians to use their language as the medium of instruction, to reopen the university, and to allow the staff and students who had been evicted to return. For the Serb government at the time, this was merely a petty annoyance, one easily ignored. Sadly, UNESCO could do no more than exert moral pressure.

The UN system simply lacks the power to force authoritarian regimes to respect the rights of their citizens. It is an intergovernmental system. It is able to do only what the governments of its Member States will allow, and no more than that.[3] Governments may criticise other nations for failing to respect human rights, but they do not welcome what they see to be any interference in their internal affairs, especially when it comes to human rights violations. Criticisms of the UN system for its failings are in reality, criticisms of the governments that set the rules, and most governments refuse to allow the UN system to adopt measures to protect human rights that have any teeth (Robertson 2006).

Conflict inevitably brings with it the abuse of human rights, including the right to education. Ever since the partition of Palestine and the formation of the State of Israel in 1948, Israel has been in conflict with its Arab neighbours and Palestinians. Following the 1967 war, Israel occupied the West Bank, Gaza and the Golan Heights. As might be expected, the Palestinians resisted the occupying force. The first large-scale uprising (the "intifada") began in 1987. Israel took measures to contain the resistance movement, closing schools and imprisoning teachers, students and activists. Pursuant to UNESCO's obligations to protect the right to education of Palestinians, the General Conference decided that the agency should monitor and report on the situation in the Occupied Territories. In order to do so, UNESCO commissioned independent experts like Father Bone, a Belgium Professor of Education,

[3] See Chap. 14 for details of the limitations of the UN and UNESCO.

to visit the Gaza and the West Bank in order to check possible breaches of the right to education such as the closure of schools and universities, arbitrary imprisonment of teachers without trial. Each year, a report on the situation in the occupied territories was submitted to the Executive Board and General Conference of UNESCO.

It was my responsibility to present these reports. Each time, the reports provoked heated arguments: Israel strongly refuted the evidence presented and mounted counter attacks on Palestinian Liberation Organisation, while the Arab States called for the sternest possible condemnation and action against Israel. Each time a sub-committee was set up to draft a resolution that would be acceptable to most Members States. Israel opposed resolutions that were critical of its actions, while the Member States heavily involved in the peace process would only support resolutions consistent with the objective of restoring peace. Generally the resolutions took the form of a diplomatic rebuke of Israel for violations of the right to education and calls for both parties in the conflict to desist from violence. Rarely did the resolutions have much impact. Ultimately, in 1994 as part of the Oslo Peace process, the Palestinian Authority was established and assumed responsibility for education in the Occupied Territories. UNESCO played an important role in the establishment of the Palestinian education system, while continuing in its efforts to build peace in the minds of both Israelis and Palestinians through the promotion of education for peace, human rights and democracy (see Chaps. 8 and 13).

In some conflict situations, there is no recognizable government as such, and almost certainly one can expect that there will be serious violations of the right to education. Afghanistan, prior to the intervention by the USA, is a case in point. The Soviet withdrawal from Afghanistan in 1989 left a land in disarray, a land with 1.5 million dead and a conglomerate of warring tribes. The Taliban, a fundamentalist Sunni sect, sought to enforce Sharia law and to defend the Islamic character of Afghanistan. Taliban edits and decrees took an especially misogynist view of women. Schools for girls were closed. Women, including teachers, were forbidden to work. Law breakers were beaten, flogged, shot or beheaded. Neither the UN nor UNESCO recognized the Taliban as the legitimate government of Afghanistan, but by 1994, the Taliban controlled over 90 % of the country. A Taliban delegation came to my office in 1995 claiming to be representatives of the government of Afghanistan, and demanded UNESCO's help in support of its education system (predominantly Madrassas, religious schools).

Education for all means education for all. Given that the only schooling accessible to many of the children living in Islamic countries is via the Madrassas, the challenge for UNESCO working in these countries has been to re-engineer Islamic schools so that they do meet the basic learning needs of all boys and girls, that they provide a general education and not just religious instruction. I informed the delegation that UNESCO was ready to help Afghanistan to work towards the goals of education for all, adding: "As a representative of the United Nations, I am duty bound to insist that you respect international law relating to the rights of girls and women, that is, you must reopen the schools for girls and allow your women to teach." "We can't do that" they replied, "It is against our religion." "Well, in that case, to help you would be against mine!" I retorted.

UNESCO is conscious of its responsibility to recognise and protect the world's rich diversity of cultures. It takes seriously its duty to protect that diversity, and to

promote a deeper understanding of, and respect for, the religions and belief systems of others. But there is a line in the sand: respect for human rights, a value shared by all but the most extreme fundamentalist groups, be they Christian, Hindu or Muslim.

UNESCO does seek ways to protect the right of all to education, even when authoritarian regimes close the doors. To help the girls and women of Afghanistan, UNESCO worked with the BBC, UNIFEM and UNICEF to develop and broadcast radio educational programmes via a soap opera *New Home*, *New Life*. Originally designed to help the five million refugees from neighbouring countries returning to Afghanistan, the programme was widely used by the Afghan women who had set up "schools" in their homes when the Taliban closed schools for girls and refused to allow women to teach (see Box 2.4). Eventually, the Taliban allowed UNESCO to bring to Afghanistan teaching materials acceptable to them. The guides and manuals support the radio programmes focussed on teaching basic life skills, health and nutrition.

Forbidden Lessons in a Kabul Guesthouse (Sadeed 2011) is the inspiring story of one woman who is bringing hope, education and humanitarian aid to Afghan girls and women. To begin to understand the suffering of those whose basic rights are being denied by authoritarian regimes and the courage and determination of women like Suraya Sadeed, the world community needs to listen to their voice. UNESCO also must be their voice and that of those who have paid the supreme price. In war-torn Somalia, UNESCO and UNICEF developed and provided thousands of "schools in a box" to support basic education programmes in refugee camps. Sadly, two education specialists working for UNESCO were slaughtered by militants. They, like many teachers in Somalia and throughout the world, sacrificed their lives defending the right of all to education. It was for them, a moral duty.

Box 2.4: New Home, New Life: A Soap Opera

New Home New Life is a radio soap opera which conveys educational messages through entertainment by means of a family drama. The aim was to reach girls and women deprived of access to education in Afghanistan. Broadcasts are produced in two main languages –Dari and Pashto, by a team of 120 Afghans and supported by several UN agencies, the BBC and Red Cross. A magazine which recounts the stories of the episodes was printed monthly with coloured cartoons and in a language suitable for new literates. Among the educational messages conveyed are those related to mass immunisation programmes for young children, landmine awareness, income earning possibilities, nutrition, the advantages of education for girls and literacy for women, and the need for tolerance and understanding within society. The programmes are also part of a strategy for providing education for all. *New Home*, *New Life* has had considerable success – one estimate suggests that it is heard by 90 % of the population,

Source: *The Education of Girls and Women*. ED-95/WS.34. Paris: UNESCO 1995

The right to "equality of treatment" in education is being compromised by many countries, rich and poor: the amount and quality of education available is very much dependent on one's ability to pay. The gaps in access to education, within and between countries, are widening. The treatment afforded to, and the education provided for the children of refugees ("asylum seekers") in internment facilities is often of an inferior standard. It does not conform to the letter, let alone the spirit, of international human rights law (Singer and Gregg 2004). As the *World Education Report* (UNESCO 2000) concludes, it has been "through apparently small exceptions to particular rights – as the result of a long string of small incidents – that the hopes embodied in the Declaration (of Human Rights) as a whole are being undermined."

The struggle for global justice and holding nations accountable for abuses of human rights turns out to be a battle against sovereignty, that is, against "the doctrine of non-intervention in the internal affairs of Nation States asserted by all governments which have refused to subject the treatment they mete out to their citizens to any independent scrutiny" (Robertson 2006). Sadly, the United Nations system is not structurally geared to exert the pressure needed to enforce international human rights legislation, and that obeisance to the sovereignty of Member States, and particularly to very powerful ones (such as the permanent members of the Security Council), is the UN's systemic defect.

2.5 The Purpose of Education (Article 26.2)

While Article 26.1 of the Universal Declaration of Human Rights deals with the right to education, Article 26.2 focusses on the purpose of that education, that is, education "directed towards the full development of the human personality and to the strengthening of respect for human rights and fundamental freedoms." Education for all becomes counterproductive if "every organ of society" and individual does not "strive by teaching and education to promote respect for these rights." Rights carry with them the responsibility to respect the rights of others as the foundation of freedom, justice and peace in the world.

The early drafts of Article 26.2 spoke of the "full physical, intellectual, spiritual and moral development of the human personality," and indeed this is what is meant by "full development." In addition, the International Covenant on Economic, Social and Cultural Rights requires UN Member States to ensure that education enables "all persons to participate effectively in a free society, promote understanding tolerance and friendship among all nations and all racial, ethnic or religious groups, and further the activities of the United Nations for the maintenance of peace" (Articles 13 and 14). To the degree that education is directed to the purposes set out in these two normative instruments, it is empowering. To the degree that education is directed to other purposes, it can be disempowering.

From the very beginning, the promotion of education for international understanding, peace and respect for the rights and dignity of others has been one of UNESCO's fundamental aims. The years 1995–2004 were designated by the UN

General Assembly as the Decade for Human Rights Education. Member States were called on to promote and implement human rights education in all sectors of society. Whereas most Member States of the UN have ratified and proclaimed their support for human rights education, few have developed and implemented relevant national programmes (Mertus 2009). The major obstacles are financial (suggesting a lack of political will) and institutional (education systems and institutions often operate in ways that are not always consistent with their rhetoric). On the other hand, NGOs (e.g. Amnesty International and Human Rights Watch) are playing an important role in disseminating information about human rights and are working with the UN and UNESCO to promote education for human rights (see Chap. 8).

2.6 Education, Parents and the State (Article 26.3)

Historically, most schools were established within the framework of the religious organisations that were the backbone of community life, and parents chose the kind of education to be given to their children. During the nineteenth century, industrial and political revolutions precipitated the rise of the Nation State. By the end of the century, the State had assumed responsibility for mass schooling in most countries. It was the abuse of this responsibility by totalitarian regimes in the lead up to, and during, World War II that led to the inclusion of Article 26.3 in the Universal Declaration of Human Rights. The representative of Lebanon on the drafting committee stressed "the need to exclude the possibility of situations in which dictators had the power to prevent parents from educating their children as they wished. Control of education should not be left entirely to the discretion of the State. Parents should be allowed the freedom to determine the spirit in which they wish their children to be brought up" (UNESCO 2000).

The International Covenant on Economic, Social and Cultural Rights obliges States to "provide free and compulsory education." All children must attend a school, but not necessarily the school provided by the State. States are obliged to provide schools for all children without discrimination, but the choice of the school is to be left to the parents, the primary responsibility for the education of the child resting with the family.

Conflicts relating to the right to education can erupt even in countries that pride themselves as being the custodians of human rights. For example, in 1989 parents in Northern Ireland could send their children either to a Catholic or a Protestant school. However, as a small group of parents saw it, the separatist education policy of the government of Northern Ireland is part of the problem. The type of education they wanted for their children should be inclusive, not divisive. They wanted their children to have the opportunity to interact with, to understand and come to respect children of a different faith. The parents' group submitted a complaint against the UK government to UNESCO alleging that it had violated their rights as parents. A very upset UK Ambassador to France stormed into my office, indignant that the legislation, policies and practices employed in that troubled province of the UK

were being questioned by a UN organisation to which, at that time, it no longer belonged. The act of calling on the UK to respect a right that it had championed in 1948 did lead, eventually, to action. By the turn of the century, education policy in Northern Ireland had been amended.

If education itself is to demonstrate respect for human rights and fundamental freedoms, the question of who controls education, who owns the school, is a crucial issue. Surely those most directly affected by educational policies and programmes (students, teachers and parents) should have a say when decisions affecting the type of education being provided are being made. Yet most indigenous peoples live in situations where education is controlled by a dominant cultural group. Historically, the education systems set up by colonial powers destroyed the key elements of many indigenous cultures, and with that, the identity and dignity of their indigenous peoples.

To this day, indigenous communities and minority groups struggle to assert their basic cultural and education rights. For the most part, parents want their children to learn about and to be proud of their cultural heritage. They want their children to attend schools that value and respect that heritage, as well as helping them to acquire the knowledge and skills they need to be successful in the wider world. Admittedly, there are difficulties in seeking to do both, but as the case study of Cherbourg School presented in Chap. 1 confirms, it is possible to do so. Slowly, very slowly, progress is being made in affirming the right of the parents of children of indigenous peoples to choose the type of education they want for their children.

In 2007, the General Assembly adopted the Declaration on the Rights of Indigenous Peoples. The Declaration recognizes the "right of indigenous peoples, families and communities to retain their shared responsibility for the upbringing, training, education and well-being of their children, consistent with the rights of the child." The Declaration confirms that indigenous peoples have the right to "establish and control their own education system and institutions, providing in their own language, in a manner appropriate to their culture, methods of teaching and learning." It also insists that indigenous peoples, particularly children, have the right to education at all levels and forms of education of the State, without discrimination.

Concluding Comments

International normative instruments relating to human rights set standards and even may be enshrined in international and national laws, but they are often ignored by States. Progress is being made towards the objective of providing some form of schooling to all children, but much remains to be done to realize the vision of those who founded UNESCO and helped set the standards by which the right to education, its quality and its broader purposes are to be judged.

(continued)

UNESCO has contributed to broadening the concept of education as a human right. Its position is that all have an equal right to be supported in their efforts to learn throughout life regardless of age, gender, ethnicity or financial circumstances, and without discrimination. However, the context in which the concept of education as a basic human right is being applied has shifted from one driven by a humanistic agenda to an economic one, and with that, the principle that education is a basic human right is being challenged by competing ideas, notably those deriving from a market-driven human capital approach to education (Elfert 2014). The latter may seem at the moment to be dominant, but the value of education cannot be defined solely in monetary terms. As the defects in market-driven education and economic policies become ever more evident, the context in which education policy and practice are forged is changing. The idea and the ideal of human rights cannot be suppressed for long. More and more people are demanding that their basic human rights and freedoms be respected. The pressure to eliminate exploitation, inequality, marginalisation and injustice is growing as the unseen revolution that empowers and ennobles minds spreads, as the dream of creating a literate world becomes a reality.

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Chapter 3
Towards a Literate World

An educated person is like the day with a bright sun and an uneducated person is like a night without stars.

(Mongolian proverb).

Throughout history, most of the world's peoples have lived in bondage, their rights abused and freedom denied by those in power – tribal chefs, war lords, monarchs and dictators. "It is easy to control people when they are illiterate" as one Mexican dictator is reputed to have said.[1] Even in democracies, both women and those classified as illiterate were once denied the right to vote. However, democracy is a sham if any group of citizens are denied the opportunity, or lack the skills needed, to participate in the political, social and cultural life of the society in which they live. The quest to create a literate world then is part of the larger political struggle for justice, equity and freedom.

The problem of illiteracy has been of concern to UNESCO since its creation in 1946. Its first Director-General, Julian Huxley, saw the attack on illiteracy as the first priority for UNESCO arguing that the "lightening of the dark zones of the world must claim a major share of our efforts in all fields" (UNESCO 1997). Even if the long-term solution may be the expansion of primary education, the organisation could not simply disregard the right to education of half of the world's adult population – the "prisoners of ignorance."

To be literate means more than simply the ability to read and write. One may be able to recognize letters and words, but life needs to be breathed into what one reads if it is to be meaningful and empowering. The path to literacy is a key step in the process of self-learning that leads to a deeper understanding of one's environment, rights and responsibilities. In the global knowledge society, access to the information and ideas stored in books or accessible on the internet becomes ever more important, opening doors for the literate while further marginalising those who are not. The quest to create a literate world then, is a key component of the struggle to ensure the right to education is respected for all.

While over the years, there has been a slow but steady improvement in literacy rates, the combination of rapid demographic growth and shortage of funds also

[1] Source: Jose Samarmago, the Mexican Nobel Prize winner for literature.

C. Power, *The Power of Education*, Education in the Asia-Pacific Region: Issues, Concerns and Prospects 27, DOI 10.1007/978-981-287-221-0_3

meant that the number of illiterates grew rapidly, rising from about 700 million in 1950 to 900 million by the late 1980s. From UNESCO's viewpoint, a crisis point had been reached; the international community needed to take determined steps to tackle the growing problem of illiteracy. In this Chapter, UNESCO's role in promoting literacy is charted, the shifts in meaning and importance given to literacy are examined, and the progress being made towards creating a literate world assessed.

3.1 UNESCO's Role in Promoting Literacy

UNESCO is a Don Quixote-type organisation, one full of impossible dreams but lacking the resources needed to reach that unreachable star – a literate world. UNESCO is not a bank. Its annual budget is considerably less than any of the universities in which I had taught in Australia, the US, UK and Sweden. It is an intergovernmental organisation, the UN specialized agency that is responsible for promoting international co-operation and solidarity in education, science, culture and communication. Its role then has been to highlight the importance of literacy within the international community and to support co-operative efforts to ensure that young people and adults have access to literacy programmes designed to meet their needs.

UNESCO has mounted many campaigns and experimental programmes aimed at the eradication of illiteracy, details of which are set out in the publication *50 Years of Education* (UNESCO 1997). In 1964, Rene Mayheu, UNESCO's Director-General, noted "to bring literacy to adults on a mass scale will have no chance of success without the understanding and active support of the general public, since it calls for nothing less than a general mobilization of all mankind."

The "functional literacy" approach promoted by the Experimental World Literacy Programme (1966–1973) tended to stress technical or economic benefits of literacy, but in practice, often ended up neglecting women and the broader purposes of education. Literacy includes, but cannot be reduced to the 3Rs (reading, writing, arithmetic). It must be seen as the foundation for learning throughout life, as the beginning of empowerment:

> Literacy, conceived broadly as the basic knowledge and skills needed by all in a rapidly changing world, is a fundamental human right. (UNESCO 1997)

However one may define literacy, research and experience demonstrate that to be effective, literacy programmes must match the needs and situation of the learner (Kell and Kell 2014; Ouane 2006). For years, educational researchers have focussed on finding the most effective methods of teaching reading, writing and arithmetic, only to conclude that one needs a variety of programmes and methods suited to learners and their situation. It follows that each of UNESCO's regional programmes for the eradication of illiteracy has its own unique characteristics, suited to the needs of the regions it serves. But there is unity within the diversity in UNESCO's regional programmes. They all utilise a dual approach, combining measures to expand and improve the teaching of basic skills in primary education with measures to promote

adult literacy. The two are intertwined. The pool of adult literacy should not be enlarged by inflows of illiterate children that have either not been to school at all or have had only minimal and inadequate schooling. However, it was not until the 1980s that the international community began to accept that literacy is a global issue, one that impacts on the wellbeing of both developed and developing countries.

In 1985, the General Conference of UNESCO appealed to the UN General Assembly to proclaim 1990 as International Literacy Year (ILY) in order to "to increase co-operation and solidarity among governments and peoples in the quest to create a literate world." The General Assembly accepted, giving the responsibility for the year to UNESCO.

Under the leadership of my predecessors,[2] the Education Sector of UNESCO began work on preparing for ILY. Given its meagre resources, what was being called for was nothing short of a miracle, but as Federico Mayor[3] once put it:

> Only those who are a little unrealistic today can make the impossible today possible tomorrow.

3.2 Preparing for International Literacy Year (ILY)

On the 3rd January 1989, I assumed my responsibilities as UNESCO's Assistant Director-General for Education (ADG/ED). Immediately, the Director-General, Federico Mayor, briefed me on the urgent tasks that needed to be undertaken by the Education Sector. He was determined to make ILY a success, and informed me that he and Jim Grant (Executive Director of UNICEF) were pushing the heads of United Nations Development Programme (UNDP) and the World Bank to forge an alliance in support of Education for All (EFA). The idea was to hold a major international conference on EFA in 1990. For UNESCO at least, the proposed Conference was expected to play a major role in its efforts to raise global awareness of the importance of literacy.

UNESCO's biennial World Ministers of Education Conference[4] was to be held at the International Bureau of Education (IBE) in Geneva the following week. Federico Major informed me that he would open the Conference but thereafter it is the Education Sector's responsibility, adding that UNESCO needs to make the most of the event to mobilize the governments of Member States for ILY. As ADG for Education, I was to share with Federico Mayor the responsibility for ensuring ILY was a success, and for making the EFA alliance and the international conference work.

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[2] Sema Tanguiane (Soviet Union) served as ADG/ED from 1975 to 1988, and Akihiro Chiba (Japan) was Acting ADG/ED during 1988, both played an important role in the promotion of literacy and basic education for all.

[3] Federico Mayor served as Director-General of UNESCO from 1989 to 1999.

[4] Every 2 years, UNESCO holds an inter-governmental International Conference on Education, the ICE. Traditionally, the ICE is held in Geneva at UNESCO's International Bureau of Education (IBE).

Within the Education Sector, I immediately set up a meeting to discuss ILY. "How many adult illiterates are there?" I asked the unit responsible for UNESCO's literacy work. "Our best estimate is about 900 million," they replied. "How many young people fail to develop the basic skills they need? How many children have never been to school?" I inquired. Their reply: "Well, at least 20 % leaving school are functionally illiterate, and about 130 million children are out-of-school." "And how many staff do we have working on literacy?" I asked. "We have six at HQ and two or three at each of our four major regional offices. Also, the UNESCO Institute of Education in Hamburg[5] also works on adult education, but it only has a small staff and budget." "How much has been set aside for ILY?" An embarrassed silence.

There were other problems. The management style of UNESCO tends to be bureaucratic and appointments to key posts overly politicised. Most of the staff in the Education Sector proved to be able and conscientious, but unfortunately the Director responsible for the literacy, primary education and adult education lacked the expertise and leadership qualities needed to make ILY (and EFA) a success. The Sector did have an outstanding professional with the expertise in literacy needed. So I set up a small ILY team and designated John Ryan to serve as the Co-ordinator of ILY. Much of the credit for what was achieved must go to his work and that of his small team.

3.3 Mobilizing Support for Literacy and ILY

In every country, the responsibility for education rests with the government. Thus, mobilizing Ministers and Ministries of Education had to be a top priority throughout 1989. The 41st session of the International Conference on Education (ICE) was held in Geneva from 9–17th January. 1989. Most of the world's education Ministers, Ministries and international organisations were present, some 500 official delegates and 60 observers. In our keynote addresses, Federico Mayor and I stressed the importance of literacy and the need for the governments to honour the commitments they had made. We continued in the same vein, giving further details at the Executive Board meeting in June and the UNESCO General Conference in October. By the end of 1989, 118 countries had set up National Committees for Literacy and literacy projects in their country.

Often illiteracy is seen mainly as a problem for developing countries. Thus, behind the scenes at Ministerial Meetings, I sought to convince Ministers from developed countries about the importance of literacy, beginning with Kim Beasley, the Australian Minister of Education. He valued the work being done by UNESCO, but had little time for UN International Years, viewing them as a waste of time and money. Despite my efforts, he did not seem to be particularly keen to support ILY. I needed to do more.

[5] Now renamed as the UNESCO Institute for Lifelong Learning (UIL).

During the 1980s, I worked with Australia's National Institute of Labour Studies and the OECD on the links between education and the labour market. I asked my former colleagues to estimate the cost of functional illiteracy in terms of its impact on national GDP and productivity. Their estimate for Australia was of the order of seven billion dollars a year. That was an argument that had weight.

Gough Whitlam, former Labor Prime Minister of Australia, has always been a strong supporter of the UN and UNESCO. He served as Australia's Ambassador to UNESCO and in 1989 was a Member of the Executive Board. I informed him of my difficulty. "Don't worry, comrade," he advised, "I will see to it that a few questions are asked in parliament and in cabinet meetings about preparations in Australia for ILY." To his credit, Kim Beasley became convinced and was supportive of our efforts during ILY in Australia and internationally.

During 1989, UNESCO appointed a number of outstanding persons to serve as ILY Literacy Ambassadors. Gough and Margaret Whitlam were often in Paris for UNESCO Meetings, and we became good friends. Margaret Whitlam, the most loved and active first lady in Australia's history, agreed to be the UNESCO Ambassador for Literacy in Australia and the Pacific. She was marvellous, fighting particularly hard for the right to education of girls and women. At the time, the USA participated in many UNESCO activities as an observer, but had not yet re-joined the organisation. One of my roles as the only senior "Anglo" in UNESCO was to help convince the USA and the UK to re-join. Barbara Bush, the US First Lady, was active in literacy programmes in the USA, and so we invited her to be an Ambassador for Literacy. She was delighted, and played an important role in promoting ILY in the USA.

Mobilizing the support of the governments of Member States for ILY also had a regional focus. For example, in March 1989, I attended the Gulf Ministers of Education Conference in Bahrain, and in June, the UNESCO Conference of Minsters of Education for Latin America and the Caribbean was held in Guatemala. Interestingly, in Guatemala, the Ministers themselves rather than the bureaucrats worked late into the night to develop an agreed regional programme and funding arrangements for literacy.

Given the size and scope of the global problem of illiteracy, UNESCO needed a large army, but it had only a handful of troops working on literacy and little by way of ammunition. Thinking about the problem, the remarks made by Ellen Wilkinson came to mind. She was the UK Minister of Education in 1945 and President of the Conference for the Establishment of UNESCO:

> We represent those who teach, those who discover, those who write, those who express their inspiration in music and art. We have a high responsibility, for entrusted to us is the task of creating some part – and not the least important part – of that structure of the United Nations on which rest our hopes for the future of mankind. (UNESCO 1997)

"How many teachers are there?" I asked my literacy staff. "Around 50 million in 1989." "How many organisations working on literacy and adult education do we have links with?" "We work with the International Council of Adult Education (ICAE), and have links with hundreds of NGOs and voluntary groups working on

literacy and adult education." Too often, UNESCO is seen as its Secretariat and a place where Ministers meet, make promises and forget about them when they return home. I reminded my colleagues: "UNESCO has an army. We represent those who teach, those who work in slums and remote villages to combat illiteracy and poverty. They are as much a part of UNESCO as we are. We must mobilise and support them. If we can do so, ILY will make a difference."

This was the message I delivered in February 1989 at the biennial Collective Consultation of the Non-Government Organisations (NGOs) that work with UNESCO. During the consultation, we (the ILY team and I) met with the organisations representing the world's teachers,[6] adult educators and other partners like Save the Children, Oxfam and World Education Fellowship. We agreed on the roles they would play to mobilize the global community and to support ILY at the local level.

Another key task was that of mobilising the media. Clearly, creating a literate world is important to newspapers and the media generally. During the NGO Consultation, we met with the representatives of the World Association of Newspapers, the International Federation of Journalists, the International Press Institute, and the regional broadcasting unions and federations. They were keen to support ILY, and quickly got down to work, given that the press conference announcing that 1990 was to be International Literacy Year was scheduled for March 2, 1989. Thereafter, an active group of newspaper editors and media barons (including well-known figures like Ted Turner, CEO of CNN) worked with our ILY team to develop and implement the ILY media strategy.

We agreed that in media campaigns and mobilizing partnerships and support for ILY, UNESCO needed to have a simple, consistent message:

Literacy Matters!

Of course this simple message needs to be unpacked. UNESCO needed to explain to the world community what literacy means, and to show why it is so important in terms of the evidence and success stories.

3.4 Changing Concepts of Literacy: What Matters?

Typically, literacy is defined in terms of the skills necessary for a given purpose at a particular point in time. UNESCO's operational definition of the adult literacy is the percentage of the population aged 15 years and over who can both read and write with understanding a short simple statement on his/her everyday life. In reality, the specific knowledge and skill levels one needs depend on the context, in terms of place and time. For example, the criteria used in the case of China in 1999 were:

> The recognition of 1,500 Chinese characters for peasants and 2,000 characters for staff and workers in business/enterprises and urban dwellers, the abilities of reading simple and easy

[6] In 1989, there were four international teacher organisations, teachers' unions dividing on ideological lines during the Cold War. Later they merged to form Education International.

> newspapers and articles, the ability of keeping simple accounts, and the ability of writing simple practical writings.[7]

Traditionally, conceptions of literacy and assessments focus on reading and writing, and numeracy. Over the years, advocates have insisted on the importance of other "literacies," but for the most part, literacy seems to boil down to the basic skills one needs to function in society, to the key elements of "lifelong learning in its lived context" (UNESCO-EFA 2006).

The way literacy is defined influences educational policy, the teaching methods and materials employed, how it is assessed and monitored, and more recently, the way schools and school systems are judged and funded. For example, the OECD assessment programme (PISA) defines and assesses three types of literacy – reading literacy, mathematical literacy and scientific literacy. Moreover, increasingly, the quality of schooling in OECD countries is being judged in terms of the level of performance achieved in these domains by 15 year-olds (OECD 2013).

Assuming children and young people leaving school are literate (in the sense of having the basic reading, writing and numeracy skills needed to function effectively in their society) is problematic. Even in the most advanced countries, between 10 and 20 % of young people leave school lacking basic reading, writing and computational skills. Moreover, the basic skills needed are continually changing in the wake of rapid technological progress – rapid changes in communication technology as well as other aspects of life are changing what counts, and what young people need to be able to do to communicate and to function in a rapidly changing world. Thus we speak of computer literacy, scientific literacy, financial literacy and even cultural literacy.

Paulo Freire was a member of UNESCO's International Literacy Jury, and his view of literacy (see Chap. 1) goes well beyond the narrow functional position, reminding us that literacy is about empowerment of individual. The word "literacy" derives from the Latin *liber* meaning "free." Literacy is a necessary condition for empowerment, for democracy and civil liberty, as well participation in the knowledge society of the twenty-first century. Reviewing the results from the International Adult Literacy Survey and research from 12 countries, the OECD concluded:

> All societies consider high levels of literacy desirable for all of their citizens, as a means of sustaining widespread participation in economic and social life. Literacy is important for communication and it is an element in making informed decisions. It is a necessary ingredient for citizenship and community participation. Yet the "quiet" contributions that literacy makes to the economy are not fully appreciated. These can take the form of higher worker productivity, income and government revenues; a better quality of life in terms of reduced poverty, unemployment, crime and public assistance; and improved health and child-rearing….There are other contributions that have not yet been studied in terms of their connection to literacy, such as political participation and broad adjustment to technological change. Even if the quantifiable evidence is lacking, however, these contributions are logically connected to literacy, in providing the ability to address complex issues or to understand how to use evolving technologies. The net payoffs to investments

[7] China. Education for All: The year 2000 assessment. Final Country report. Beijing: National Commission for UNESCO, 1999.

> in raising literacy, whether private or social, are probably beyond calculation, by they are cleanly substantial and manifold. (OECD 1997)

If literacy matters in developed countries, it matters even more in developing countries. Literacy is the key to the alleviation of poverty, to empowering the poor with the knowledge, skills and determination needed to strike at the roots of poverty as well as to make more informed choices and exercise their rights and responsibilities as citizens. Ensuring that girls and women living in poor countries become literate is particularly important. Not only is it a basic human right, but extensive studies by the World Bank, UNESCO and UNICEF confirm that the education and literacy levels of women are among the strongest predictors of infant and maternal mortality rates; fertility rates; child survival, health and nutrition; early childhood care; school attendance and performance; family income; agricultural and industrial productivity.

3.5 International Literacy Prizes

Since 1967, literacy prizes[8] have been awarded each year by UNESCO to honour those who have made a commendable contribution to the fight against illiteracy. The International Jury for the Literacy Prizes includes the world's leading experts in literacy, outstanding figures like the late Paulo Friere inspiring all of us working on literacy in UNESCO. Each year, they spend a week assessing projects submitted from all corners of the globe. The prizes (see Box 3.1) are awarded on September 8, International Literacy Day. UNESCO produces press releases, videos and media kits on literacy and the awards, and good use is made of these by National Commissions, field offices and the media. The prizes have a catalytic effect – they inform and inspire others, and make it easier to attract the additional funding needed to ensure the continuation of effective literacy programmes.

Every Member State of UNESCO has either an Ambassador to UNESCO or a senior diplomat in its Embassy in Paris as its official representative. Over lunch one day with the Ambassador for the Republic of Korea (Ambassador Park), I told him that I had been to his country many times and had learned of the important role played by King Sejong in the fifteenth century in the invention of the Korean alphabet, Hangeul. It has only 24 letters and is much easier to learn than Chinese with its thousands of characters. I suggested that South Korea might consider establishing a UNESCO King Sejong Literacy Prize, in recognition of his contribution to literacy in Korea. His government was delighted with the idea, and the proposal was accepted by UNESCO's General Conference later that year.

[8] Prizes awarded in the 1990s included the International Reading Association Literacy Award; the Noma Prize and the King Sejong Literacy Prize.

Box 3.1: Helping Prisoners in Indonesia

Many prisons in developed and developing countries are brutish institutions, with draconian rules and practices designed to instil fear and, theoretically, to deter inmates from returning to crime on their release. But research has confirmed that harsh and punitive treatment is not an effective deterrent against the return to crime. Increasingly, prisons are moving towards a policy aiming at rehabilitation, balancing the necessity for security with constructive re-education programmes. Many prisoners are illiterate or unqualified, and resort to crime due to the difficulty, if not the impossibility, of getting a job.

In Indonesia, the Directorate of Community Education has been working with the Ministry of Justice to develop and implement education and training programmes in prisons. Since 1977, Functional literacy programmes, which include a work-oriented component have been a standard feature of life in Sragen Prison, which has also created an institutional network to provide material support, moral reinforcement and legal sanction to the reintegration of prisoners into the community. Its model has been replicated in many other Indonesian prisons. In 1989, the Directorate of Community Education, Ministry of Education and Culture was awarded the Noma Prize for its literacy work.

Source: *The Pursuit of Literacy*. Paris: UNESCO 1997.

Subsequently, I met again with Ambassador Park, informing him that UNESCO wanted to find a way to give international recognition to the work of the thousands of voluntary literacy workers world-wide. "Perhaps a certificate with the literacy emblem, or a badge" I suggested. After some discussion, he indicated that South Korea might agree to provide some badges, South Korea produced a beautiful gold plated badge for ILY, but not just a few, thousands. Literacy workers worldwide were presented with the badge in recognition of their work, a badge that I still wear with pride.

Throughout 1989 UNESCO prepared training manuals for literacy workshops, resource materials, media kits and literacy projects, working with national literacy committees and UNESCO National Commissions to prepare for the launch of ILY. The 1989 General Conference of UNESCO called on the organisation to undertake world-wide promotional activities for ILY, to give priority to the implementation of the Plan of Action to Eradicate Illiteracy by the year 2000, to reinforce the ongoing regional programmes for the promotion of literacy and to improve the quality of primary education. Member States stressed the importance of literacy for women and girls, education of migrants, disabled, nomadic and resettled people, and their satisfaction with the preparatory work done for ILY and the World Conference on Education for All.

At the end of the year, the Director-General and I went to New York for the official launch of International Literacy Year at the UN General Assembly on 6th December, 1989. The Secretary-General (Perez de Cuella) and the General Assembly were delighted with what UNESCO had done thus far, and very supportive of its work on literacy.

3.6 ILY, Dream or Delusion?

Despite the political upheavals that took place after the collapse of the Soviet Union and the constant budget and staff cuts we faced in UNESCO, much was done and achieved during 1990 and the decade that followed. Much greater attention was given worldwide to literacy. UNESCO (2004) continues to push the issue of literacy hard, insisting on the right of all to a basic education, and arguing that this goes beyond universal primary education: it must include illiterate adults and out-of-school youth.

At the national level, there were a number of significant large-scale achievements in Member States in the aftermath of ILY. China made tremendous progress in promoting literacy and education programmes for children, youth and adults. At the Fourth World Conference on Women held in Beijing in September 1995, we ran a very successful Round Table on the Education of Girls and Women on International Literacy Day. Jane Fonda (actress and then wife of Ted Turner, President of the US-based television network, CNN) described how the foundation that she established was empowering girls and women in Egypt. Among the other projects highlighted were gender-sensitive programmes being implemented in Ganzu, Jilin and other provinces in China. The number of illiterates in China fell from about 184 million in 1990 to 71 million in 2006 in a context of population growth. Namibia's Literacy Programme in the mid-1990s reached over 200,000 adults in 3 years. It developed an Adult Basic Education Curriculum followed by an Adult Continuing Education Programme, all of which have now turned into a lifelong-learning system.

In India, the nation-wide effort as part of the National Literacy Mission aimed at functional literacy. Over 70 % of all districts in India took up the literacy programme. More than ten million volunteers were mobilized and at least 73 million people were made literate during the 1990s. Further details of the efforts made by UNESCO, Member States and NGOs to promote and follow-up ILY can be found in UNESCO *World Education Reports*, *EFA Monitoring Reports* and the publications of UNESCO Institute of Education in Hamburg.

All parts of UNESCO and many NGOs helped to make ILY a success. At headquarters alone, over 300,000 documents on literacy were produced and mailed out; a dozen or more media packages, press releases and video clips produced for global broadcasters like CNN and BBC and newspapers; responses were given to over 30,000 requests for information and assistance. UNESCO field offices, Institutes and National Commissions played an even greater role in promoting literacy, assuming responsibility for several thousand press briefings, meetings, seminars and literacy training programmes throughout the world. The media gave considerable attention to the issue of literacy, not just reporting on events like the ILY launch and literacy prizes (see Box 3.2), but also highlighting the literacy work in their own country. CNN ran a series on literacy projects worldwide; several national newspapers added a weekly supplement for neo-literates. One from El Salvador was awarded a UNESCO Literacy Prize for its efforts during ILY. The international media NGOs reported that during 1990, there was a sevenfold increase in the attention given to literacy by the world's media.

Box 3.2: The Greatest Gift of All
Being finally able to read was a miracle for Regina Dzingiso from Zimbabwe, the 53 year old mother of nine and other participants in programmes being run by the Zimbabwe Adult Literacy Organisation (ALOZ). "I feel proud of myself. I now have confidence in myself and I can move freely in town and do my shopping without assistance from anyone!" exclaimed Regina. Like thousands of other women in Zimbabwe, she had never stepped inside a classroom, because her parents thought it was a waste of time and money to send girls to school. For teachers, nothing is more satisfying as seeking elderly women making achievements like this. ALOZ is a non-government organisation launched in the 1960s. It conducts literacy classes for more than two million people countrywide in Zimbabwe. During the 1970s, ALOZ also taught 200,000 refugees from Mozambique to read and write. Its methodology is based on linking literacy and daily life, and classes are always conducted in the local language. Teaching materials produced by the organisation are also used in adult literacy classes conducted by the Ministry of Education.

In 2000, ALOZ was awarded one of the International Literacy Prizes by UNESCO.

We often asked those participating in literacy programmes what was important to them, and why they had decided to join one of the programmes. Many illiterates were ashamed that they could neither read nor write. For them, being literate was a matter of dignity (see Box 3.3). Others wanted to improve their job prospects or to be able to manage their own small enterprises. Older mothers whose children had left home wanted to read the letters sent by children. Some wanted to be able to challenge the exploiter or those abusing authority: "For us," a literacy class in Ghana told me, "numeracy is far more important than reading or writing. We were being cheated by the coffee merchants because we did not have the basic mathematics we need. We have to be able to fight back." I vividly remember the response of a dear old South African lady: "I wanted to be able to read the Bible for myself!!"

Box 3.3: A Young Man's Odyssey
Michael Marquet is a young New Zealander who, though stigmatized as a "school failure" succeeded by sheer will-power in making himself literate. He suffered from a serious speech defect and a lack of confidence in his ability to perform like other children at his primary school. "I was just one of many kids who needed a lot more time and special help. When I finally had to stand up and read, all the class stared at me like a pack of hungry dogs. It was a very frightening experience. I could read only one or two words in the whole passage."

(continued)

Box. 3.3 (continued)
After years in a special class, Michael still did not know the alphabet, to spell his name correctly or complete a job application. Michael left school at 15 and to all intents and purposes was illiterate. As a young adult, Michael found the handicap of illiteracy in his daily life to be frustrating and humiliating beyond belief. "I had to make many, many excuses to try to hide from other people the fact that I couldn't read or write. It is amazing how cunning and skilful you learn to be."

In 1980, Michael turned to an Adult Literacy Programme on offer in Christchurch, which eventually helped him to become a gardener and to obtain an apprenticeship in horticulture. Learning about flowers, trees and shrubs his confidence and skills grew, and in 1987 he won a scholarship, leading to the award of the New Zealand Trade Certificate in Horticulture and Gardening. He also mastered the art of writing to an unusual degree: his personal testament *Literacy My Prize: How I learned to Read and Write,* is an eloquent testimony to the importance of literacy Michael's odyssey was recognized by an Honourable Mention by the International Literacy Jury in 1988.

Source: *The Pursuit of Literacy,* UNESCO, Paris, 1999.

In developing literacy programmes one must deal with what are, at times, difficult and complex issues. What if one is seeking to develop a literacy programme for child soldiers in a conflict zone? How can we reach out to the families of nomadic peoples (see Box 3.4)? One must also face the problem of choosing the target language and the language of instruction. UNESCO's policy is to use mother tongue as the initial language of instruction, but this can be costly if not impossible in a country like Papua New Guinea which has over 800 tribal languages, most of which are the oral languages used only in remote areas.

Box 3.4: In the Green Desert
"The most serious peacetime economic collapse of any nation this century" is how one economist described the dramatic changes in Mongolia when its centrally-planned economy fell apart with the collapse of the Soviet Union. Crop production halved, energy supplies failed and inflation shot up by 2,000 %. Over 45 % of women in Mongolia are nomads, and the change from state to private management of herds created some opportunities and many problems. It greatly decreased their status, income and access to education, health care and information. The Gobi Women's Project was launched in 1992 as a co-operative programme linking UNESCO, DANIDA (Danish International Development Assistance) and the Government. The project had two main objectives: to create learning materials to meet the Gobi women's new needs

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Box 3.4 (continued)
and to develop Mongolia's capacity to provide appropriate and adaptable non-formal education for its people. It sought to help nomadic women survive the many rapid changes affecting their lives, through new access to learning opportunities that were "close to life, close to truth, close to needs."

This was Mongolia's first distance education project, one that blended the use of new communication technologies with the old, the ancient Mongolian system using the horse and camel. By 1996, the project involved 15,000 women aged 15–45 in 62 districts and 620 visiting teachers. In the words of a district governor: "the project helped Gobi women to understand how to survive. They learned not to wait for someone to help them, but to help themselves." As one participant put it: "The Project has given us a new life. We've become really good friends and are not so isolated. We ride up to 12 km to meet each other and do things as a group."

Source: *In the Green Desert.* Education for All: Making it Work. Paris: UNESCO 1997

The evidence shows that up to 80 % of people who enrol in literacy classes complete their courses and acquire the reading, writing and computational skills they need. The desirable duration of programmes depends on the context, but it seems that about 400 h of structured learning can be sufficient to bring totally unschooled and illiterate adults to a basic level of mastery (UNESCO-EFA 2006). Moreover, programmes that effectively combine literacy skills and those needed to sustain a livelihood are most likely to be effective, that is, literacy is subordinated to empowering the poor to take action to improve their situation.

A literacy programme may provide the key, but what if the cupboard is empty? People will use their literacy skills where conditions make it possible and desirable to do so. Without explicit attention and support, illiterates and functional illiterates, who represent the weakest segments of society, may lapse back into illiteracy and continue to be the most exposed to austerity measures and exploitation:

> Lack of political commitment, the absence of adequate resources and investment, the low motivation shown not only by some learners, but also by facilitators and course managers, coupled with the lack of relevant programme contents and methods have been blamed for the mitigated results of many literacy courses and poor performance of learners. (Ouane 2006)

Each year while at UNESCO I gave an address to mark International Literacy Day (8th September) either at Headquarters in Paris or to join a National President or Prime Minister to announce the winners of the International Literacy Prizes. As my term as Deputy Director-General of UNESCO drew to a close, I summarized what had been achieved in the 1990s in the struggle to create a literate world:

> Since its inception, UNESCO has considered literacy for all – children, youth and adults- a top priority. We have worked hand in hand with our Member States and other partners within and outside the UN system to create a literate world. Today, on the eve of a new

century and millennium, I am proud to say that the world – with the support of UNESCO- has made considerable progress towards the achievement of that goal. Progress in the last decade has been particularly significant. In the thirty years since 1970, primary school enrolment has almost doubled in the developing world to reach 600 million today. According to UNESCO's estimates, the percentage of adult illiterates has steadily declined from more than one third in 1970 to a quarter in 1990, and it is projected to drop below one-fifth in the beginning of the new millennium.

The lessons to be learned from these figures are many. However, the most important lesson is that despite all the economic and technological progress the world has made, we still live in a world that is marred by inequalities: inequalities among countries and inequalities within the same country. Most of the inequalities – if not all – stem from the unequal distribution of knowledge, which has resulted in a knowledge-gap between the rich and poor countries and between the rich and poor people within the same country. This gap is widening by the day because of the rapid technological changes that result from the knowledge and information revolution. I am aware of the fact that closing the knowledge gap will not be an easy task. The developing countries are pursuing a moving target as high income countries constantly push the knowledge frontier forward. Transferring knowledge is much cheaper today than ever. But it is not happening as fast as one might expect. We should ask ourselves, why? The simple and most direct answer is twofold. On the one hand, the poorer countries do not have adequate capacity to create and absorb knowledge because that involves, for example, ensuring universal basic education for all children, youth and adults. It also involves creating opportunities for lifelong learning, and support for tertiary education, especially science and technology. It also involves the ability of the poorer countries to tap traditional knowledge. On the other hand, the richer countries which are now dominated by the market economy mentality have turned knowledge, particularly the technical know-how, into a commodity that the poorer countries cannot afford to buy.

Because of these contradictions, and because of a firm conviction that knowledge is at the centre of all development effort, UNESCO has been, for over 50 years, the advocate of a literate and knowledgeable world. There can be no development without knowledge. In this connection, literacy is today more important than it was understood to be. Its relevance to human development and poverty alleviation is beyond controversy, even though in most countries, adult literacy programmes are the poor relation of the education system. UNESCO considers literacy a top priority because literacy is the beginning of the inner voyage of learning that has its roots in the inner self of every human being. The ultimate goal will be to build human capacity in order to have sustainable development based on democracy and peace.

(Extracts: International Literacy Day address, UNESCO, Paris, 8th September, 1999).

Concluding Comments

There can be no doubt that ILY (and the EFA Alliance) did lead to a great many new literacy initiatives worldwide. UNESCO did not expect our impossible dreams to materialize overnight: it takes time for those who cannot read or write to master basic skills, for new literacy programmes to be set up, funded and bear fruit.

We knew that the goal to halve the illiteracy rate in 1990 by 2000 was an "unreachable star." But we did hope that the combination of UNESCO's efforts and that of key Member States would have a significant and tangible impact. It did (see Fig. 3.1). The adult illiteracy rate fell from 25 % in 1990 to 16 % in

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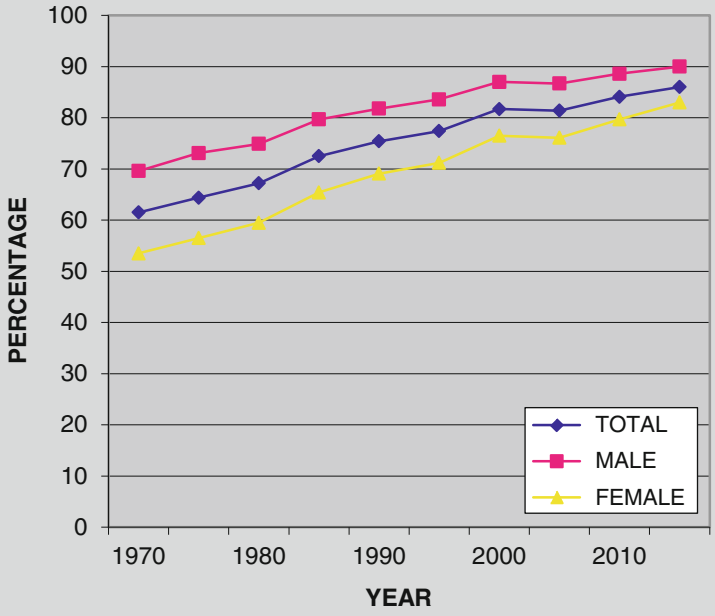

Fig. 3.1 Adult literacy rates 1970–2015

2010. We hoped too that for the first time in human history, not only the rate, but also the actual number of illiterates would begin to decline significantly. It fell from about 900 million in 1990 to 774 million in 2000, a drop of 126 million. But since 2000, illiteracy rates fell more slowly dropping by less than 3 % over the next decade (to 16 % by 2012), barely keeping pace with population growth. As of 2013, the progress made in the 1990s in reducing the number of illiterates worldwide had halted: the number of illiterates was still around 774 million. The image of the young girls and women in an Indian village still haunts me: for the sake of the millions of girls and women who are being denied a future, the campaign to create a literate world cannot be allowed to wither.

The literacy debate in Asia and in other parts of the world has been profoundly influenced by the discourses of employer groups and governments. Those leaving the education system facing difficulty in finding work are labelled as "functionally illiterate." The discourse of blame tends to focus on the victims and the education system, bypassing the other side of the problem, the defects in the labour market made ever more evident by ongoing impact of the 2008 global financial crisis. There are persistent calls for formal education systems to do more to develop generic life skills such as the ability to communicate, to write, to work collaboratively and to show initiative. These calls

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ignore the fact that many skills have been sacrificed in the assessment-driven environment of most formal education systems. Moreover, support for the type of adult literacy programmes that are most likely to generate the skills needed for emancipation and self-employment is consistently assigned a very low priority by governments and Ministries of Education. With that, much of the struggle to create a literate world is left with the civil society. It is the non-government organisations and literacy workers on whom the young people and adults being left behind in the global knowledge economy rely to meet their learning needs. If literacy programmes are not given the support they need, the gaps between the rich and the poor will continue to grow. Governments do need to put the development of each country's greatest resource, its people, to the top of their political and economic agendas. Pressuring them to do so, has been a key part of the EFA agenda.

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Chapter 4
Education for All – A Quiet Revolution

The struggle to ensure that all people have access to education is our mission, our vision, our dream.

(Colin Power)

The Education for All (EFA) movement is a global movement committed to providing quality basic education for all children, youth and adults. The movement stemmed from concerns voiced by UNESCO, UNICEF and developing countries about the growing number of children, youth and adults whose right to even the most basic education was being denied. Education was not keeping pace with population growth. Education and health, the key areas for development, suffered badly from the savage reduction in resources available to developing countries during the economic crisis of the 1980s, particularly in the context of structural adjustment policies. Crippled by debt repayments and plunging export commodity prices, developing countries were forced to slash their education budgets. Spending on education per inhabitant fell by 65 % in Sub-Saharan Africa and by 40 % in Latin America between 1980 and 1987 (Samoff 1994). Paradoxically, as poverty increased in the world's poorest countries, official development aid fell from nearly $80 billion a year in 1985 to around $65 billion in the early 1990s. Whatever was happening to the peace dividend expected to flow from reductions in arms expenditures at the end of the Cold War, it was not being invested in reducing poverty or in education.

The combined effects of continuing high rates of growth in population (>2.9 %) and the falls in public expenditure on education severely hampered the capacity of countries to meet the basic education needs of their children, youth and adults. The numbers of both children out-of-school and of illiterates were rising alarmingly. Moreover, the quality of education being provided was falling. Gender gaps and inequalities in education were growing, and drop-out rates were high. Funding difficulties added to the problems of management, planning and training of education personnel, particularly in the countries suffering from an upsurge in the vicious cycle of violence and poverty. The problems were not confined to developing countries. The education systems of developed countries were failing to meet the basic learning needs of a significant number of young people: at least 18 % of 15 year-olds in

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OECD countries were found to be capable of completing only the most basic of reading and numeracy tasks (OECD 2013). In the global knowledge society, meeting the basic learning needs of children, youth and adults is a universal problem (OECD 2013).

The Director-General, Federico Mayor, in his address to the General Conference of UNESCO in 1989 insisted:

> UNESCO must play a leading part in drawing up the grand design of humanity for a juster, freer and more peaceful future. The time has come to recognize that whatever a country's geographical situation, size, population density or natural wealth, its richest resource is the talent, imagination and distinctive creativity of each of its citizens.

In essence, UNESCO was seeking to launch a quiet revolution – one that would lead to a major shift in national and international development priorities, one giving human development priority over economic growth.

4.1 Preparing for a World Conference on Education for All (WCEFA)

UNESCO was determined to take action to reverse the negative trends of the 1980s and to open a new chapter in the struggle to ensure that the right of all children, youth and adults to basic education is realised. The UN Children's Fund, UNICEF, was equally concerned about the impact of the economic crisis on the rights of children. The Convention of the Rights of the Child was due to come into force in September 1990, and UNICEF was planning to hold a World Summit for Children in New York on that occasion. It sought to focus the attention of world leaders on the education and health goals embedded in the Convention. Both UNICEF and UNESCO were critical of the structural adjustment policies of the World Bank and the IMF, arguing that their economic and loans policies must have a "human face."

Towards the latter part of 1988, UNICEF's Executive Director, Jim Grant, met with Federico Major to discuss what could be done. They agreed to mount a concerted global campaign with "the crucial goal of reviving the world's commitment to educating all of its children, youth and adults," initiating what was to become the Education for All movement (EFA). They also decided to host a World Conference on Education for ALL (WCEFA) and to seek to involve other key international organisations responsible for development, notably the World Bank and UNDP, as partners in the EFA movement. Federico Mayor's strategic move to set up the EFA alliance played a key role in the renewal of UNESCO in the 1990s.

Early in 1989, I met with Jim Grant to discuss the details of what needed to be done. In many ways, Jim Grant and Federico Mayor were kindred spirits – both were deeply committed to serving the needs of the poor and marginalised, both were strong leaders, and they complemented each other's strengths – Mayor the visionary idealist, Grant the pragmatic doer. That pragmatism became evident when Jim Grant

and I chatted about our organisation's respective roles. He was proud of what UNICEF was doing to reduce infant mortality, simultaneously pulling an oral dehydration pack from his pocket to drive home the point. He was keen to do likewise as part of EFA. UNICEF could provide practical help by equipping primary schools with safe water, sanitation and the teaching-learning materials they needed to promote learning. UNESCO could expand its work on basic education in support of Ministries of Education, teacher training institutions and NGOs in its Member States. And we could join forces in pushing the development banks, agencies and governments to significantly increase funding for basic education. Moreover, through our field offices, we could provide practical technical and logistic support to EFA national task forces and basic education projects on the ground.

Meanwhile, acting on behalf of their organisations, Barber Conable (President, World Bank) and William Draper III (Administrator, UNDP) agreed to join UNICEF and UNESCO as the co-sponsors of the WCEFA[1] scheduled to be held early in 1990. The four sponsoring agencies decided to set up an Interagency Commission to organise the World Conference, and that each sponsor would provide $500,000 to the Commission to cover the costs of preparing for the Conference. As ADG/ED, I had to find the needed funds from UNESCO's education budget. But salaries, indirect costs and allocations to the UNESCO Institutes and field offices were fixed, and having scrimped and reallocated funds for ILY, all of the funds allocated to education for programme activities in 1989 were fully committed. To reallocate funds from what was left meant that I had to cut or postpone most of the education activities scheduled to be undertaken in 1989, a move that was not exactly popular with the Member States, NGOs and staff affected.

Waddi Haddad from the World Bank was appointed as Executive Secretary of the Inter-Agency Commission for the WCEFA, and the Secretariat was housed at UNICEF in New York. Each sponsoring agency agreed to second a senior staff member to serve on the Secretariat, my choice being Mike Lakin, one of the most competent and hard-working educational specialists in the Education Sector of UNESCO. He, along with other members of the Commission, shouldered the heavy professional and administrative responsibilities required to ensure that the World Conference would be a success.

An Interagency Steering Group made up of senior executives from each agency acting on behalf of the four chief executives was set up, its members being Vin Rajpalan (Vice-President, World Bank), Richard Jolly (Deputy Executive-Director, UNICEF), John Lawrence (Principal Advisor, UNDP), and myself as ADG/ED for UNESCO. To work, any alliance must be a win-win situation for all parties involved. Each sponsoring agency had its own agenda and priorities, stemming from its mandate and decisions made by its governing body. To work, the four sponsoring

[1] UNFPA joined as the fifth UN sponsoring agency after the Conference.

agencies needed to speak with one voice. The responsibility for developing and building interagency agreement on EFA policy, goals, targets, strategies, funding and responsibilities before, during and after the WCEFA was assigned to the Steering Group. It was within this Steering Group that the key policy issues and battles were to be hammered out, agreements reached, documents prepared by the task force reviewed, political and logistic issues resolved. We met for the first time in March 1989 at UNICEF and every 2–3 months thereafter, every other time as a prelude to Heads of Agency meetings. The four Heads of Agency assumed the overall responsibility for mobilizing support for EFA, reviewing the work done by the Interagency Commission and responding to the recommendations made by the Steering Group.

On some issues, the four agencies were in complete agreement: every child in every country should have access to, and be helped to complete primary schooling was taken for granted. UNICEF argued, rightly, that impressive breakthroughs in child survival can be achieved and will be sustainable only if we redouble our efforts to provide basic education for all girls and women, a position well supported by the research and one also strongly held by UNESCO, the World Bank, UNFPA, WHO and other UN agencies. We were also determined that the focus should be on meeting basic learning needs, on learners achieving, at an appropriate level, mastery of the basic knowledge and skills required to participate effectively in the society to which they belong. What we saw as important was not just the number of children, young people and adults participating in basic education programmes, but what they learned.

There were, however, differences. Given its mandate, the prime concern of UNICEF was with ensuring that the basic education needs of children and their mothers were met. This fell within their mandate, but meeting the needs of other youth and adults did not. UNDP was primarily concerned with development and the alleviation of poverty. At the time, World Bank policy was still driven by the ideology of the market. Its analyses of rates of return led it to insist that the governments of poor countries cut public investment in virtually everything in the social sector (including education and health) as a condition for granting loans. At my first meeting with the Bank on EFA, I was given a set of documents outlining the Bank's position, and informed that all we need to do at the WCEFA is to endorse that position. For the Bank, EFA = UPE: education for all boiled down to universal primary education.

On behalf of the Bank, Rajpalan insisted that EFA was really about universal primary education. Representing UNESCO, I was keen to have the co-operation of the Bank in giving higher priority to the funding of primary education in developing countries. But for UNESCO, literacy is an integral part of EFA, and the World Conference was a key part of its strategy to mobilize action to create a literate world during International Literacy Year. UNESCO programmes are based on a dual approach, combining measures to expand and improve early childhood and primary education with measures to promote youth and adult literacy. For UNESCO, the two

are intertwined. Moreover, I argued, education is a basic human right: one applicable to everyone, regardless of their age, gender, income, nationality or ethnicity. To expand and improve primary education, developing countries needed many more and better trained teachers, and this would be impossible to accomplish if the cuts imposed on higher education and the heavy burden created by debt servicing were to continue. The education system of any country is, after all, a system of interlocking and inter-dependent parts. National priorities differ depending on each nation's history, needs and stage of development. Thus began a struggle to resolve the differences in approach to EFA and development between UNESCO and the World Bank.

On many an occasion, Rajpalan would call me late in the evening after meeting with Conable as we sought to resolve our differences on goals, priorities, funding and strategies. In the end, the Heads of Agency agreed that if the WCEFA was to succeed, what the sponsoring agencies put forward at the World Conference would have to reflect the education priorities of all countries. We needed a global alliance, one owned by the governments of all countries, and supported by all who were working with them.

Between October 1989 and January 1990, early drafts of the key documents for the WCEFA were tabled and discussed at nine regional meetings and three international consultations. In the end, it was the developing countries that insisted education is a fundamental right for all people, and the basic learning needs of youth and adults cannot be ignored. They insisted that a broad approach to EFA be taken.[2]

One of the most important outcomes of the regional meetings undertaken in 1989 in preparation for the World Conference was the analysis of the educational crisis in Africa by Joseph Ki-Zerbo. He began with a Bambara proverb:

> For a mother, birth is but labour's beginning.

For the mothers of the 14 million children in the developing world in 1989 who died before their fifth birthday, for the mothers of the 100 million plus children with no school to attend, for the mothers of the hundreds of millions of young people with limited access to knowledge and employment, the struggle is far from over (UNESCO 1992). They, KI-Zerbo cried, would want me to tell the world community and its leaders, that "a society which fails to care for the education of its daughters risks suicide."

The Heads of Agency, the EFA Steering Committee, the Interagency Commission and Rapporteurs met in Nice, France in December 1989. By then we had settled our differences, reached a consensus, and were working as a united team, one that

[2] The broad view of education for all prevailed during the 1990s, and was endorsed at the World Education Forum at Dakar in 2000. But the battle continued. At the World Development Summit in 2000, the only Millennium Development Goal relating to education was that of achieving Universal Primary Education by 2015. Once more, EFA = UPE, and the rights of very young children, youth and adults were ignored.

continued to remain strong during the 1990s and beyond. Final touches to the documents that had been prepared and a number of logistical issues relating to the venue, protocols, contracts, speakers and workshops were dealt with at the Steering Committee and Heads of Agency meeting in January 1990, our last face-to-face meeting before the event.

I learned a great deal in the process: about how to negotiate with organisations like the World Bank and our UN sister agencies, about how to remain true to one's ideals while respecting the position of the other. Within each international organisation, there is always a core of dedicated and principled professionals whose inputs and insights are to be valued and without whom one can achieve little that is lasting or worthwhile.

While there were those within the World Bank and the IMF with whom I disagreed, there are many to whom the EFA movement owes a great deal – Barber Conable, Rajpalan, Waddi Haddad, Steven Heyneman, Adriaan Verspoor and Marlaine Lockheed to name a few. Others at the Bank also hold views similar to those of UNESCO, not the least of whom has been Joseph Stiglitz, the Bank's former Chief Economist. He has spoken out against the entire Washington financial and economic establishment and how it has driven the global agenda to further its own financial interest, imposing crippling economic policies on developing nations that has made them far worse off than they were before. What is needed, he concluded, are policies for sustainable, equitable and democratic growth (Stiglitz 2012).

4.2 The World Conference on Education for All: Meeting Basic Learning Needs

The World Conference on Education for All was held in Jomtien, Thailand from 5 to 9 March, 1990. Three Presidents, several heads of government, official delegates from 155 governments, policy makers and specialists in education and allied sectors attended, together with officials and specialists representing some 20 intergovernmental bodies and 150 non-governmental organisations. In the end, the number of countries participating in the EFA movement grew to 189, and sponsoring agencies to 22. Some 1,500 participants discussed major aspects of Education for All in 48 round tables, and in plenary sessions. The texts of the World Declaration on Education for All and the Framework for Action to Meet Basic Learning Needs were adopted at the closing plenary session of the Conference. Extracts from these two documents are given in Boxes 4.1 and 4.2.

It needs to be remembered that the WCEFA was not just a single event, not merely a "talk-fest," but one of the strategic steps in an ongoing process, one aimed

at changing the priorities, thinking, policies and action of governments, governmental and non-governmental organisations in the decades to come.

At the Conference, Federico Mayor and I were expected to play key roles. On behalf of the four Conference sponsors, the opening address was given by Federico Mayor. His remarks reflected the entire process of consultation, consensus building and mobilisation that had taken place throughout 1989. Mayor stressed that the World Conference was, above all else, a summons for action, the objective being to mobilise societies as a whole for the cause of education, to demonstrate international solidarity. He asked: "How can we hope to advance on the road to freedom and democracy, as long as one in very three adults in the world remains illiterate?"

Mayor's words in 1990 are as true today as they were then. Only a determined human development strategy will show the way out of current economic dilemmas towards longer-term, sustainable development. In this context, the draft of the World Declaration on Education for All calls for more than a recommitment to basic education: it calls for "an expanded vision," one that surpasses present resource levels, institutional structures and conventional delivery systems, while building on the best in current practices. In his closing statement, Mayor insisted: "No real breakthrough will be possible without a mobilisation or re-affirmation of political will, coupled with a serious questioning of resource priorities, on the part of countries and their leaders."

Subsequently, Jim Grant added that there is a strong case for "affirmative action" in support of expanding basic education for girls and women. On behalf of UNDP, Bill Draper argued that basic education should be pursued not merely as a sectorial target, but as an integral part of a human development plan. Barber Conable affirmed the World Bank's position: "Education produces substantial value for money. As people are educated, earnings grow, so do savings, so does investment, and in turn, so does the well- being of all."

The draft versions of the World Declaration on Education for All and the Framework for Action were the product of a long and inclusive process of consultation. By the time we reached Jomtien, there was widespread agreement on the two key documents. The plenary sessions then served the function of expanding and cementing the EFA alliance, and mobilising support for the actions to be undertaken at the national regional and international level. In addition, the round tables provided opportunities for participants to elaborate on specific issues, to share research and experience, and to suggest amendments to the base documents. They provided a rich and fruitful sharing of research, practice and experience on issues such as early childhood, gender equity, science education, environmental education, and the financing of education. Immediately after the Conference, UNESCO produced three monographs (UNESCO 1992) covering the key aspects of education for all covered at the WCEFA, a tribute to the outstanding editorial work done by Sheila Haggis, Douglas Windham and Paul Fordham.

4.3 World Declaration on Education for All

Box 4.1: World Declaration on Education for All

1. Every person – child, youth and adult- shall be able to benefit from educational opportunities designed to meet their basic learning needs
2. To serve the basic learning needs of all requires more than a recommitment to basic education as it now exists. What is needed is an "expanded vision" that surpasses present resource levels, institutional structures, curricula and delivery systems
3. Basic education services should be expanded and consistent measures taken to reduce disparities – the most urgent priority is to ensure access to, and improve the quality of education for girls and women
4. Whether or not expanded opportunities will translate into meaningful development – for an individual or society- depends of whether people actually learn as a result
5. The diversity, complexity, and changing nature of basic learning needs of children, youth and adults necessitates broadening and constantly redefining the scope of basic education ….. through a variety of delivery systems; all channels of information, communication used to convey essential knowledge and educate on social issues.
6. Learning does not take place in isolation. Societies must ensure that all learners receive the nutrition, health, care, and general physical and emotional support they need to participate actively in and benefit from their education.
7. National, regional and local educational authorities have a unique obligation to provide basic education for all, but they cannot supply every requirement for this task. New and revitalised partnerships at all levels will be necessary.
8. Supportive policies in the social, cultural, and economic sectors are required to realize the full potential of basic education for individual and societal improvement – political commitment and will backed by appropriate fiscal measures and educational policy reforms and institutional strengthening.
9. If the basic learning needs of all are to be met, it will be essential to mobilize existing and new financial and human resources, public, private and voluntary.
10. Meeting basic learning needs constitutes a common and universal human responsibility. It requires international solidarity and equitable and fair economic relations in order to redress existing economic disparities.

Source: WCEFA World Declaration on Education for All, Jomtien, Thailand, 1990.

The first article in 1990 the World Declaration on Education for All (Box 4.1) deals with the meaning and purpose of basic education. Basic learning needs are defined as comprising "both essential learning tools (such as literacy, oral expression, numeracy and problem solving) and the basic learning content (such as knowledge, skills, values and attitudes) required by human beings to be able to survive, to develop their full capacities, to improve the quality of their lives, to make informed decisions, and to continue learning."

Subsequent articles focus on the need for an "expanded vision of basic education," one serving the basic learning needs of all throughout life in a changing world, universalising access, inclusion and equity, the "most urgent priority" being the education for girls and women. The focus in the WCEFA documents is on learning:

- Learning begins at birth – this calls for early childhood care and initial education involving families, communities and institutional programmes
- The main delivery system for the basic education of children outside the family is primary schooling – although alternative programmes can help provided they share the same standards of learning applied to schools
- The basic learning needs of youth and adults – literacy being the foundation of other life skills, basic survival skills training through formal and non-formal programmes
- All channels of information, communication and action should be used to convey essential knowledge and to inform people on social issues.

4.4 Framework for Action to Meet Basic Learning Needs

Box 4.2: Framework for Action: Setting National Targets

1. Expansion of early childhood care and developmental activities, including family and community interventions, especially for poor, disadvantaged and disabled children
2. Universal access to, and completion of, primary education (or whatever higher level of education is considered as "basic") by the year 2000
3. Improvement in learning achievement such as an agreed percentage of an appropriate age cohort (e.g. 80 % of 14 year-olds) attains or surpasses a defined level of necessary learning achievement
4. Reduction of the adult illiteracy rate (the appropriate age group to be determined by each country) to, say, one half of its 1990 level by 2000, with sufficient emphasis on female literacy to significantly reduce the current disparity

(continued)

Box 4.2 (continued)

5. Expansion of provisions of basic education and training in other essential skills required by youth and adults, with programme effectiveness assessed in terms of behavioural changes and impacts on health, employment and productivity
6. Increased acquisition by individuals and families of the knowledge, skills and values required for better living and sound and sustainable development.

Source: Framework for Action, World Conference on Education for All, Jomtien, Thailand, 1990.

The Framework for Action adopted at Jomtien was intended to be both a guide and a challenge to the governments and organisations represented at the WCEFA, helping them to develop their own policies and plans for action to achieve education for all. The Framework covers three broad levels of action:

(i) direct action within individual countries
(ii) co-operation among groups of countries sharing certain characteristics and concerns, and
(iii) multilateral and bilateral co-operation in the world community.

EFA goals and targets were to be established by each country and organisation, and progress towards goals was to be assessed and action taken in the light of the results. The countries currently least able to meet the basic learning needs of their populations were to be given priority in international co-operation.

On behalf of UNESCO and the sponsoring agencies, I presented the Framework for Action, including UNESCO's role in the follow-up to the World Conference. As I recall, this was the only issue that did provoke a battle. Under normal circumstances, UNESCO would automatically assume overall responsibility for international co-operation in education: it is the UN agency mandated to do so. However, the USA was not a member of UNESCO. Within the USA, right-wing organisations like the Heritage Foundation had launched a series of vitriolic attacks on UNESCO. At the World Conference, the representative of the USA, John Bolton, argued that the responsibility for the co-ordination of EFA should be given to the World Bank or UNICEF (i.e. an organisation located in, and to a large degree, controlled by the USA). Virtually all countries expected UNESCO to assume its responsibility and were happy with the role it had played in preparing for the WCEFA and ILY. In the end, the WCEFA decided that existing mechanisms, facilitated by UNESCO within the co-operative inter-agency arrangements that served the Conference so well, should continue as the major vehicles for improving basic education opportunities.

At Jomtien, the partnership that began with UNESCO and UNICEF blossomed into a grand global alliance in support of basic education for all. Its membership

included the sponsors and co-sponsors of WCEFA, all governments, the key international, regional and bilateral development agencies, and non-government organisations working in the field of education. In signing the World Declaration on Education for All, they agreed to undertake the actions set out for their country or organisation in the Action Plan.

4.5 Follow-Up to WCEFA

Over the years, each UN agency has tended to operate independently, focussing on its specific mandate, rather than as a united family working closely together to create a better world. Within each UN agency, sectors and divisions often function as separate fiefdoms, competing rather than working closely in support of the other. Like most international organisations, UNESCO was overly centralised, but to be effective, UNESCO needed a well-co-ordinated plan of attack, a new way of working within the organisation and with the international community. We needed to rethink our roles and responsibilities, to be more collaborative and responsive, to be more strategic and results-oriented in our approach.

The Heads of Agency and the EFA Steering Committee continued to meet regularly and UNESCO continued to play a leadership role in the global EFA movement to ensure that basic education was given a high priority when key development priorities were being set by the UN General Assembly, the governing bodies of international and regional organisations and national governments. To maintain and support the EFA alliance, an International Consultative Forum on Education was set up, located in the Education Sector of UNESCO, with Mike Lakin serving as Executive Secretary.

UNESCO's mission is to promote education as a fundamental human right for all, to seek to improve the quality of education, and to facilitate policy dialogue, knowledge-sharing and capacity building. Thus we were determined to maintain and strengthen the EFA alliance, and to assist our Member States to achieve the EFA goals and reach the targets they set for themselves. Education Sector and EFA Co-ordination priorities included:

1. *Promoting and strengthening partnerships.* EFA can only be achieved through strong and enduring partnerships between governments, multilateral and bilateral agencies, civil society groups and the private sector.
2. *Mobilisation of resources.* UNESCO worked to keep education, and especially EFA, on the top of national and international policy agendas, and negotiated with donors, national authorities and development banks to secure the support needed for national EFA programmes.[3]

[3] For example, I helped in the development of India's District Primary Education Programme and in supporting its efforts to secure the $800 million needed to implement the programme throughout India.

3. *Ensuring effective use of aid.* Factors that inhibit the effective use of aid include corruption and duplication of effort. To assure the efficient implementation of operational projects, the work of the multitude of agencies involved in the implementation of EFA projects needed to be co-ordinated at the national and international level.
4. *Advocacy.* A major task has been that of ensuring visibility for the entire EFA agenda at the international, regional and country level. "Education is the best investment that any nation can make in its future" as the five heads of the EFA sponsoring agencies insisted in a lead article on EFA in the *International Herald Tribune* in 1995. The EFA sponsors advocated innovative arrangements such as debt swaps for education to ease the crippling debt burden, reductions in military expenditures, and for EFA to assume a higher priority in national and aid budgets.
5. *Monitoring Progress.* Many developing countries face serious difficulties in collecting data and assuring its quality. UNESCO and UNICEF worked with national education and statistical authorities to facilitate the collection and checking of EFA data. In all, 180 countries participated in the EFA monitoring process.
6. *Communication.* As with ILY, communication and dissemination of information about EFA and issues to be addressed formed an important part of the work of the Forum Secretariat and UNESCO.[4]
7. *Capacity Building and Technical Assistance.* The prime responsibility for ensuring that the goals of EFA are met rests not with UNESCO, but with the governments of its 194 Member States. The IIEP and UNESCO regional offices played a leading role in building the capacity of developing countries in the planning and management of their education systems. At the national level, UNESCO, UNICEF and UNDP frequently joined forces in providing the expertise and funding needed to run EFA projects.

Throughout the 1990s, "absolute priority" was given to EFA in UNESCO's education programme and budget. All the expertise within UNESCO Institutes, Sectors and networks contributed to the work of EFA. Major budgets allocations were made in favour of EFA. Reforms were needed even in the Division of Basic Education, the Division most crucially involved in the follow-up to ILY and EFA. To ensure the credibility of UNESCO in the follow-up to Jomtien, we needed to appoint as Director of the newly established Division, someone from a developing country whose had played a leading role in the development of basic education nationally and whose expertise and credibility was evident at Jomtien. UNESCO was able to recruit the Secretary of Education in the Philippines, Victor Ordonez, as Director of Basic Education. We were to work closely together for the next 10 years.

[4] Francesco Zanuttinni and the Documentation and Information Service of the Education Sector of UNESCO did an outstanding job, handling over 20,000 requests for information, producing and distributing, on average, 30,000 documents per month during the 1990s.

What the Education Sector of UNESCO achieved during the 1990s was the result of the collective efforts of hard-working and competent educators who were totally committed to the goals of EFA: they are too many to list, but include the Directors and staff of the Basic Education Division (headed by Victor Ordonez, then Aichia Bah Daillo), the Office of the ADG/ED (Sheila Haggis, Wolf Rissom), Development Co-operation in Education (John Beynon), World Education Report (John Smyth), Francesco Zanuttini (Documentation and Information *Service*) and the Directors of UNESCO Institutes, centres and field offices.

Before the EFA alliance, the international development community was anything but united in its approach to educational development. Within UNESCO, a "two UNESCO" formula had developed: on the one hand there were the "thinkers," the specialists responsible for UNESCO's regular programme, and on the other, the "doers" running operational projects in developing countries. The withdrawal of the USA and the UK from UNESCO in the mid-1980s compounded the decline in UNESCO's capacity to develop and manage operational projects. But to be effective, the follow-up EFA demanded that the two had to work side-by-side: projects need to be grounded in what the research and experience tell us about what is likely to work in a given context, and they need to be well managed.

Reforms were urgently needed if UNESCO was to play the role expected of it in the EFA alliance. We needed to be present at the national level when development aid or loans for education were being planned. We needed to develop a new approach to the way we worked, one that would assure both the efficient implementation of our regular and extra- budgetary programmes and their intellectual quality. A Bureau for Development Co-operation in Education[5] was attached to my office, with John Beynon as Director. From 1990 to 1996, he played a key role in putting in place the reforms needed. UNESCO once more began to play a significant role in the development and implementation of sound and, at times, quite innovative operational projects, such as the Gobi Women's Project (see Box 3.4). UNESCO had become one of the most cost-effective UN organisations working in the field of education and development in difficult circumstances (e.g. in crisis countries like Cambodia, Somalia, Afghanistan and Haiti). And with that, the number, size and impact of the EFA extra-budgetary projects in which UNESCO was involved grew significantly.

There were other discontinuities that needed attention. It was vital that UNESCO close the gaps between headquarters, field offices and institutes. All parts of UNESCO needed to embrace the EFA vision, to forge long-standing alliances with our EFA partners, to create or join teams to develop and implement educational programmes and projects. This, in turn, meant decentralisation of staff and regular programme funds from Paris to the field.

[5] UNESCO Education Sector has a budget of around $100 million p.a. of which roughly half comes from extra-budgetary sources to fund operational projects at the national level. Regular programme funds cover international and regional co-operation in education, staff and operational costs, and grants to UNESCO's education Institutes.

What made things different from the past was that the EFA initiative was not a solo performance by one UN organisation, but rather a symphony played by an orchestra made up of UN agencies, development banks, bilateral donors and NGOs. In a symphony each section plays a key role, each has "comparative advantage" but the whole is greater than the sum of its parts. So too in the EFA symphony, the goal of education for all assumed greater importance than the role assigned to any one agency. In UNESCO's case, its close links with Ministries of Education and upstream work in facilitating the crafting of EFA policy, innovations and pilot projects enabled developing countries to develop and submit project proposals to major funding agencies that stood a much better chance of success. "Being the poor boy on the block has its advantages" in countries like Cambodia, and UNESCO became "the agency others trusted to be the 'honest broker' for agency co-ordination in education" (Beynon 2006).

Given its limited staff and budget, there was no way that UNESCO could tackle the enormous task of assisting all developing countries to address the basic learning needs of their peoples. We had to find a way to make a real impact. We needed a strong and determined global alliance for EFA and to provide support for the more than 100 countries that set up an EFA task force and were doing their best to increase the share of national human and financial resources devoted to EFA. As a percentage of GNP, educational expenditure in all developing regions, except South Asia, increased significantly from 1990 onwards.

4.6 The E-9 Project

In 1990 most of the world's 900 million illiterates lived in China, India and the other large developing countries – Bangladesh, Brazil, Egypt, Indonesia, Mexico, Nigeria and Pakistan. Together, these nine countries contained 72 % of the world's illiterates and most of the children who were out-of-school. Strategically, if the global alliance could effect a real change in these nine countries, it would send a strong signal to other developing countries. Discussions with the Ministers of Education from the nine countries revealed that while they were keen to make progress in achieving the EFA goals they had set for their country, they had great difficulty when it came to competing with other ministries such as finance, defence and health during negotiations over budgets. The reality is that in most countries, there are too many competing demands on what is a limited budget. Moreover, Ministers of Education tend to be at the lower end of the Ministerial pecking order. UNESCO came to the conclusion that EFA would make virtually no progress without strong support and determined leadership from the heads of government. Thus was born the idea of a World Summit on Education led by the Heads of Government of these nine countries – the E-9 initiative.

With the support of the other heads of agency, UNESCO worked at convincing the heads of government of the world's nine largest developing countries to give a high priority in national policy and budgets to basic education for all, and especially to the education of girls and women. Federico Mayor, Jim Grant and I met with

several heads of state or government and First Ladies to convey the message that the Presidents and Prime Ministers who have gone down in history as great leaders were "education presidents" in that they made the education of their people the top developmental priority. Often, I would begin not with the research evidence (convincing as that is), but with shared hopes and dreams for our own children, and for a better future for all children. Leadership, in my experience, begins with the passion to make a difference – for it seems to me that "the heart alone sees clearly." Most First Ladies, at least, did place a high premium on education, especially the education of girls and women. But to be constructive, that passion must then draw on knowledge and wisdom to ensure that the actions that follow do make a difference. Working with UNESCO and its E-9 partners provided the opportunity to improve the knowledge base and to find innovative solutions to the problems that large developing countries face in providing quality education for all.

India's Prime Minister Rao and President Sharma were concerned that their country had the highest number of illiterates in the world, but proud of what India was doing through its Total Literacy Campaign and National Literacy Movement to mobilize communities to create a "wave of literacy." They were enthusiastic about the E-9 initiative, and offered to host the Summit, scheduled to be held in New Delhi from 12 to 16 December 1993.

During the year preceding the E-9 Summit, we worked closely with the nine Ministers of Education and with UNICEF, UNDP and UNFPA to help each country to prepare for the event. Each Head of Government (with the possible exception of Nigeria) had set in motion with their parliaments, budget and education ministries, policies and programmes that they could bring to the Summit. The Summit became, in a way, a contest, as most of the heads of government wanted to announce significant new legislation and quantum leaps in the priority given to basic education.

The Summit was preceded by an intensive consideration of documents prepared by UNESCO analysing and synthesizing the progress made towards EFA goals and targets in the E-9 countries, and setting out the "major brakes" on progress: population growth, gender inequality, and lack of political will. On behalf of China, Vice-Premier Li Lanqing saw the development of national programmes to improve the quality of education and the educational level of the population as priorities, adding that "while it is true that education which needs large investment will only produce expected results in many years to come, long-term and sustainable economic development will only be possible with a well-founded education system and well-educated people" (UNESCO 1994). The enormous economic and educational progress made by China in the twenty-first century drives home the wisdom of the long-term view taken by China. I had first met Premier Li Peng in 1989. While he had his critics, he was passionate about education, both while he was Chairman of the State Education Commission (i.e. the Minister of Education) and later as Premier of China. I met with him several times thereafter, each meeting confirming China's long-term commitment to quality education for all it children, youth and adults. The miracle that is China today is the forgotten story of every successful nation, of every country that at a critical period in its history made the sacrifices needed to assure the development of its most precious asset – its people.

The education of girls and women is one of the most urgent and important issues of our time. India and Brazil reported that they had taken an integrated approach to eliminating inequality in their EFA plans. For Indonesia and Nigeria, Jomtien had heightened their awareness of, and commitment to, the rights of girls and women. The benefits of a mother's education are cumulative as their daughters are more likely to go to school and so then will their children. In Brazil, for example, illiterate women have 6.5 children on average, whereas women with a secondary education have 2.5. In India, literate mothers had an average of about 100 fatalities per 1,000 births compared with 170 for illiterate mothers (UNESCO-EFA 2006, 2013).

One of the more surprising national inputs at the E-9 Summit came from Egypt. Hussein Kamel Bahaa El-Din, Minister of Education, spoke on behalf of President Mubarak: "We believe that education is the pivot of national security…. In a nutshell, it is our path towards prosperity." He also saw over-population as a key problem, one which "devoured the fruits of development despite all our efforts." Moreover, he asserted that "illiteracy and poverty have helped the emergence of certain forms of extremism that have to be dealt with firmly in order to uphold democracy." Subsequently, the Director-General and I met with President Mubarak, and I worked with the First Lady (Suzanne Mubarak) in support of her Reading for All initiative in Egypt. The President confirmed that education was indeed, as he put it, "the number one security issue." In Egypt, he claimed that education is the key weapon in the battle against extremism and fundamentalism. But the Mubarak regime could hardly be described as being democratic, and it is not the illiterate or the poor who are most forthcoming in speaking out and opposing oppression. It was the Egyptians who had been empowered by education who played the key role in the fight for democracy, human rights and justice that led to the downfall of the Mubarak regime some 20 years later.

During the E-9 Summit, much of the discussion focussed on the problem of making EFA manageable in very large developing countries. Consensus was soon reached about the principle of decentralization and the effective use of new technologies. The leaders of the nine countries agreed to work on a distance education initiative to enhance the training of teachers and to reach marginalised groups.

The issue of resources loomed large at the summit. One of the most telling inputs was made by Mahbub ul Huq, an internationally well- known economist and senior advisor to the UNDP. Huq was previously Finance and Planning Minister in Pakistan and as such was well aware of the difficulties facing education in countries like his own. He had suffered because he had the courage to speak out. He insisted that the cost of removing gender disparity is "quite small." The estimated cost of raising the female primary enrolment rate to equal that of boys in low-income countries was $938 million, a mere 0.1 % of their combined GDP and less than 4 % of their defence expenditure. "History could not have offered a better bargain," affirmed Huq. He went on to challenge the national leaders present at the Summit:

> Let us not forget that the cost of each jet fighter equals one million children in primary school. If only the leaders of the nine Summit countries would commit themselves today that in the next seven years they will buy only 75 fewer jets, the targets of basic education

> for all would be met. How much more powerful would that one sentence of political commitment be compared to the millions of words that flow from such conferences, year in year out. (Huq 1997)

At the end of the E-9 summit, I represented the sponsoring agencies at an official banquet hosted by President Sharma at Presidential Palace in honour of President Suharto of Indonesia. During the dinner, we reflected on the outcomes of the E-9 summit. We were encouraged by commitments made by the heads of government, but neither President was prepared to tackle the issue of military expenditure. For India, there was to be no pulling back when it came to the threats posed by Pakistan, and President Suharto was well aware that his survival rested on the continuing support of the military. Sadly, few heads of government in either the developing or the developed world have the political will needed to make the large cuts in expenditure on arms that are needed to free the funds needed to achieve education for all or other Millennium Development Goals (MDGs) like health, food security and safe water.

Nonetheless, the E-9 project showcased the importance of strategic interventions on the part of UNESCO. Our budget was limited, and yet we were able to secure the release at the national level of millions of dollars in countries like India needed to create millions of new school places, exemplifying the catalytic role played by UNESCO. By the time of the summit, most E-9 countries came with specific pledges of substantial increases in resources for primary education. Calculations after the summit showed that these pledges translated into billions of dollars over the next 5 years, providing an additional 53 million places in primary schools which would not otherwise been there, and absorbing many of the 82 million out-of-school children in the E-9 countries.

4.7 Keeping EFA on the Development Agenda

More needs to be done than to simply maintain a global alliance for EFA. Global and national agendas do change in the wake of significant economic and political shifts, and it is crucial to ensure that EFA remains of central importance as development priorities change. During the 1990s, there were a series of key UN Conferences and Summits each focusing on a particular facet of development, virtually all of which relate to one or more of the basic learning needs singled out for attention by the EFA alliance at Jomtien.

WHO, UNICEF and UNESCO worked together to identify basic health needs, and to develop innovative and well-thought through basic health education programmes to help meet them. Examples include the promotion of *Facts for Life*, as well as other community health programmes such as the use of street theatre to educate for HIV/AIDS prevention in the slums of large cities in developing countries. ILO and UNESCO also collaborated in combatting child labour and trafficking, working to support the establishment of safe havens for street children and to meet their basic educational needs.

At the heart of the EFA agenda, we were about universalising access and promoting equity. As we saw it, the most urgent priorities were to ensure access to, and to improve the quality of, education for girls and women, and to remove educational disparities and discrimination against underserved groups. In the follow-up to Jomtien, each of these groups featured strongly in UNESCO's programmes and in the EFA Forum agenda.

4.8 Gender Equity

Gender equity issues can be viewed through what the EFA movement (UNESCO-EFA 2003) has come to see as a three stage model of rights:

- The right *to* education (barriers to access and enrolment)
- Rights *within* education (barriers to gender sensitive curricula, appropriate teaching methods, safe and supportive learning environments)
- Rights *through* education (barriers to performance and equal opportunities for economic and social advancement based on educational achievement).

For many years, the UN has pushed the right for all girls and women to education. Since 1975, it has held regular World Conferences on Women as well as setting up normative instruments,[6] structures and programmes. At Jomtien, the UN agencies and NGOs present were in total agreement that the most urgent priority in EFA is to ensure access to, and improve the quality of, education for girls and women.

In 1992, a partnership of 30–40 African cabinet Ministers, women vice-chancellors of universities and senior women policy makers in education created the Forum for African Women Educationalists (FAWE). In 1993, UNESCO and UNICEF sponsored the Pan-African Conference on the Education for Girls and Women in Burkina Faso. Meeting with the President and the newly formed FAWE group reinforced my view that while conferences like Jomtien are important in helping to create a supportive policy environment favourable to girls and women, they cannot substitute for political leadership and pressure at the national level. On my return to Paris, I discussed the issue with Federico Mayor. We decided that UNESCO should provide substantial financial support to FAWE. Working closely with FAWE, we sought to build the political pressure needed to ensure that every African government gives a high priority to closing the gender gaps in education.

The Fourth UN Conference on Women in 1995 in Beijing provided an opportunity to continue to press for gender equity in education. Winsome Gordon (Chief of UNESCO's Primary Education section) and I presented the Global Framework for Action (UNESCO 1995). The First Ladies and women Ministers of Education attending the Conference agreed to pressure their countries to implement the Framework. The Beijing Conference coincided with International Literacy Day, and

[6] For example, the UN Convention on the Elimination of all Forms of Discrimination Against Women, 1979.

so we also held a round table on the Education of Girls and Women, focussing not only on women's literacy, but also on all types of discrimination in education against girls and women. As a result, most developing countries introduced specific measures to remove obstacles to the participation of girls and women in and within education, and there was a significant increase in the amount of aid given to education programmes targeting girls and women (UNESCO-EFA 2003).

In 1999, Jim Wolfensohn (President of the World Bank), invited me to a meeting in his office. He and his wife are just as passionate about the education of girls and women as I am, a passion shared by the outstanding women leading the UN organisations that joined us – Mary Robinson (UN Commission of Human Rights), Nafis Sadik (UNFPA), Carol Bellamy (UNICEF) and Gro Brundtland. We joined forces. Kofi Annan (then Secretary-General of the UN) needed no convincing, launching the UN Girls' Education Initiative shortly thereafter. However, despite all the international pressure and support for gender equity policy and programmes, only 60 % of developing countries achieved their gender parity targets and 38 % achieved their targets at the lower secondary level by 2011 (UNESCO-EFA 2013). Although gender disparity in schooling has been reduced, the reality is that the highest and most persistent disparities tend to be in the least developed countries, poverty being the major underlying factor.

Discrimination is not confined to the problems of access to formal and non-formal education and training, but within education one finds girls and women may be excluded or sidelined in the policy decision-making process, the development of programmes and in the process of teaching. UNESCO has long been active in promoting research and action to combat sexist attitudes, stereotypes and images in children's books, textbooks, curricula, teaching and assessment. In 1995, UNESCO and the Institute of Education at the University of London[7] organised a colloquium on the topic "Is there a pedagogy for girls?" Drawing on the research, we agreed on the key elements of multi-dimensional, gender-sensitive pedagogical strategies needed for education systems to be gender inclusive (UNESCO-EFA 2003). In the countries making progress in reducing gender disparities within education, changes are being made at the policy level (anti-discrimination legislation, abolition of fees), expanding options for schooling (increasing school supply), offering alternatives (establishing community or single-sex schools), improving the quality and relevance of schooling via gender-sensitive curricula and pedagogy, providing compensatory pre-school programmes and creating incentives for families to send girls to school (school meals, scholarships). In others, such changes are yet to be made.

In the third stage, the barriers that must be removed to ensure the rights of girls and women through education are met. Gender stereotyping and discrimination against women are global problems. Girls and women empowered through education still face discrimination and injustice, violence and abuse. In all countries,

[7] Although UK was not a Member State of UNESCO, we maintained a close working relationship with several UK universities, especially the Institute of Education, Edinburgh, Leeds, Sussex and the Open University.

the so-called "glass ceiling" restricts the opportunities available for able and well-qualified women to fulfil their potential. Typically, the voluntary approach to tackling problems of discrimination against women falls short of what is needed. Norway introduced mandatory quotas for appointments to the boards of its largest companies in 2008 and legislation mandating equal pay for equal work. Norway sits at the top of the "glass-ceiling" index recently created by *The Economist*.[8] A similar approach may well be needed to achieve gender parity in the leadership and senior management positions of the education systems of the world, and in international agencies. UNESCO continues to monitor the extent to which the right of girls and women to education, analysing and reporting on the statistics, legislation, policies programmes and measures taken in its 195 Member States (UNESCO 2014).

4.9 Underserved Groups and Inclusive Education

Wars, violence, famine and extreme poverty leave deep scars on the young and old alike. From its earliest days, UNESCO has played an important role in the development and provision of education for underserved and excluded groups, such as refugees, indigenous groups and the disabled. Within the framework of the UN Decade of Disabled Persons (1983–1992), UNESCO redoubled its efforts to promote the right of persons with impairments to education, and to make it easier for them to find a place in ordinary educational structures, while at the same time supporting the development and use of educational technologies that take differences and special needs into account:

> With the increase in the chances of survival but increases in armed conflict and poverty, the number of refugees, displaced persons and disabled is growing dramatically. There are now over 43 million refugees and displaced persons, and over 290 million people with moderate to severe mental or physical disabilities. Most refugees and handicapped live in great poverty. For them, the right to basic education is frequently denied…In poor countries, less than 2 per cent of even mildly disabled children are in school. UNESCO has been actively promoting the integration of the handicapped in regular schools, and has been providing training with the help of multimedia packages for educators.[9]

At Jomtien, it was recognized that the children and adults whose basic learning needs are not being met are predominantly those coming from socially excluded groups and those with impairments. The latest estimates put the number of children with moderate or severe disabilities at about 93 million (about 5 % of the world's children) and most of the children with disabilities in poor countries do not attend

[8] The "glass-ceiling index" was created *(Economist* March 8–14, 2014) to show where women in developed countries have the greatest chances of equal treatment at work and in education. The data indicate that gender equity is highest in the Nordic countries, but that Asian countries have a long way to go.

[9] Extracts from my keynote address at LETA Conference, Adelaide, September, 1994.

school (Rieser 2008; UNESCO-EFA 2013). Moreover, the drop-out rates for children with impairments are particularly high. Life cycles of poverty, exclusion and discrimination are reinforced as large numbers of young people with impairments in developing countries are unable to acquire the knowledge and skills needed to make a decent living.

Within UNESCO, Lena Saleh (Chief, Special Education Unit) played an outstanding role during the 1990s in leading the campaign to ensure that the right to education of all children and adults with special needs is respected. Following the World Conference on Education for All, UNESCO held five regional seminars for educational decision makers to prepare the ground for the World Conference on Special Needs Education: Access and Quality. Held in Salamanca, Spain in 1994, the Conference provided decisive support for the generation and implementation of inclusive education strategies. The Framework for Action on Special Needs gave guidelines for the specific steps that need to be taken at the national, regional and international level, based on the principle that persons with special needs should be able to attend ordinary schools which integrate them into an instructional system capable of meeting their learning needs.

Underserved groups also include street children, HIV-AIDS orphans, indigenous and minority groups, nomadic peoples, refugees and those living in isolated communities. One of UNESCO's special education programmes focussed on the needs of street children and HIV-AIDS orphans. Most have never been to school or if they have, they received very little education or education of poor quality and dropped out well before completing primary schooling. In co-operation with sister agencies and private bodies, UNESCO's programmes[10] for street and working children and HIV-AIDS orphans provide non-formal education to enable them to acquire usable survival, health and work skills, and where needed, a safe haven in which they can live. UNESCO's Education Programme for Children in Need began in 1992 with fund-raising events organised by Ute-Henriette Ohoven, Special Ambassador for Children in Need, ably supported by UNESCO's Dieter Berstecher Director of the EFA Global Action Programme. *The Heart alone sees Clearly,* the title of the booklet on the programme is evocative of the passion of those who fight against the criminal abuse of the thousands of street children who are being forced into the worst kinds of slavery, child labour and prostitution.

While at UNESCO, I visited many projects for Children in Need (in Brazil, Egypt, Gaza, Guatemala, India, Indonesia, Malawi, Senegal, Thailand, Zimbabwe and elsewhere). From time to time, I also supported events that were part of the fund raising effort. For example, at one International Gala organised by Madam Ohoven, I gave a first-hand account of some of the projects funded and an assurance that every dollar raised would go directly to support a programme for children in need.

[10] Information about rehabilitation and education programmes for street children supported by UNESCO can be found in UNESCO-ICCB *Working with Street Children*, 1995, and Velis, J-P., *Blossoms in the Dust: Street Children in Africa*, UNESCO Publishing 1995.

All the administrative and promotional costs were covered by UNESCO's Education Sector. The 1998 Gala in Dusseldorf, Germany raised almost one million dollars in one evening. Guest artists included Sarah Brightman, Patricia Kass and Lionel Richie. They performed free of charge. BMW donated vehicles and local businesses, mink coats and jewellery for raffles. Our table at the gala was an interesting mix – it included the wives of Presidents Suharto and Arafat, the Grand Duchess of Luxembourg, and Princess Haya of Jordan, all of whom were keen to learn more of the work being done by UNESCO.

Throughout its history, UNESCO has worked at providing basic education for refugees, beginning with the victims of war-torn Europe to refugees and displaced children in the war-torn countries of today. Over the past 20 years, the volume of emergency aid provided by UNESCO to rebuild education systems following conflicts and major natural disasters has increased continually. Emergency action frequently crosses borders, operations spilling over into refugee camps in neighbouring countries. For example, UNESCO's Programme for Education for Emergencies and Reconstruction (PEER) created "Schools in a Box" and supported the dedicated teachers providing education for Somali refugee children in camps set up by UNHCR in Ethiopia, Djibouti, Kenya and Yemen. After the crisis in Rwanda, UNESCO co-operated with UNICEF to extend PEER to Rwanda and the camps set up in Tanzania and Zaire. Interventions of this kind fall within the framework of the inter-agency approach adopted by the UN for emergency situations, UNESCO's specific thrust being the co-ordination of input to ensure the maintenance and reconstruction of appropriate education services.

Denied the basic conditions for human development during childhood, most of the children have a history of trauma, with multiple displacements, extended stays in refugee camps or on the streets, and severely disrupted schooling (Rutter 1998; Sinclair 2002). Many suffer from acute stress disorders. They need specialised help and care. An account of the efforts of the international community to provide basic education in emergency situations is given in the *Global Monitoring Report: The Hidden Crisis – Armed Conflict and Education* (UNESCO-EFA 2011) and of UNESCO's role in rebuilding the education systems of nations after conflict in Chap. 13 of this book.

In the mid-1990s, Qian Tang joined UNESCO's education sector, working closely with me on the reform of secondary, technical and vocational education, and then with my successors as Deputy ADG. Since 2010, Tang has served as ADG for Education. As such, he now plays the key role for UNESCO in the development and implementation of EFA. Tang has given particular emphasis to the need for flexible learning for inclusive education. Governments that have taken steps to formulate, develop and apply policies that explicitly address equity and inclusion in education are taking a critical step to building stronger and more harmonious societies. Tang argues that inclusive education policies and programmes should be based on the "4A's" principle of the rights-based approach to education: availability, accessibility, acceptability and adaptability, adding that increased synergies between formal and non-formal education and improved knowledge about educational marginalisation through monitoring and assessment are needed.

Concluding Comments

The EFA alliance served to strengthen co-operative efforts within the international community to keep education on the global policy agenda, ensuring that educational interventions form an integral part of national and international development policies and programmes. In my experience, it has only been when the UN system speaks with one voice that Presidents, Prime Ministers and Ministers of Finance listen. Whenever on behalf of UNESCO and the teachers and learners of a country, the Director-General or I pushed the cause of EFA and the right to education with a President or Prime Minister, the response was inevitably polite and agreeable, but unlikely to carry much weight. But if the heads of the World Bank, UNICEF and UNDP joined us to push the issue of basic education for all and backed advocacy with evidence and tangible support, we were much more likely to have an impact.[11] At World Summits and several national capitals, this is indeed what happened. We needed this sort of collective alliance for the EFA movement to gain momentum, and the key international players to be at the vanguard of the quiet revolution we were seeking to set in motion.

In many ways the EFA movement can be likened to a large passenger aircraft. We sought to encourage the leaders of all countries and key international organisations to come on board. We knew, of course, that not all would want to fly with us. We knew that it takes time for such an aircraft to get the passengers and their baggage on board, to taxi, and to gather the momentum needed to take to the air. And so it has been with the EFA movement. It takes time and a lot of hard work to change national and international priorities, to develop new policies and programmes, to build new schools, to train teachers, to change curricula and teaching practices. And it takes time for the effects to become evident. But we were determined to fly. A poster of a bird in flight on Federico Major's wall put it neatly: "They fly because they think they can."

The grand alliance did not falter, as so often has been the case after world summits and world conferences: it continues to this day to press for, and work towards, education for all. Of course, not every country and not every organisation fulfilled all the promises they made, and not every country achieved the targets it set for itself. But the EFA movement has helped meet the basic learning needs of millions of children, youth and adults whose right to education would otherwise have been denied. The success of the EFA movement stems from the strength of the partnerships it forged and the determination, not only of the sponsoring agencies but of all who became part of the EFA movement, to make a difference.

[11] Examples include China, India, Mauritius, Mozambique, Namibia, Uganda and the countries now being targeted by the Global Alliance for Education, all of which have made significance progress towards meeting their EFA targets.

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Chapter 5
Education for All – Milestones and Millstones

The only real failure is the failure to try.

The World Conference on Education for All (WCEFA) has been described as a turning point in the struggle to create a literate world, the first step in a quiet revolution aimed at meeting the basic learning needs of all. It was agreed that progress towards the goals of EFA would be regularly monitored, and that at the middle and end of the decade, there would be a comprehensive review of what has, and what has not, been achieved.

Reviewing progress towards EFA goals in more than 190 countries and the international education community is no easy task. Each country had to define the basic learning needs of its peoples, set targets and develop a comprehensive plan of action.[1] Each international agency had its own EFA agenda, targets and responsibilities. Both countries and agencies were expected to report at five yearly intervals on what they had done and what had been achieved, blending the evidence from qualitative sources with the statistical data relevant to each EFA goal. The EFA Forum Secretariat in UNESCO had to pull this together in order to provide a global picture of what had, and what had not, been achieved.

Many developing countries lack the resources and expertise needed to monitor and evaluate progress towards the goals of EFA. For example, statistics on enrolments in public and private early childhood centres are either simply not collected or unreliable, and even the data on enrolments in primary education can be misleading. If one digs a little, one may find that it is financially or politically advantageous to either underestimate or to overestimate enrolments. Literacy data are particularly problematic. There is no clear or consistent line between what it means to be illiterate, functionally illiterate or literate. Caution needs to be exercised then in assessing progress.

This Chapter focuses on the extent to which nations and the international education community embraced the agenda set at the WCEFA and the progress made toward achieving the goals of EFA. It provides a snapshot of EFA at each of the milestones in monitoring progress towards EFA goals: 1996 Review, 2000 Assessment, 2000

[1] The WCEFA documents set out 14 areas that need to be considered, for example, assessing needs and planning; developing a supportive policy environment; languages of instruction; mobilizing communities, information and communication channels; required resources; statistical services and systems.

C. Power, *The Power of Education*, Education in the Asia-Pacific Region:
Issues, Concerns and Prospects 27, DOI 10.1007/978-981-287-221-0_5

Forum, 2010 World Summit and the MDG agenda, and of the obstacles encountered in the struggle to ensure that the rights of all children, youth and adults to education throughout their lives are being met.

5.1 1996: Mid-decade Review of EFA

During 1995, the progress made towards the EFA goals at the national level was assessed, along with the contributions of the international community. The mid-decade International Forum on EFA was held in Amman, Jordan in June 1996. A significant feature of the mid-decade review was the opportunities given to listen to voices from the grassroots (see Box 5.1).

Box 5.1: Voices from the Grassroots

"I wash my clothes on construction sites, take baths in small inns and do my homework under a street lamp." Brandy Natiividad, 15, lives on the streets of Manilla. He was one of six panellists in Amman who gave a sobering view of the everyday life of the poor and the uneducated. Living on the streets with his grandfather since the age of one-and-a-half with only a cardboard box for a bed, Brandy had few opportunities to get an education. The little schooling he had was interrupted due to lack of money, and he started to hang around with friends who taught him to sniff solvent. It was not until he met a street educator from Childhope International, that he returned to school and was able to complete primary education. Brandy is now in high school and is helping Childhope to support other children roaming Manilla's streets.

Magdalene Matsi, a 46 year old Kenyan woman, spoke of her struggle to attend literacy class: "my family did not believe I should go to school. Instead they wanted me to get married at an early age." After having six children, she enrolled in a literacy class where she spent 3 years learning to read, write and manipulate numbers. She then studied English and joined a regular school, and she is now an activist for women's literacy in Kenya, asserting that: "Education makes a great difference: it is a bliss to be appreciated by everyone."

The hardships suffered by teachers in remote areas were highlighted by Luzma Castano, a teacher from a remote area in Colombia. She told how she had to ride seven hours on horseback to reach the mountainous region where she taught, only to see her pupils drop out because they needed to help their parents on farms or in the home. In 1984, Luzama said, all that changed. The "new school programme" (*Escuela Nueva)* helped her to become an effective rural school teacher, caring more for individual children, and teaching with more freedom and creativity. "I became a helper, a facilitator and the children were collaborators in their own education."

Source: *Educating For All: Achieving the Goal.* Final Report of Mid-Decade Meeting of EFA. Amman, Jordan, 1996.

The Forum was presented with a diagnosis of the state of basic education in 180 countries in 1995. The review showed that while there is widespread support for the goals and principles of EFA, many governments had placed a much higher premium on weapons than people, as the press statement on EFA from the five heads of the sponsoring agencies[2] made clear:

> It is unacceptable that a world that spends approximately US$800 billion a year on weapons cannot find the money needed – an estimated US$6 billion a year- to put every child in school by the year 2000. A mere one per cent decrease in military expenditure worldwide would be sufficient in financial terms. In Sub-Saharan Africa, only US$2.5 billion per year would be needed to provide universal primary education. The international community and the developing world can and must invest in education, particularly primary education, to achieve economic growth and poverty reduction.

Nevertheless progress was being made. In the first 5 years following the adoption of EFA Declaration in 1990, primary school enrolment increased at double the pace than in the 1980s, and the number of children out-of-school had at last begun to decline. Over 100 developing countries reported that they had taken action to follow-up the commitments made in 1990 (UNESCO-EFA 1996). All had established national EFA targets and strategic plans; most had set up a unique national mechanism and generated a mid-decade review report. Around half of the countries had meetings with donors on EFA policy and projects as well as making their own budgetary commitments.

UNESCO's background report for the Amman EFA Forum drew attention to what, in 1996, still needed to be done, namely:

1. *Redouble efforts to achieve Universal Primary Education:* the greatest challenge facing poor countries with net enrolment ratios of less than 50 %.
2. *Closing the gender gap:* progress in closing the gender gap was slow, a substantial increase of new funds, as well as better use of existing funds, was needed for the education of girls and women.
3. *Raising the quality and relevance of schooling and strengthening teaching:* the quality of schooling is unacceptably low, leading to high repetition and drop-out rates, teachers work in overcrowded classrooms for inadequate pay.
4. *Early childhood development needs more attention and resources:* early childhood remains seriously under-developed and under-supported.
5. *More attention given to literacy and non-formal education for youth and adults:* the focus in Ministries of Education is mainly on schooling, the Forum stressed the importance of parent education.
6. *More resources should be allocated to basic education and existing resources more effectively used:* countries need to invest about 6 % of Gross National Product (GNP) on education, double the expenditure in most developing countries.

[2] In 1996, the five heads of agency were Federico Mayor (UNESCO), Carol Bellamy (UNICEF), Jim Wolfensohn (World Bank), James Speth (UNDP) and Nafis Sadik (UNFPA).

7. *The international community needs to build new partnerships* to support the poorer countries that are committed to the goals of EFA – external funding represents less than three per cent of national education budgets, and donors have been slow to honour their commitments.
8. *A higher priority should be the reconstruction of education systems* in countries suffering from civil strife or war.

At the end of the Forum meeting, the Amman Affirmation stressed once again that:

> Education is empowerment. It is the key to establishing and reinforcing democracy, to development that is both sustainable and humane, and to peace founded on mutual respect and justice. Indeed, in a world in which creativity and knowledge play an ever greater role, the right to education is nothing less than the right to participate in the life of the modern world. We must respond urgently with new approaches and strategies capable of bringing quality education within the reach of all, including the poor, the remote and those with special education needs. This calls for comprehensive effort tailored to the needs of specific populations based upon the best available expertise and technology. (UNESCO-EFA 1996)

5.2 Education for All 2000 Assessment

In 1999, a massive review of the state of basic education 10 years after the World Conference on EFA was undertaken. More than 180 countries, both developed and developing, participated in the assessment. Their findings were reported at six regional meetings in late 1999 and early 2000. Key documents included the *Education for All 2000: A Global Synthesis* (UNESCO-EFA 2000) and a *Statistical Document.* Other documents tabled included EFA Regional Reports, 14 EFA Thematic Studies[3] and 180 EFA country reports.

The synthesis (UNESCO-EFA 2000) noted that the "Jomtien decade" witnessed dramatic global changes all of which had an impact on the achievement of EFA goals: the end of the Cold War; an upsurge in civil wars and genocides; scientific and technological advances; major economic fluctuations and crises; the creation or recreation of 22 countries; and significant demographic changes (aging, migration, urbanisation and refugees). These changes had quite different impacts on different countries, making generalisations difficult. Nonetheless, the EFA assessment had to answer some basic questions: What impact did the EFA movement have on securing the right of all to education? What were its successes, its shortcomings and failures? To what extent were the six goals of EFA achieved? What has been learned?

At Jomtien, six EFA goals were set. The 2000 EFA Assessment provided evidence of the progress made toward each goal between 1990 and 2000.

[3] Such as the impact of the East Asian Financial Crisis on EFA, Funding Agency Contributions, Inclusion of Disabled Learners, Community Partnerships, Early Childhood Care and Development, Literacy and Adult Education, School health and nutrition.

Goal I: Expansion of ECCE, Early Childhood Care and Education (Including Family and Community Interventions, Especially for Poor, Disadvantaged and Disabled Children).

The years from birth to 6 are the years of most rapid brain development and the crucial years for forming synergic interaction between the parts of the brain. Lack of a developmentally appropriate environment – due perhaps to poverty, conflict or neglect – weighs more heavily at this stage against the child's development than any other time in life. There is no second chance for childhood. The conclusion is clear – societies must invest in the care and education of the young child. UNESCO and UNICEF joined forces to promote the spread of early childhood programmes that are developmentally appropriate and pedagogically sound. ECCE programmes need to give careful attention to the special needs of young children; actively involve parents and community; and have a well-trained early childhood staff (Bronfenbrenner 1989). Such programmes have a beneficial impact on children's health and school achievement, the impact being even more striking for children from disadvantaged groups and poor countries (UNESCO-EFA 2007).

During the 1990s, the head of our early childhood unit, John Bennett, and I developed a particularly strong working relationship with UNICEF, UNFPA, the Netherlands, and the Averoes and the Bernard van Leer Foundations. We worked together to ensure that ECCE is recognised as a critically important part of the EFA agenda. The Global Synthesis Report concluded that the WCEFA had indeed helped raise awareness of the importance of early childhood, and that this has been coupled with significant increases in international financing of ECCE and participation rates.

Goal 2: Universal Access to and Completion of Primary Education (UPE)

For most developing countries and donors, achieving UPE has been the top priority. The 2000 EFA assessment revealed that whereas the situation deteriorated in all countries in conflict, there were significant improvements during the 1990s in access and participation rates in many developing countries. Net Enrolment Ratios (NER) increased significantly in some sub-Saharan African countries (e.g. Botswana, Mauritius, Namibia, South Africa). The most notable progress was in the Asia-Pacific region where most countries moved closer to the goal of Universal Primary Education, but the massive expansion in some school systems has been accompanied by high repetition and dropout rates. UPE remained a distant goal in most of the world's poorest countries, particularly in sub-Saharan Africa. However, the level of a country's wealth is not the sole determinant of the extent to which it is making progress towards achieving its EFA goals. In spite of the adverse conditions, some poor African countries did well (e.g. Malawi, Mozambique, Uganda), the key point being that countries can succeed in achieving their EFA goals, given commitment, strategic planning based on realistic goals and leadership, good management and competent personnel (UNESCO-EFA 2000).

During the 1990s, the gender gap in primary education narrowed globally. By 2000, progress towards gender parity was made in all regions except Sub-Saharan Africa. Educational life expectancy (number of years of formal education) is strongly correlated with levels of public expenditure on education. In general, the key factors

affecting girls' participation include the educational and financial situation of the family, accessibility (proximity to a primary school, cost), educational quality and relevance (Power 2007).

Goal 3: Improving Learning Achievement such that an Agreed Percentage of an Appropriate Age Cohort Attains or Surpasses a Defined Level of Learning Achievement

In the final analysis, what matters most in education is learning. Since the 1980s, an increasing number of countries have attempted to define and to assess basic learning achievement at the national level, and globally in the context of international programmes such as the International Educational Achievement (IEA) studies and the OECD-PISA project. Monitoring systems were also established in a number' of sub-regions (e.g. the Caribbean and Southern Africa). Overall, the 2000 EFA Global Synthesis concluded that the data on learning outcomes are limited. There were as yet no internationally agreed indicators of learning achievement across the curriculum. Significant inequalities in provision led to wide disparities in quality, completion and attendance rates, thus in learning outcomes.

Goal 4: Reduction of the Adult Literacy Rates

Globally, UNESCO-UIS data show that estimated illiteracy rates fell from 24 % 1990 to 18 % in 2000. For the first time in history, the actual number of illiterate people fell (by about 116 million between 1990 and 2000). Whereas in countries like Afghanistan, Congo, Pakistan and Sudan little or no progress was made, in others, the results were spectacular. The most notable case is that of China where the number of adult illiterates fell by over 80 million between 1990 and 2000 (UNESCO-EFA 2000).

Goal 5: Expansion of Provision for Basic Education and Training in Other Essential Skills Required by Youth and Adults with Programme Effectiveness Assessed in Terms of Behavioural Change and Impact on Health, Employment and Productivity

The movement to orient education and training programmes for out-of-school youth and adults towards the "life skills" needed to participate in a changing labour market as well as those crucial for health and social cohesion gathered momentum. National and regional reports showed that the expansion of vocational education is high on national policy agendas. In Africa and much of Asia, greater emphasis was being given to basic health education, family planning and the fight against HIV-AIDS. In addition, there was a growing emphasis on education in broadly defined competencies, with an increasing synergy among adult literacy, life skills and labour market capability (UNESCO-EFA 2000). However, there is often weak collaboration among Ministries, insufficient co-ordination, and relatively little evaluation of the impact of adult education programmes on health, employment and productivity.

Goal Six: Increased Acquisition by Individuals and Families of the Knowledge, Skills and Values Required for Better Living and Sound and Sustainable Development, Made Available Through All Education Channels Including the Mass Media, Other Forms of Modern and Traditional Communication

When an attempt to report on the goal was made, different countries and regions interpreted "better living" and "sustainable development" in a diversity of ways. However difficult it may be, some attempt to marry educational process and outcomes

to "quality of life" is inescapable in any broader consideration of the purpose of education and the increasing diversity of ways in which it can be provided.

In summary, there has been progress during the 1990s in achieving the goals of EFA, but the gains made were not large enough to achieve the over-ambitious targets set for 2000. Over 100 million children still had no access to primary education, 774 million adults were illiterate, gender inequities persisted, and the quality of learning did not consistently meet the aspirations and needs of individuals and societies (UNESCO-EFA 2000). Many youth and adults still lack access to programmes focussing on the skills and knowledge necessary for full participation in their societies. Without accelerated progress towards EFA, other national and internationally agreed goals are unlikely to be met by 2015, and existing inequalities between countries and within societies will widen.

5.3 The World Education Forum: Dakar, 2000

From 26 to 28 April 2000, some 1,100 participants from 164 countries gathered in Dakar, Senegal to review the extent to which the goals set in 1990 at Jomtien had been met. Opening the World Education Forum, UNESCO's new Director-General, Koichiro Matsura, summarized the results concluding that a number of countries had made remarkable progress, thanks to "an unshakeable political will…. They demonstrate that the success of Education for All hinges first and foremost on political commitment." In his keynote address, Kofi Annan, then Secretary-General of the UN, noted that the education levels in many developing countries had climbed dramatically since 1990, and that the percentage of adult illiterates had declined. At Dakar, Kofi Annan launched the new UN initiative on girls' education that we had discussed the year before, one that aimed to "demonstrably narrow the gender gap."

As usual, there were some tensions. All the heads of agency had changed except for Nafis Sadik (UNFPA). I had briefed UNESCO's new Director-General on the nature of the EFA alliance and the importance of maintaining the partnership, but he over-emphasised UNESCO's role as the "lead agency," and the other heads of agency were not happy. I had to assure them that UNESCO was committed to maintaining an equitable alliance. For me, the international NGOs were key members of the EFA movement. On the first day, NGOs (like OXFAM, Save the Children and Education International) had been prevented from attending plenary sessions. As the representative of the EFA Forum, I insisted that they had every right to attend plenary sessions, and that they posed no threat to any of the Heads of State present. The Senegalese authorities relented and the NGOs were given the access they sought.

The Forum adopted the Dakar Framework for Action, entitled *Education for All: Meeting Our Collective Commitments.* National governments, international and non-government organisations renewed their promises to work together to achieve the EFA goals by 2015. The commitment included a pledge that "no country seriously committed to basic education will be thwarted in the achievement of this goal

by lack of resources." Allied with this pledge, the World Bank announced a "fast track" plan to jumpstart governments into providing primary education for all children by 2015. The Fast-track Initiative (FIT) was conceived as an international partnership designed to support the development and implementation of national sub-sector policies through well-co-ordinated and technical and financial support at the country level. The process works on the basis of eligibility and endorsement of national sector plans in low income countries. Countries like Burkina Faso, Gambia, Ghana, Honduras, Mozambique and Viet Nam qualified for FIT support (UNESCO-EFA 2005). However, developing countries continue to ask whether the international community is fulfilling its part of the contract established at Dakar.

The six key goals in the Dakar Framework are set out in Box 5.2. In all, the goals and action plans agreed at Dakar are similar to those put forward in 1990 at Jomtien.

Box 5.2: Dakar EFA Goals, 2000

1. Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children
2. Ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete free and compulsory primary education of good quality
3. Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes
4. Achieving a 50 % improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults
5. Eliminating gender disparities in primary and secondary education and achieving gender equity by 2015, with a focus on ensuring girls full and equal access to and achievement in basic education of good quality
6. Improving all aspects of the quality of education and ensuring excellence of all so that recognised and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.

Source: UNESCO Dakar Framework for Action- Education for All, 2000.

Not all the action took place inside the Forum's meeting rooms. Hundreds of Senegalese school children rallied outside the main entrance holding up yellow cards warning that the nations of the world are failing to provide education for every child. Thomas Bediako, spokesperson for the international consultation of NGOs that preceded the Dakar Conference, criticized the Framework for Action for being too vague, and the donor community for failing to meet its commitments while many developing countries had taken their obligations much more seriously.

Dakar was my last major commitment while serving as Deputy Director-General in UNESCO. I began my work in 1989 preparing for ILY and the WCEFA, and devoted much effort to the cause of Education for All. Thus, I was committed to

ensuring that the Dakar Forum was a success. In a sense, I was the sole survivor, the one person who had played a key role in creating the EFA alliance and who was still there at Dakar in 2000. One of the keys to EFA was the strength of the alliance, and in particular, the critical role that has been played by the five sponsoring agencies and the International Consultative Forum in supporting action at the global, regional and national level.

Education for all is first and foremost a moral obligation. Of course, the human rights argument was not the only consideration behind the education for all movement. Most governments and development agencies joined the EFA alliance not only because it was the right thing to do, but also because they were convinced that education is the key is to economic progress and sustainable development. Human capital research and theory had confirmed that education is the best possible investment not only for individuals but also for nations. However, education is not just about the economic and social benefits it may bring, it is also about the dignity and worth of every individual. It is about empowerment, about enlightenment, liberty and the nurturing of the talents and qualities that make us human and humane.

Despite all the international Conventions, Declarations and Plans of Action, the dream of ensuring that all have access to a decent basic education remains a dream: major inequalities and patterns of exclusion persist, even in economically advanced countries. But does that mean that EFA was a failure? No. Progress was made towards education for all during the 1990s. The Global Synthesis concluded that the effort was indeed "worthwhile, indeed necessary, and that the mission of EFA must again be taken up with strengthened resolve and renewed energy, too much is at stake for anything less" (UNESCO-EFA 2000). Reflecting on the evidence, Skilbeck (2006) concludes that a great deal has been achieved, but that an unresolved issue in EFA is the nature of the education required to meet the high aspirations associated with it. Nations and the international education community need to think critically about the kind of basic education for all that will generate and sustain a lifelong passion for learning to know, to do, to live together and to be.

5.4 EFA and UNESCO in the New Millennium

By the turn of the century, the long struggle in which we had been engaged to convince the governments of UK and USA to re-join UNESCO bore fruit. They came back. My replacement as ADG for Education was to be Sir John Daniel, formerly Vice-Chancellor of the Open University in the UK, a friend and well-respected colleague. When re-joining UNESCO, the UK and the USA were keen to strengthen its capacity to monitor progress towards EFA goals. The UK, in particular, provided the additional technical and financial support needed to produce annual EFA Monitoring Reports. These reports played an invaluable role shaping and reshaping EFA priorities and action. Regular monitoring and publication of the progress being made towards EFA goals has played a crucial role in maintaining the momentum and in pressuring governments and donors to honour their promises.

The effort to build a movement that would continue was not in vain. A quiet revolution was underway, one that gained momentum as more children, youth and adults were empowered through education and the demands for quality education grew in nation after nation. Within UNESCO, I, Daniel, Smith, Burnett and now Tang as the ADGs for Education (along with the EFA Global Monitoring team, field offices and Institutes) played a key role in maintaining the momentum generated during the 1990s and at Dakar. We pushed the case for the position on EFA adopted at Dakar and to argue that education has a key role to play in the achievement of a wide range of development goals, the most significant being the Millennium Development Goals (MDGs).

5.5 The World Summit on Development and the MDGs

In 2000, 189 Heads of State and Government met at the UN Summit on Development in New York. At a special session of the UN General Assembly, eight MDGs stemming from the Summit were adopted. The overarching MDG set at the Summit was that of halving extreme poverty by 2015. For education, the key MDG is that of ensuring that all children everywhere will be able to complete a full course of primary education (UPE) by 2015. The MDGs are not new: they encapsulate UN-inspired efforts to achieving goals that are crucial if poverty is eradicated and development is to be sustainable. The progress made in achieving the MDGs since is summarized below.[4]

Goal 1: Eradicate extreme poverty and hunger by 2015

Globally, the goal of cutting in half the proportion of people living on less than $1.25 per day by 2015 remains within reach, the number of people living in extreme poverty fell from 1.8 billion in 1990 to 1.2 billion in 2012. Almost all of the families from which children who have never been to school or who drop out early suffer from preventable diseases, are malnourished and are desperately poor (UNESCO-EFA 2007, 2013). The key problem is that when poverty is extreme, the poor do not have the ability or the means to get out of what Sachs (2005) calls the "poverty trap." They need help. UNESCO's *Empowering Adolescent Girls: Breaking the Poverty Cycle of Women* sought to empower and improve the lives of girls at the threshold of adult life (aged 12–18 years) living in poverty. The Project provided a supportive environment for girls living in slums and rural villages in Bangladesh, India, Nepal and Pakistan, providing training and services at the local level, and promoting gender-sensitive policies, sharing and networking at the national and sub-regional level (see Box 5.3).

[4]The statistics given are in this section are from the UNDP Millennium Development Goals Report, 2013.

Box 5.3: Laxmi: A Survivor of Trafficking

Laxmi is a 12 year-old. She belongs to the untouchable caste from the Chitwan District of Nepal, an area prone to girl trafficking. She comes from a very poor family and to survive worked as a domestic servant. One of her neighbours promised her that she was would help her to secure a better lifestyle and a good education to work as a housemaid. Somehow the neighbour convinced Laxmi's mother that to do so she needed to go to another town where she could work under the supervision of her aunt. Instead of being taken to her aunt's house, Laxmi was placed in a hotel, where she had to work 18 h a day at a cleaner without any remuneration. The ultimate intention was to sell her to a brothel in India. Meanwhile, Laxmi's mother contacted her sister, only to discover Laxmi never came to her house, and so her mother contacted the police. With the help of a local NGO (CeLRRD) working on the UNESCO project Laxmi was rescued from being a trafficking victim, attended non-formal classes run by CeLRRD and gained the knowledge of trafficking methods, the law and other areas needed to help raise awareness of the problem and to ensure other young girls do not become victims.

Source: *Empowering Adolescent Girls: Breaking the Poverty Cycle of Women*. UNESCO 2003.

An empowering education is the key to the alleviation of poverty, but one must have the right key, the appropriate form of education. The door it opens must lead somewhere – to real opportunities for paid or self-employment, to higher crop yields, more effective marketing of goods and services at the local level, and measures to stamp out exploitation and corruption (UNESCO 2003; Power 2011; Power and Maclean 2013).

Goal 2: Achieve Universal Primary Education by 2015.

Globally, participation in primary education has risen steadily and the number of children who were out-of-school has fallen. Progress is being made towards universal primary education (UPE), but too slowly to meet the 2015 target. The Net Enrolment Ratio for primary education in developing countries increased from 83 % in 2000 to over 90 % by 2013, and the number of children out-of-school fell by 45 million. In 2013, 123 million youth (aged 15–24 years) still lack basic reading and writing skills (UNESCO-EFA 2013).

Figure 5.1 shows the trend in the number out-of-school children between 1990 and 2015. As anticipated, it took some time for the full impact of the EFA to become visible in the official statistics, but by 2008 significant progress had been made towards the goal of universal primary education. Since 2008, progress has ground to a halt, the number of out-of-school children stagnating, largely due to the global financial crisis. Much of the stagnation is in sub-Saharan Africa where the number of out-of-school children actually rose.

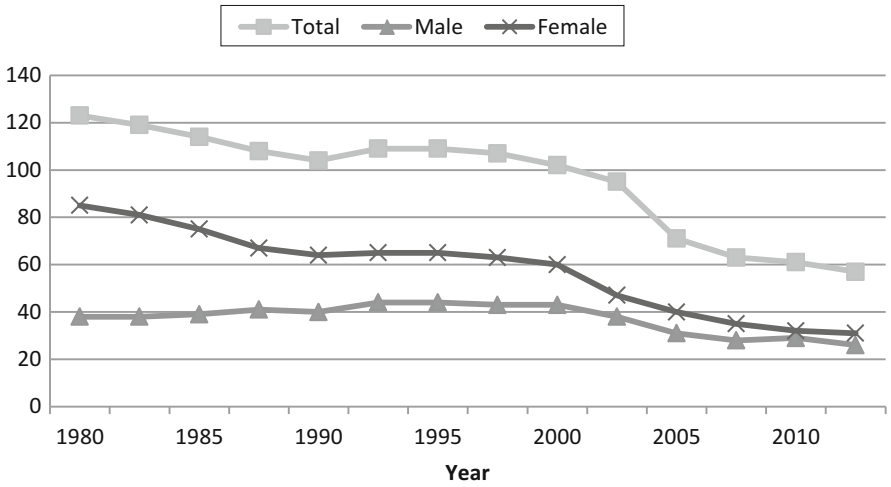

Fig. 5.1 Number of out-of-school children, 1980–2015 (millions)

Goal 3: Promote Gender Equity and Empower Women

The data indicate that steady progress is being made in promoting gender equity for girls. By 2013, equality in gross enrolment in primary education was achieved in more than half of Asian nations. The marginal presence of females in post-basic education can be attributed to cultural norms and income constraints, and the precarious status of adolescent girls. It is essential that girls continue their education moving on to complete at least a lower secondary education (Lewis and Lockheed 2006).

The MDGs fall short of what advocates of a human rights approach to development are seeking to achieve (Power 2011). If low priority is given to providing education and health for the most vulnerable girls and women, progress towards all other MDGs will be slow. Within the adult population as a whole, the literacy gender imbalance has not changed significantly – 63 % the world's adult illiterates are women. While there has been little progress in reducing the gender gap among older adults, the gap is narrowing in the young adult population (15–24 years). UNESCO's Literacy Initiative For Empowerment has focussed on 41 developing countries in four regions. The EFA goals of halving the illiteracy rate and achieving gender parity by 2015 is likely to be met only in three countries (China, Indonesia and Iran), five are projected to come close to their targets, and the remaining countries are expected to miss their goals.

Goal 4: Reduce Child Mortality

By 2013, annual deaths among children under five had fallen significantly in all parts of the world – in Sub-Saharan Africa from 178 per 1,000 to 109; in Southern Asia from 116 to 61; in Latin America and the Caribbean from 53 to 10. Mortality rates are higher for children from rural and poor families and whose mothers lack a basic education.

Goal 5: Improve Maternal Health

Maternal mortality rates have dropped significantly on East Asia, Northern Africa and South Asia by two-thirds, but remain high across much of Sub-Saharan Africa. Basic health education for women must be a key component of any programme to improve maternal health.

Goal 6: Combat HIV/AIDS, Malaria and Other Diseases

The incidence of HIV infections is declining globally, but 2.5 million newly infected cases are being reported each year. With the expansion of antiretroviral treatment services, the number of new HIV infections and the number of people dying from AIDS is decreasing. However, because newly infected people are surviving longer, the number living with HIV is rising. Over two million children under 15 are living with HIV-AIDS, threatening their lives and creating wider problems arising from poverty and discrimination. The combination of health education and preventative measures has had a significant effect – 1.1 million deaths from malaria have been averted since 2000.

Goal 7: Environmental Sustainability

Greenhouse emissions continue their upward path. Forests continue to disappear at an alarming rate, fish stocks are being depleted, and carbon dioxide emission increased by 46 % since 1990. For UNESCO, education for sustainable development has become an increasingly important component of its education and science programmes.

Goal 8: Develop a Global Partnership for Development

Progress towards the EFA goals and the MDGs rests on the willingness of governments and the international community to forge strong global partnerships, both parties meeting their responsibilities and honouring their commitments. That partnership remained strong from 1990 to 2008, weakening in the aftermath of the global financial crisis (see Chap. 14 for details).

Like the MDGs, EFA goals are interdependent, and as in other fields, it can be useful to have a summary means of indicating progress towards EFA as a whole, even though there are a number problems associated with the construction and interpretation of composites like Gross Domestic Product (GDP). The Education for All Development Index (EDI) was designed for this purpose and is based on the most easily quantifiable indicators of progress towards four EFA goals (UPE, adult literacy, gender parity and education quality). Of the 128 developing countries for which the necessary data was available:

- 62 countries have either achieved the four goals or were very close to doing so with EDI values of 0.95 or above (achieving all goals equalling 1.0)
- 36 countries were mid-way with EDI values between 0.80 and 0.94 – while progress towards UPE is often high, deficits remain in adult literacy and education quality
- 30 countries mostly in sub-Saharan Africa and south and west Asia fell below 0.8 – most of these countries face multiple challenges: school participation is low, quality is poor, adult illiteracy is high and gender disparities are marked (UNESCO-EFA 2013).

At Jomtien and Dakar, it was agreed that it is up to appropriate authorities at the national and sub-national level to determine their own goals, targets and priorities. Clearly, the basic learning needs of Canadians are not identical to those deemed to be important in Cambodia, and the education needs of a nomad in Nigeria are not exactly the same as a visually impaired child in New York. When designing programmes, contexts and the circumstances of target groups matter.

5.6 Millstones and Challenges

The major obstacles to progress in achieving the goals of EFA are set out below.

5.6.1 Affordability and Teacher Supply

Rapid growth in the demand for education brings with it problems of supply and affordability: new schools must be built, many more classrooms are needed, more textbooks and equipment supplied, and most basic of all, many more teachers need to be trained and recruited. Finding affordable solutions to the provision of school building and facilities was the focus of the work undertaken by UNESCO's Section for Educational Architecture. UNESCO has promoted the development of low-cost multi-purpose educational facilities, built and managed by the local community and dedicated to serving a wide range of community needs. Typically, the cost of schools built by communities with UNESCO's technical support has been one third the cost of those built by central authorities utilizing loan funds from development banks. For example, in the Maldives, UNESCO Bangkok designed and built schools on each of the 14 atolls at one fifth of the cost of the schools built as part of an aid project. In Afghanistan, UNESCO helped build schools in remote areas using earthquake resistant designs at one third of the cost of a parallel US project.[5] All too often, developing countries have been forced to take out loans and rely on outside consultants and materials – weakening local capacity and significantly adding to the cost.

One of the biggest challenges in many developing countries is that of ensuring an adequate supply of appropriately trained teachers. Moreover, teachers must be given the training and support they need to be effective in what are often difficult circumstances. It is estimated that more than 1.6 million additional teachers will be needed to achieve the goal of universal primary education by 2015 (UNESCO-EFA 2013). Following Jomtien, UNESCO redoubled its efforts to facilitate the expansion and reform of teacher education, and the production of teaching-learning materials in the mother tongue of marginalised groups. The Learning Without Frontiers (LWF) project contributed to the development of low cost, open learning programmes for teachers and the innovative use of the new communication technologies. UNESCO,

[5] As reported by John Beynon in private correspondence, October, 2013.

the Commonwealth of Learning (COL) and Open Universities in the Netherlands, India, China and UK continue to collaborate to develop affordable solutions to expanding access and improving the quality of education and teacher training.

While education authorities must do all they can to develop affordable solutions and to reduce wastage, the reality is that most poor nations simply cannot afford to meet the education, health, sanitation and other basic needs of all. Poor nations may need better governance and to combat corruption (as do rich countries), but most of all, they need to be supported in their efforts to meet the basic learning needs of their people.

5.6.2 Financing EFA and Political Will

Most governments assert that education is a national priority, but their budgets reveal a significant gap between the rhetoric and reality. Public expenditure on education needs to be at least 6 % of Gross National Product (GNP), a goal met by only 28 countries (UNESCO-EFA 2013). Public expenditure as a percentage of GNP in developed countries stands at about 5 %, and in developing countries at 4 %, however, the figure in most countries in Asia and sub-Saharan Africa falls below 3.5 %. In virtually all cases where progress is being made towards achieving the goals of EFA and the MDGs, the government has taken its commitments seriously, as this is reflected in the share of GNP and of total government expenditure devoted to education.

UNESCO and the EFA Forum have pushed to ensure that aid for education is given higher priority by donors, is better co-ordinated and reaches those for whom it is intended. The share of donor resources allocated to basic education did rise significantly between 1990 and 2007. Excluding debt relief grants, net aid rose by 2.4 % in constant dollar terms, but it has been stagnant since the global financial crisis of 2008. Aid to basic education in low-income countries in 2010 was $2.7 billion, far short of the additional $26 billion needed for to achieve the goals of EFA by 2015 (UNESCO-EFA 2013). It is estimated that low-income developing countries could make an additional $7 billion per year available for education from domestic resources, but it seems that neither poor countries nor donors are likely to be willing or able to provide the additional resources needed.

One of the major millstones we must now face is that of flagging commitment to EFA. UNESCO played a major leadership role in promoting EFA and building a strong global basic education movement during the 1990s and up until the current global financial crisis (Burnett 2012). But UNESCO was dealt a savage blow with the loss of the US financial contribution, and is struggling to provide the leadership needed to keep EFA high on the global agenda. As in earlier times of economic crisis, public investments in education in many countries, rich and poor, and aid to education from OECD countries are both being reduced. Market economists and many governments see private education provision as the "silver bullet" but the evidence is clear: unsubsidised, not-for-profit providers will not contribute significantly

to the effort to achieve EFA and MDGs by 2015 or at any time in the future. Low cost private schools are unlikely to reach the poorest or to be affordable by them (Lewin 2012).

There is also another lingering misconception, namely that EFA is mainly about developing countries, even though the basic learning needs of millions of children, youth and adults in the developed world are not being met – creating enormous difficulties for the individuals, communities and nations being left behind in the global knowledge society. There is then a real danger that the progress being made towards achieving the goals of EFA and MDGs will not just stagnate, but be reversed.

Building political will requires a shift in political thinking. Gareth Evans (Foreign Minister of Australia at the time of Jomtien) argued that it is in the national interest in terms of a country's reputation, self-respect, security and future prosperity to work towards ends that "are inherently valuable, to seek improved standards worldwide in human rights and equal opportunity … to assist through substantial aid programs the economic and social development of those countries struggling with debt, poverty or national calamity" (Evans 1989).

Policy priorities are also shaped by public opinion. The EFA alliance worked closely with major media groups. The CNN and several major newspapers have regularly featured ILY and EFA success stories, the progress being made, and the extent to which governments were meeting their commitments. Armed with that information, NGOs and other groups continued to exert pressure on governments and the international community to give a higher priority to EFA. Maintaining the strong involvement of national and international media and interest groups is very much part of the process of building and maintaining political will.

5.6.3 Assuring Strong Partnerships

For UNESCO, the key to making progress towards EFA has been the building of strong partnerships. To finance EFA programmes in developing countries, win-win alliances with the World Bank, other development banks, the key aid agencies, NGOs and the private sector are crucial. But most of all, the EFA alliance needed to work closely with governments. So what has been learned about the types of partnerships that are needed to ensure progress towards achieving EFA goals and the MDGs is made?

- *Ownership:* The importance of sound, nationally-owned EFA and MDG policies, priorities and targets, and ownership by communities being targeted, teachers and literacy workers
- *Alignment:* Close alignment of funding agency support with national government priorities, commitment to supporting and using national capacity for research, development and training
- *Harmonization of donor practice*: co-ordination, common arrangements, rationalised procedures and information sharing
- *Sound partnerships under-pining the use of aid and government funding for education:* win-win partnerships and joint agreement on roles and responsibilities

- *A sector-wide approach:* Ensuring EFA is an integral part of a nation's overall development policy and programmes is generally more effective than a project approach. Projects are rarely successful unless attention is given to the development of administrative and technical capacity of governments and agencies
- *Donors/banks must respect and listen to governments, the poor and the marginalised:* Demonstrating a willingness to improve basic education through locally determined solutions relevant to the particular context is a key element in successful interventions.
- *Continuity of engagement:* In education, there are no quick fixes. To make a difference, on-going engagement is needed from donors and governments, and programme management and support systems need to be stable (Power 2006; UNESCO-EFA 2013).

5.6.4 Focus on Marginalised: Quality and Equity

The closer one gets to achieving EFA targets, the more difficult it becomes. It is critically important to place marginalisation and human rights at the very core of the post-2015 development agenda. The EFA targets will not be reached in many countries unless governments direct their attention and resources towards those who are being left behind in the global knowledge economy.

Historically, equity and quality has often been pitted against the other, particularly in dual systems of education where quality is the preserve of the privileged and the education available to the masses is limited and underfunded. From UNESCO's perspective the two are the cornerstones of peace, democracy and sustainable development: quality and equity are inseparable and must go forward together, each strengthening the other.

It has been well established that inequality has a serious negative impact on society (higher crime rates, health problems, mental illness; lower educational achievements, social cohesion and life expectancy). Several eminent economic theorists (Bluestone and Harrison 2000; Sen 2007; Stiglitz 2012) argue inequality also impedes economic growth and development. For example, Stiglitz (2012) points out that left to their own devices, markets are neither efficient nor stable, and politics often shapes markets in ways that advantage the richest over the rest. Moving money from the middle and bottom to the top actually produces slower growth and a lower GDP. The market-driven economic policies as applied to education and pushed as part of the "Washington Consensus"[6] are proving to be unstainable, socially and economically. Accordingly, Stiglitz and Sen have called for increased levels of investment in inclusive quality education and training as well as research, innovation and development, these being seen as necessary conditions for sustainable economic growth, democracy and social cohesion.

[6] Economic policies formulated by the IMF and White House economic advisors, and described by Stiglitz as "a curious mix of ideology and bad economics."

Inequality often boils down to poorly paid jobs and poor quality services for the masses on the one hand, and high quality education, health and well-paid employment for elites on the other. The research (Pickett and Wilkinson 2009) suggests that inequality is corrosive: it is the root cause of many of the ills of society and of our planet. A whole range of problems from poor health to educational failure, from drug abuse to violence, from poverty to racism – share one overwhelming feature: they are much more common in the unequal societies. The most equitable nations have lower levels of violence, illicit drug use, obesity and mental illness and report significantly higher levels of happiness than those where the gaps between the rich and the poor are very large (Pickett and Wilkinson 2009; Stiglitz 2012).

5.6.5 Goals and Monitoring

Defining EFA and MDG goals and allocating resources to programmes designed to achieve them are a political process – ideally research-informed and an open, democratic one involving all key stakeholders. To this end, World Summits and UN Conferences are valuable. To tackle global problems, we need global commitments, global goals, and global action plans. But, the reality is that targets and assessments of progress towards them reflect the values and agendas of those who define them. And so they have their weaknesses. All MDG and EFA definitions, indicators and measurement tools have their problems, and there is a heavy reliance on proxies as distinct from assessments of the quality of teaching and learning. Moreover, data collection and processing remain a problem in the world's poorest countries. The reliability, validity and usefulness (in terms of informing policy, planning and investment) of most of the indicators used to monitor progress, quality and learning outcomes leave much to be desired.

If improving the reliability and validity of EFA measures is not easy, ensuring they are used effectively in informing policy is even more challenging. Our understanding of the progress being made towards the goals of EFA and the issues to be addressed has been greatly enhanced by UNESCO's Institute of Statistics (UIS), the teams preparing UNESCO Reports, and research centres focussing on education and development. For example, the Consortium for Research on Education, Access, Transitions and Equity put the number of children without meaningful access to basic education at about 300 million. It argues that to address basic learning needs, an "expanded vision for EFA" that is research informed is required (Lewin 2012).

5.7 Post-2015 Agendas and EFA

One of the problems for EFA has been that most governments and international development organisations tend to narrow the focus in EFA to the issue of ensuring that all children complete primary schooling. Because we have made some progress towards that goal does not mean that the right of all to an education that is empowering should be dropped from the global agenda. We still have a long way to go, even in

the world's richest countries. In the knowledge society of the future, nations and international organisations need to be concerned about meeting the learning and training needs of all children, youth and adults throughout life, and to ensure that the education provided does address the problems of poverty, exclusion and sustainability of development (Power and Maclean 2013).

Global consultations undertaken by the EFA Steering Committee throughout 2013 identified education as a central priority for most governments and stakeholders in the post-2015 development agenda. The vision and post-2015 education goals and targets put forward by the Committee were endorsed at the Global EFA meeting held in Oman in May 2014 and progress towards achieving them is scheduled to be assessed and reported on in 2015 at the Global Education Forum in the Republic of Korea. The overarching goal sought is to "ensure equitable and inclusive quality education and lifelong learning for all by 2030." The targets put forward in Oman build on those adopted at Jomtien and Dakar. They emphasise gender equity, meeting the learning needs of the most marginalised, global citizenship education and education for sustainable development. By 2030, it was agreed that all countries should allocate at least 4–6 % of GDP or 15–20 % of their public expenditure to education, prioritising groups most in need. It was also agreed that governments should ensure that all learners are taught by qualified, professionally trained teachers.

Concluding Comments

EFA grew out of a growing sense of urgency to find solutions to the longstanding and ever more pressing problems facing education. For the first time, a global coalition of international agencies, governments and non-government organisations joined forces to develop and implement a new vision and framework for action designed to meet the basic learning needs of all children, youth and adults. For UNESCO, the principle of education as a human right is the foundation of EFA in that to deny any person the right to education is to deny them of their humanity. But education for all is also the foundation for peace, democracy and sustainable development. EFA provides a framework that seeks to blend the rights of the individual with the common good, the instrumental with the moral, economic development with human rights.

While much remains to be done, substantial gains have been made in a significant number of countries in the development of education, ensuring that the basic learning needs of millions of children, youth and adults who otherwise would have been excluded are now being met. Most notable of the EFA achievements is that most of the targets, while not fully achieved, are now more attainable for many more countries in 2015 than they were in 1990. The vision of education as a basic human right put forward by EFA seeks to redress the narrow focus on economic growth as the key indicator of successful education and development policies.

(continued)

EFA is a cause worth fighting for, no matter how difficult the struggle may be. As the history of civilisation assures us, all honourable causes eventually succeed, even if at first they seem to fail. The post-2015 agenda must be about empowering individuals, local communities, nations and the global community to build a more peaceful, just and sustainable world. The debate needs to begin with two questions: What kind of society are we seeking to create in the twenty-first century? And what kind of education is needed to create such a society? This was the brief given to the International Commission on Education for the twenty-first century, and the question to which we now turn. As an old proverb puts it:

To build a path means to ask where it leads.

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Chapter 6
Education for the Twenty-First Century

What kind of education is needed for what kind of society tomorrow?

One of the key roles of UNESCO has been to promote international dialogue and reflection on the purposes and future development of education. To help ensure that the education systems and institutions are attuned to both the immediate and longer-term needs of learners and the world community, UNESCO has adopted a three pronged approach:

1. Gather and analyse quantitative and qualitative data on the status and development of education nationally and globally, and issue regular reports on the existing situation in terms of trends in education legislation, policy, programmes, innovations and challenges
2. Promote the exchange of views, ideas, research and discussion at the highest political and intellectual level both on specific issues and general trends in the development of education
3. Foster global reflection, dialogue and action on regarding education for the future in the light of social, economic and political challenges facing the global community and national education authorities.

UNESCO's *World Surveys of Education*, *World Education Reports*, *EFA Monitoring Reports* as well as the technical reports issued by UNESCO and its specialised Institutes are examples of the first approach. Regional Conferences of Ministers of Education, biennial International Conferences on Education (ICE) at the UNESCO International Bureau of Education (IBE) in Geneva and thematic conferences on specific issues (such as International Congresses on Education and Informatics, Science Education, Higher Education) are examples of the second. Major commissions reviewing issues and priorities in education worldwide such as the 1968 report on *The World Education Crisis*, the 1972 Faure Commission Report *Learning to Be*, and the 1996 Delors Commission Report *Learning the Treasure Within* are examples of the third approach.

This chapter focusses on the role played by UNESCO in addressing the challenges facing education systems in the future, and in particular, the events leading up to, and the work of, the International Commission on Education for the twenty-first century (the Delors Commission).

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6.1 Political Challenges Facing Education at the End of Twentieth Century

As the twentieth century drew to a close, most countries were well aware that their education systems had been slow to adapt to rapid advances in knowledge and information technology, the explosive growth in the demand for education, the diversification of student populations, and constantly changing labour markets. Throughout the world, governments were asking about the knowledge and skills needed to participate in the "global knowledge society" of the future, a world in which nations, education and learning were being transformed by the forces of globalisation.

Up until the late 1980s, the global political agenda was dominated by the tensions created by the cold war. UNESCO had organised many meetings offering direct contacts between western and eastern specialists and education ministers, the most important being MINEDEUROPE IV held in 1988. But by 1989, the Soviet Union was in its death throes. Seeking to avert its collapse, Mikhail Gorbachev launched *perestroika*, a "radical" programme for the "restructuring" of Soviet domestic and foreign policy. Major changes in Soviet attitudes, thinking and education were deemed to be needed to combat the country's economic and social malaise as well as to make progress in the quest to create a "nuclear-free, non-violent world."

My predecessor as ADG for Education and many of the senior staff in UNESCO's education sector had come from the Soviet Union.[1] As such, the Sector was well aware of the nature of the transformations of the Soviet education system being contemplated as part of *perestroika*. Early In 1989, Gorbachev met with Federico Mayor, and I had discussions with his Minister of Education (Yakdin) during the First UNESCO International Congress on Education and Informatics held in Paris. Later that year, I went to Leningrad (St. Petersburg) and Moscow where we continued the debate on the "intellectual renewal and enrichment of society" needed for the future. Meanwhile, elsewhere the pressures to break away from Soviet control were gaining momentum, particularly in Central and Eastern Europe.

On November 9th 1989, the Berlin Wall fell. It was a day I will never forget. At UNESCO, two of my most competent colleagues and closest friends (Wolf Rissom from West Germany and Peter Herold from East Germany) joined me to celebrate the event which coincided with the adoption of the report of Commission II (i.e. recommendations on UNESCO's education programme and budget) to the General Conference. We spent many hours discussing the implications for the development of education in Germany, Europe and the world as a whole. Shortly afterwards, the USSR collapsed, heralding the birth or rebirth of dozens of countries In Central and Eastern Europe and Central Asia. Suddenly a host of very young new Ministers of Education came to UNESCO seeking help as the countries in transition to democracy grappled with the enormous task of building a very different education system,

[1] On my arrival, I discovered that there was a KGB cell in UNESCO. It met every Thursday evening and reported back to Moscow.

one based on democratic rather than socialist principles. They needed new educational legislation, policies, programmes, curricula and pedagogies, and to train a new breed of educational leaders and teachers.

UNESCO launched the CORDEE initiative (Co-operation for the Renewal and Development of Education in Europe). Wolf Rissom played an outstanding role as Director of the Bureau of Programme Co-ordination in the Education Sector throughout what was for many countries, a defining moment in their history. With the collapse of the Soviet Union, globalisation intensified posing new challenges as teachers and learners struggled to cope with a tsunami of new ideas and technologies, and the countries that were part of the Soviet block began to tackle the task of educating for citizenship in a democracy (Chap. 13 gives an account of the role played by the international community in this process).

6.2 Challenges Facing China at the End of the Twentieth Century

The world's largest developing country was slowly but surely emerging from its socialist cocoon. Determined to expand its economic and industrial base, the Chinese government wanted not only to dramatically expand, but also to re-engineer, its education system. To facilitate a dialogue on the challenges that the education system of countries would face in the future, a major international symposium on "The Qualities Required of Education to Meet Foreseeable Demands in the 21st Century" was scheduled to be held in Beijing in mid-1989. As with any major UNESCO event, the Education Sector devoted a good deal of its resources, time and effort to prepare for the symposium. UNESCO also secured the participation of many of the world's leading educators. But one thing is always certain in life within a UN agency, the best of well laid plans can be thrown into chaos by events outside our control.

Shortly before the scheduled meeting, Chinese students and activists gathered in Beijing to pay tribute to the liberal reformer, Hu Yaobang, the Party Secretary deposed after losing a power struggle with hardliners over Chinese economic and political reforms. By June 1989, thousands of demonstrators had gathered in Tiananmen Square and in other major cities throughout China. Deng Xiaoping, Li Peng and the party leadership sent troops and tanks to confront the protesters in Tiananmen Square. The images of the courageous student who confronted the tanks and of street battles remain etched in the memory of the world: the military crackdown sparked widespread international condemnation.

I informed the Chinese Ambassador that the symposium should be cancelled on the grounds that the leading educators invited would not participate in an event in a context not conducive to a meaningful dialogue on education for the future. The Ambassador insisted that the government had the situation under control and that the symposium must go ahead as scheduled. I refused. The confrontation continued

for some time, but as letters of refusal from overseas experts poured in, the event had to be rescheduled.

Eventually, the symposium was held at the end of 1989. The event itself was surprisingly successful, even if at times Chinese participants were guarded in their comments on education for human rights and democracy. In my opening address, I reminded participants of the basic purposes of education as set out in the Universal Declaration of Human Rights, linking these with the knowledge, skills and values that students and countries would be likely to need in the foreseeable future. Drawing on the report of UNESCO's first major International Commission on the Development of Education (the Faure Report), I argued that rather than being subjected to piece-meal reforms, education needed to be focussed on a coherent set of interlinked principles such as those stressed by the Faure Report – lifelong learning, the learning society and "learning to be." Recognizing that like most large developing countries, China has to grapple with the problems created by its size and diversity, we shared ideas and experience on challenges for education associated with rural development, remoteness, information technology, cultural diversity and social cohesion. One of the key events at the Symposium was a Round Table on the theme "Learning to care: Education for the Twenty-First century." We agreed that education systems for the future should focus on 3Cs:

- *Caring* – the need to build the capacity to care about one's own physical, socio-emotional well-being, to care about others and their basic human rights, and to care about the environment and the protection of the world's rich cultural and natural heritage
- *Competence* – the need to extend individual and collective knowledge and competence in the areas (social, cultural, scientific, technological etc.) crucial for the full development of learners and for peace and sustainable development at the national and global level
- *Co-operation* – skills and experience in working with others, combining caring, competence and sharing of resources, knowledge and experience to address major problems facing society and the global community.

The Symposium recommended that UNESCO should consider establishing an international commission on the lines of the Faure Commission *Learning to Be*, *a*nd that the new commission should further develop the work of the Round Table and Symposium on "Learning to Care: Education for the Twenty-First century."

As the Symposium drew to a close, I was informed that Premier Li Peng wanted to meet with me at the Great Hall of the People – undoubtedly he was well aware of the position taken by UNESCO on Tiananmen Square. Well over a hundred party functionaries filled the tiered seats overlooking the small table and two chairs at which Li Peng and I were to sit. He proceeded to give an impressive account of China's education policies, progress and intended reforms, ending with the question: "We have done a great deal in China to improve the conditions of life and to provide education for all of our peoples. But do you, Dr. Power, really understand what is involved in feeding, housing, and educating 1.2 billion people?"

I had to agree that the challenges facing China and its leaders were enormous, adding that China is destined to become a world super power, and the symposium highlighted how much we have in common and how important it is for China and the world to understand, respect and learn from each other. I argued that scholars and students in China must be able to discuss and exchange ideas and research freely and openly with their counterparts in the West if we are to create a world in which development is equitable and sustainable, and to resolve conflicts within and between our countries.

In working with world leaders, one must both show respect and earn respect. Li Peng and I had our differences, but we came to understand and respect each other, which in turn led to a number of subsequent meetings with the Premier on issues in education and development, and to an excellent working relationship with China's National Commission for UNESCO and Ministry of Education.

6.3 Challenges Facing Education in the West

Questions about education for the future were being asked at the end of the twentieth century in the West as well as the socialist block. In OECD countries, education had come to be seen as the engine of development, the key to success in a highly competitive global market. There was increasing concern about standards and assessment systems, about how to improve the quality of education and training while reducing the cost, about ICT and the internationalisation of education. Most countries were keen to exchange ideas and experience relating to the skills and competencies needed to ensure innovation, creativity and economic growth, and how best to meet the learning and employment needs of the growing number of young people being left behind.

6.4 The International Commission on Education for the Twenty-First Century (1993–1996)

What kind of education is needed for what kind of society tomorrow? Over 20 years had passed since the publication of *Learning to Be*, UNESCO's first International Commission on Education. Given the recommendations of the Beijing symposium and the increasing number of Member States seeking UNESCO's input to the dialogue on the kind of education needed for the future, a proposal to establish an International Commission on Education for the Twenty-First Century was included in the Education Sector's programme and budget, a proposal warmly endorsed by UNESCO's General Conference.

Like its predecessor, the Commission was to be independent, even though it was financed and its secretariat was provided by the Education Sector of UNESCO. As ADG for Education, it was my responsibility to give "unfailing support to the work

of the Commission." Clearly, the Chair of the Commission would have to be an outstanding and widely respected world leader. At the time, Jacques Delors was President of the European Union (EU), the architect and driving force behind the creation of a united Europe. He was also a former French Minister of Economics and Finance. Delors agreed to serve as Chairman of the Commission mandated:

> to study and reflect on the challenges facing education in the coming years and to formulate suggestions and recommendations in the form of a report which could serve as an agenda for renewal and action for policy makers and officials at the highest levels. (UNESCO 1996)

Of all of the world leaders in the 1990s, few have been as impressive as Delors. I worried at first that as President of the EU he would not be able to devote much time to the work of the Commission. But he did. Without his outstanding leadership and intellectual input, the Report would have fallen far short of what was needed.

During 1992, Delors, the Director-General and I met to discuss the composition of the Commission, its methods and procedures, budget and other support needed for it to be effective. We agreed that the Commission should have 15 members, the Chair and 14 eminent figures[2] from a variety of cultural and professional backgrounds, and a good gender balance (five members of the Commission were women). Daniele Blondel, formerly Director of Higher Education in France and Professor at the University of Paris-Dauphine served as Special Advisor to the Chairman. The Commission was supported by a panel of 18 eminent persons and organisations with a distinguished record of contributions to thought in a variety of fields related to education – persons like Gro Harlem Brundtland (politics, sustainable development), Yehudi Menuhin (musician) and David Suzuki (environmental scientist).

Many UNESCO staff, both in Paris and in the field, contributed to the work of the Commission, either by contributing background papers[3] or facilitating the organisation of meetings. The Education Sector provided a Secretariat with nine staff members. As ADG, I chaired the Steering Committee that monitored the contributions to the work of the Commission and ensured that all requests for support (substantive, logistic and financial) were met.

At its first meeting (March, 1993), the Commission focussed on the mandate proposed to it by UNESCO, the issues to be analysed, and the working methods to be adopted. It was agreed that the Commission should seek to grasp the issues facing education region by region while striving to arrive at common denominators.

Six lines of inquiry were agreed on: education and culture; education and citizenship; education and social cohesion; education, work and employment;

[2] Members of the Commission were: In'am Al Mufti (Jordan), Isao Amagi (Japan), Roberto Carneiro (Portugal), Fay Chung (Zimbabwe), Bronislaw Geremek (Poland), William Gorman (USA), Alexandra Kprnhauser (Slovenia), Michael Manley (Jamaica), Marisela Padron Quero (Venezuela), Marie-Angelique Savane (Senegal), Karan Singh (India), Rodolfo Stavenhagen (Mexico), Myong Won Suhr (Republic of Korea) and Zhou Nanzhao (China).

[3] E.g. Background papers on education reform by Juan Tedesco, Director of IBE; on learning societies by Paul Belanger, Director UIE; ICT by Alan Hancock; financing education by Serge Peano, IIEP.

education and development; and education, research and science. These six lines were complimented by three transverse themes relating more directly to the functioning of education systems: communications technology; teachers and teaching; and financing and management. Each meeting of the Commission included as part of its programme a working group, with invited experts, to examine issues specific to the region in which the meeting was held and the topic that was the particular focus of that session. But whatever the topic or region, the Commission was determined to focus its analysis and reflection on one central and all-encompassing question: "What kind of education is needed for what kind of society of tomorrow?"

Underpinning its deliberations and work, the Commission saw six underlying principles as being universal and common to all involved in the process of education:

1. Education is a basic human right and a universal human value.
2. Education must serve society as an instrument for fostering the creation, advancement and dissemination of knowledge.
3. The goals of equity, relevance and excellence must prevail in any policy of education, and a harmonious combination of these goals is a crucial task for all in education.
4. Renewal of education must be the result of understanding what is known about successful practice and policy, as well as the specific conditions relevant to each situation.
5. While the existence of a wide variety of situations calls for differing approaches to education, all approaches must take into account agreed-upon values and concerns of the international community.
6. Education is the responsibility of the whole of society: the needs and views of all persons involved must be taken into account.

The Commission set out to engage in as wide-ranging a process of world-wide consultation as was possible in the time available (2½ years). It held eight plenary and working–group sessions, commissioned papers and organized many meetings, round table and seminars. Many UNESCO National Commissions, UN agencies, NGOs and leading educators submitted material and/or responded to an open-ended questionnaire on education for the future. All of these contributions were processed and summarized by the Secretariat to the Commission, forming the foundations for deliberations within the Commission and for the final report.

Setting up, running and serving a major UN international commission is a daunting task – both for the Commissioners and the UN organisation responsible. So many meetings, hearings, debates, documents, papers, inputs, prima donnas, hiccups – one can easily be swamped by the sheer volume of material to be analysed and processed, and the divergence of agendas and ideas. Indeed this proved to be a problem. Delors asked me to comment on the early drafts of the Report and to help settle territorial battles. I informed him, that, in my view, the drafts were accurate and very comprehensive, but that what was missing was a clear and well-articulated message, something that was characteristic of the most influential UN Commissions, such as the notion of "sustainable development" put forward by the Brundtland Commission. I then asked Delors what the Commission saw as the greatest challenge

facing education in the future. His answer: "How can we learn to live together in a globalised world?"

In the 1990s, Delors, as President of the European Union (EU), was striving to build a united Europe, one in which education innovations being promoted by the EU were helping to break down the barriers and prejudices that had for so long divided Europe and so often led to violent conflicts. It was also a time in which the tensions created by growing inequalities and ethnic differences were exploding not only in places like Bosnia, Cambodia and Rwanda, but in the *banlieue* and industrial regions surrounding Paris and other large European cities. So why not make "learning to live together" the central message of the Report, I asked? Indeed the Commission did, on the grounds that globalisation is generating "far-reaching changes in the traditional patterns of life … that demand mutual understanding, peaceful interchange and indeed, harmony – the very things most lacking in the world today" (UNESCO 1996).

As we moved towards the final stage of drafting, I worried that the drafts still lacked coherence. Meeting again with Delors, I suggested that as the Report would undoubtedly be seen to be the Delors Report, it would very helpful if he would write an introductory chapter highlighting what he saw as the key message of the Report that would bear his name. He agreed to do so.

6.5 Report of the International Commission, 1996 (The Delors Report)[4]

The introductory chapter of the Report of the International Commission (UNESCO 1996) written by Delors bears the title *Education*: *The Necessary Utopia*: education is "an indispensable asset in humankind's attempt to attain the ideals of peace, freedom and social justice." The tone of the Report is neatly encapsulated by the title chosen by Delors: *Learning*: *The Treasure Within*. Delors wanted to remind us that everything humanity has learned about itself is a treasure within, one that educators must help learners to discover and to use wisely and well.

Meeting with the Secretariat and editorial consultants, I insisted that we use Delors' introductory chapter as the blueprint for the rest of the Report, that is, subsequent chapters should elaborate on the ideas highlighted in the first chapter, providing the reasoning and evidence behind the major conclusions and recommendations of the Commission.

The Report presents a broad vision of learning and education that is designed to help guide future education reforms and policy. It argues that education for the twenty-first century must enable individuals and societies to continue to learn throughout life if they are to "master globalisation and to strengthen their roots."

[4] This section of Chap. 6 draws heavily on the Report of the International Commission on Education for the Twenty-First Century. Quotes derive directly from the Report.

It also links the concept of lifelong learning with the concept of a learning society: a society in which individuals and communities create and continue to use the diversity of the opportunities for learning to improve the quality of life.

The introductory chapters place considerable emphasis on the need to maintain social cohesion while favouring individual creativity. Education can serve as a means of preserving diversity by giving each individual the opportunity to learn and to develop their unique talents. At the same time, education must promote an understanding of democratic participation, creating unity within diversity at both the national and the global level: teaching at the one and the same time, the diversity of the human race and an awareness of the similarities between and interdependence of all humans. Emphasis is also given to the need to place human beings and our "common future" at the centre of economic, technological and social considerations, rather than money and profits.

In the context of worldwide interdependence and globalisation, the Report sees the major danger confronting humanity in the future is that of a "gulf opening up between the minority of people who are capable of finding their way successfully about this new world that is coming into being and the majority who feel that they are at the mercy of events and have no say in the future of society, with the dangers that entails for democracy."

6.6 The Four Pillars

The Report of the Commission argues that to educate for the twenty-first century, it is vital that formal education systems conceive of education in a more encompassing fashion. It recommends that education throughout life be based on four pillars: learning to know, learning to do, learning to live together, and learning to be. It insists that such a vision should inform and guide future educational reforms and policy.

Learning to know involves combining a sufficiently broad general knowledge with the opportunity to work in depth on a smaller number of subjects. It also means learning to learn, generating the passion for knowledge and learning needed to participate effectively in the global knowledge society of the future. The Commission sees learning both as a means and an end in itself: enabling each individual to know enough about his or her environment to be able to live in dignity, but also to experience the joy of exploring and mastering new ideas and advances in knowledge - what Bertram Russell called "reaching to the stars."

Learning to do involves not only acquiring occupational skills but also the range of "life skills" and higher order skills needed to deal with the challenges of a rapidly changing and ever more complex world. To face the future with confidence, one needs to use one's knowledge, to acquire the expertise needed to be productive, to be creative, and to be innovative. The skills that need to be developed depend on the context: in the informal and subsistence economies know-how is often traditional, but the acquisition of additional technical and entrepreneurial skills can make a significant difference to productivity and the quality of life.

Learning to live together is seen by the Commission as the major issue facing education today. It argues that education must take two complementary paths: the gradual discovery and a deeper understanding of others, and providing experience in working together towards common objectives. The task of education then, is to teach at the one and the same time, the diversity of the human race and an awareness of the similarities and the interdependence of all humans, and to provide opportunities to carry out joint projects and to learn to manage conflicts – in a spirit of respect for the values of pluralism, mutual understanding and peace.

Learning to be – from its very beginning, the Commission restated the fundamental principle that education must contribute to the all-round development of each individual – mind and body, intelligence, sensitivity, aesthetic sense, personal responsibility and spiritual values. All human beings must be enabled to develop independent, critical thinking and form their own judgement so as to be able to act with ever greater autonomy, judgement and personal responsibility.

6.7 Learning Throughout Life

The concept of learning throughout life is the key that gives access to the twenty-first century. It is the continuous process of adding to knowledge, skills, judgement and capacities for action. It goes beyond the traditional distinction between initial and continuing education, linking up with the concept of a "learning society" in which individuals, organisations and communities take advantage of all the opportunities offered by society to learn. The idea of a multidimensional education extending over a lifetime demands that the principle of equality of opportunity be embodied in flexible types of education and training offered to people throughout their lives, whatever twists and turns they may face.

These four pillars, then, aim to place on equal footing the development of the individual and the individual's place in society, and equal importance to the intellectual and the practical. The increasing complexity and uncertainty of life and work in twenty-first century means that we must continue to learn throughout life, and international organisations like UNESCO have an important role to play in facilitating the international co-operation needed to develop our collective capacity to continue to learn and to share the treasure within. The notion of the four pillars and learning throughout life imply a rethinking of the scope, sequencing and timeframes for education, and the relationships between various levels and types of education and training.

6.8 Directions and Sequences in Education

Basic Education - providing learners with "a passport for life," is seen by the Commission as a crucial task for every country and the international community. It is at this stage that attitudes towards learning are developed and where the

basic tools for learning throughout life are forged. The Commission emphatically endorsed the broad vision and framework for action for basic education adopted at Jomtien and its emphasis on meeting basic learning needs of all children, youth and adults. In addition, the Commission put forward the idea of a "time credit'" allocated to young people at the start of their education entitling them to a certain number of years of education of which they could take advantage throughout life.

Secondary Education – is seen as a crossroad in life, the stage at which where the fate of many young people is decided. It is in secondary education that the most varied talents should emerge and flourish. It is crucial at this level to encourage diversity, to recognise and nurture all sorts of abilities and talents in our young people. Hence education authorities must increase their efforts to make secondary education more open and diversified. Changes in the sequences and contents of learning should help break down the hierarchy between vocational and academic learning, and to give second, third and fourth chances to everyone.

Higher Education and Education throughout Life are central to the development and spread of knowledge in any society. In the Report, to the three traditional functions of higher education (teaching and training, research and innovation, community service) is added a fourth function, international co-operation. It is higher education institutions that can provide the impetus for greater co-operation between wealthy countries and poorer ones, by sharing information, encouraging exchanges and developing endogenous capacity where it does not adequately exist. The Commission calls on universities to be places of culture and learning open to all, and to speak out on ethical and social problems, exercising the intellectual authority that society needs to help it reflect and act: "everyone should be able to count, more or less directly on higher education for access to the common heritage of knowledge and the most recent research findings." The university "must accept a kind of moral contract with society in exchange for the resources assigned to it."

6.9 Teachers in Search of a New Perspective

The Delors Report sees teachers as playing a crucial role in preparing young people not only to face the future with confidence but to build it with purpose and responsibility. The need to change – from narrow nationalism to universalism; from ethnic and cultural prejudice to tolerance, understanding and pluralism; from autocracy to democracy; and from a technologically divided to a technologically united world – places enormous responsibilities on teachers. Much emphasis is given in the report to improving the quality of teaching, on improving the recruitment, training, status and the conditions of work of teachers. The Commission insists that teachers must continuously update and broaden their knowledge and skills, arguing that forms of study leave, teacher exchanges and institutional partnerships therefore need to be provided for all teachers.

6.10 Choices for Education: The Political Factor

Choosing a type of education means choosing the type of society one is seeking to create for the future. In the Commission's view, in every country, such choices call for extensive public debate, based on accurate, independent evaluation of the education system. The Commission challenges education authorities to encourage debate in order to reach a democratic consensus, this being the best route to success for educational reform strategies.

Education systems are constantly being asked to do more and more, to do it better. Under pressure from all sides, they must respond to the need for economic and social development, especially vital to the poor and marginalised groups. Education systems and institutions must also deal with the diversity of cultural, environmental and ethical demands, and take up the challenges posed by new technologies, one of the main gateways to the future. For the most part, the pressure of these demands falls on the public education authorities, necessitating hard policy and organisation choices. Most demands on education are based on legitimate expectations, and the dilemma is compounded by the reality that the component parts of education systems are so completely interdependent and so thoroughly embedded in society, that it can be difficult to isolate the key levers for improvement.

In the end, policy makers ask, what will it all cost? How can the education budget, already strained, cope with all these demands? There are no simple answers, but the Report argues, one principle is clear: education is a public good that belongs to the whole of society, and thus, the whole society must benefit from it and participate in decisions about the major direction of education. The state has a fundamental responsibility for ensuring that the system as a whole offers both equity and excellence. Ensuring access, equity and quality in education is essential for preserving the social fabric, for ensuring human dignity, and for economic progress.

The Commission recognised the reality of financial constraints and thus supports the establishment of public-private partnerships. Nonetheless, education must be a priority for any government. As a rule of thumb, the Commission recommends that not less than 6 % of GNP should be dedicated to education. The choices made in allocating funds for different levels and types of education should imperil neither the coherence of the education system nor its role in contributing to the creation of a more equitable and socially cohesive society.

6.11 International Co-operation: Educating the Global Village

Globalisation highlights the scale, urgency and interconnected nature of the problems facing the international community. Global responses are needed to deal with global problems. Humanity is courting great danger if it is not able, at the very least,

to safeguard the principal human and natural balances, and to combat intolerable inequalities and structural imbalances. Educating for the global village is about putting behind us a past full of tragedies and deep antagonisms, and building a world which is capable of turning the growing phenomena of interdependence into the foundation of a more peaceful, equitable, prosperous and sustainable world (Campbell et al. 2006).

The Report singles out some of the major world conferences held under the auspices of the UN and UNESCO, events that demonstrate that the UN family is:

> blazing a trail for the type of collective action made necessary by the interdependence between nations. These conferences and the follow-up to them and the implementation of the specific projects have fixed the framework and outlined what might be called the great worksites of international co-operation at the close of the twentieth century.

The Commission recommended that an international policy of strong co-operation and encouragement for the education of girls and women should be promoted. It recommended that one quarter of development aid should be devoted to the funding of education and that debt-swaps should be encouraged in order to offset the adverse effect of structural adjustment policies on girls and women.

One of the difficulties that the International Commission faced was the diversity of backgrounds, experience, viewpoints of the Commissioners as well as the international organisations, national governments, education authorities and stakeholders to which it is addressed. The text of the Report was debated at length and yet, out of this diversity, there came a remarkable degree of agreement on the overall approach to be adopted and the main thrust of the conclusions and recommendations. One of the more unusual features of the Report is the inclusion of an Epilogue containing contributions from 11 of the Commissioners. These contributions provide additional insights as to the richness of debates within the Commission, and of the expertise, concerns and inputs made by its members.

While most blueprints for educational development and reform stem from the West, the Delors Commission included members from all parts of the world, each bringing with them the perspectives of region from which they came, the intertwining of these perspectives shaping the character of the Report. One can see from the Epilogue how Asian perspectives on education for all helped shape its deliberations. Zhou Nanzhao (China) spoke of the positive and negative effects on education and development of the cultural traditions of Asia and the West, the one rooted in moral humanism the other in scientific humanism. Traditional Chinese culture, based on Confucianism and Taoism, is essentially ethically based. It stresses the moral cultivation of the personality, the spiritual rather than the material, the group rather than the individual, the value of education, learning and hard work, and the legitimisation of authority. Myong Won Suhr (Korea) challenged assumptions that the West is individualistic and materialistic, while the East is spiritual and collective, arguing that our common treasure of wisdom and experience can enable us to find ways to increase our spiritual and material well-being and to live together in harmony. Karen Sing called for a holistic educational philosophy based on the premise that the planet we inhabit is a single, pulsating entity and the human race is an interlocking extended family (*Vasudhaiva Kutumbakam*). He spoke of the golden thread of spiri-

tual aspiration that binds the world's great religions and schools of thought, arguing the case for a holistic education, one that recognizes the multiple dimensions of the human personality and the need to move towards the dream of an integrated individual living on a harmonious planet.[5]

The Delors Commission did not shy away from challenging the status quo: it was critical of the market-driven thinking and economic ideologies that have come to dominate education policies in many parts of the world:

> Whereas many contemporary reform agendas seem to be driven, explicitly or implicitly, by what market economists perceive to be the ideal society, the report of the Commission is more closely aligned with the intellectual and humanistic ethical principles which inspired the founders of the United Nations and UNESCO. As such, its analyses of issues and recommendations are more profoundly humanistic and less market driven than those of the World Bank or the Organisation for Economic Co-operation and Development… . Knowledge and minds are not commodities, not just 'human resources' to be developed, exploited and then cast aside, but treasures to be cultivated to improve the quality of life of both individuals and societies. (Power 1997)

The Report also acknowledges the complex issues facing us at the dawn of the new millennium, the tension between the spiritual and the material, between the universal and the individual, the global and the local. These tensions resurfaced as issues in all regions as the Commission debated the ideas and suggestions of the report. For example, in countries with strong collectivist roots, it was suggested that UN human rights declarations are too western-oriented and individualistically biased, and that democratic values, concepts of peace and sustainable development are open to diverse emphasis and interpretation. All members of the Commission spoke of the crisis in human values as a world-wide issue, insisting that education is one of the principal means available to foster a deeper and more harmonious form of human development and thereby to reduce poverty, exclusion, ignorance, oppression and war. Thus, the International Commission called on UNESCO to intensify its normative action on behalf of Member States, re-emphasising the moral authority of the UN and UNESCO:

> The Commission believes that UNESCO's ethical mission to which its Constitution assigns priority, is today enhanced by the new tasks required of education in the modern world, be it promoting sustainable development, ensuring social cohesion, encouraging democratic participation at every level, or responding to the demands made by globalization. In all these areas, the ultimate societal aims of education should never obscure the primacy of the human individual and other ideals proclaimed by the international community when the United Nations was founded.

[5] The Nomura Centre for Lifelong Integrated Education, and in particular its founder Mrs. Yoshiko Nomura, articulated a philosophy of education founded on the principle of the oneness of nature and humans, a philosophy of peace and co-existence, one that stands in stark contrast with the dominant views of the West . The Centre has a strong and ongoing working relationship with UNESCO. The theme of its 40th anniversary conference held at UNESCO, *Wisdom for the Survival of Humankind*, encapsulates the holistic perspective of many Asian thinkers.

6.12 Follow-Up to the Report of the International Commission

The Report of the International Commission on Education for the Twenty-First Century was submitted to UNESCO, and launched in April 1996. It represents what most see as one of the jewels in UNESCO's crown. The Report both supported the position UNESCO has taken on the purposes of education, while challenging it to reflect on its responsibilities and priorities. Of course, UNESCO was very much committed to ensuring that Report would be widely accessible. Both the Commissioners and UNESCO played an active role in the dissemination of its key messages, and in debates on its recommendations within Member States and at the international and regional level.

Originally published in English and French, these language editions were quickly followed by the other official languages used by UNESCO at its General Conferences (Spanish, Arabic, Chinese and Russian), and within a year the report was being produced in more than 30 languages. To ensure that the key ideas and recommendations were widely accessible, UNESCO organised large print runs of a short version of the Report. In addition, many contributions were made to the work of the International Commission and these were published in a companion volume (UNESCO 1998). Within the Education Sector, a Task Force on Education for the Twenty-First Century was set up. The Task Force co-ordinated the wide range of projects relating to the follow-up to the Report and responded to the avalanche of requests for information and assistance.

In literally hundreds of presentations, the Report was depicted not as a blueprint for education reform, but as a framework for reflection and debate about the choices which each country must make in determining national priorities and formulating educational policy (Power 1997). Soon after the release of the Report, I represented UNESCO at a number of major intergovernmental conferences. In Kingston, the Latin American and Caribbean Ministers warmly embraced the Report as did the European Ministers in Madrid and Vienna, African Ministers in Dakar and Durban, and Arab Ministers in Beirut and Cairo. The call for renewed emphasis on the moral and cultural dimensions of education in the Report resonated in all the Ministerial meetings. For example, at the European Ministers meeting in Madrid, Joe Ritizen, Minister of Education for the Netherlands, put it bluntly, asserting that in developing secular systems of education in Europe, the issue of moral development was pushed aside – in effect, "we threw the baby out with the bathwater."

The 1998 Asia-Pacific Regional Conference on Education for the Twenty-First Century was memorable. The Conference was organized by Australia's National Commission for UNESCO, and attended by some 600 delegates from 60 countries. Delors was scheduled to be the opening keynote speaker, but on medical advice, was unable to do so. A video interview was prepared in which Delors and I discussed the Report. The video was followed by a keynote address from Roberto Carneiro (a member of the Commission, former Minister of Education in Portugal).

He concluded his presentation arguing that education is the most potent lever to liberate human beings from servitude, "the engine of fairness." The other keynote addresses focussed on each of the four pillars, the contribution by Konai Thaman providing a uniquely Pacific view of the importance of Learning to Be. In my address, I argued that it is teachers who have a "pivotal role to play in preparing the young generation to realise our hope that the coming century will see a more socially just, tolerant and peaceful world," and that it is "teachers who will be asked to implement the recommendations and they deserve our help and support" (Haw and Hughes 1998).

During workshops in the Melbourne Conference, participants looked carefully at the arguments and recommendations made by the Commission as they relate to the problems raised by Konai Thaman and Roberto Carneiro in facilitating learning to live together and learning to be in the Asia-Pacific region. We ended up agreeing about the importance of finding a better balance between individual interests and the common good. It was also suggested that we too often uncritically assume the necessity of a fragmented cultural identity, that is, we see cultural differences as differences between separate cultural identities. If this is the case, the best we can hope for is a relationship of mutual tolerance or co-existence, rather than learning to live together. Alternatively, if one starts with an ontological commitment to an "interconnected identity," cultural differences are to be understood as relative differences within an oneness of identity and perspective. Other identities and perspectives become mutually inclusive extensions of our own. From an Asian and Pacific perspective at least, the strategic emphasis in learning to live together should shift from learning about the other as a separate identity to learning to think and act with the other as a dimension of the extended reality of the self.

UNESCO has initiated a series of high-level expert meetings on "Beyond 2015 – rethinking learning in a changing world." The intention is to build on the foundation provided by the Delors Report, updating its recommendations and building on cutting-edge findings from contemporary research about learning and human development, and taking into account the challenges facing education systems beyond 2015. The main messages from the Asia-Pacific Expert Meeting (UNESCO-Bangkok 2012) are:

1. Education for the future should go beyond academic achievements and cognitive skills to value non-cognitive (e.g. respect for diversity, creative thinking, global citizenship), application skills and competencies (critical thinking, problem solving, collaboration, ICT skills) as well as education for social cohesion
2. Lifelong learning is a key principle for education and gains focus due to rapid economic, technological and environmental changes which require learners to continue to explore and master new skills throughout life
3. There is a need to re-emphasise the centrality of quality learning including learning processes, learning environments and learning outcomes in shaping the post-2015 agenda
4. ICT not only provide new avenues for pedagogical approaches to learning but also change the nature of learning in that learning can occur in multiple settings

and at any time. ICTs need to be embedded in quality teaching-learning processes to become effective enablers of learning.
5. Quality learning requires quality teaching and therefore a highly professionalised teaching force, supported by effective learning environments
6. Learning is culturally situated and the ways in which learning is taking place in particular cultural contexts needs to be better understood and considered in educational policy and practice.

From an Asian-Pacific perspective, quality learning should be a key area of emphasis, and lifelong learning should be a key principle driving the global agenda for education post-2015. There should be a shared global agenda for education in the future, but target-setting and implementation processes must be context-specific.

Concluding Comments

There can be no doubt that *Learning*: *The Treasure Within* did make a significant contribution to the ongoing debate about the future of education in many countries and for a variety of constituencies. Certainly, the four pillars, learning to live together and the principle of learning throughout life are now firmly entrenched in the thinking and policy documents in many countries and educational organisations around the world (UNESCO-Bangkok 2012). However, in my view, more should have been done to promote debate in Member States on the recommendations of the Delors Report since 2000.

While the key issues raised in the Delors Report are just as relevant today as they were 20 years ago, some, particularly education for sustainable development, can be expected to assume a much greater prominence, given the compelling evidence on global warming, climate change, and problems in food and water security. Clearly as well, the increasing diversity of ways in which ICT can serve as an enabler of learning and the challenges posed by the increasing internationalisation of education goods and services must assume greater prominence in dialogues about education for the twenty-first century. But to achieve the goals of sustainable development and peace, much more emphasis needs to be given to learning to care and to learning to share. Community service needs to be an integral part of the work of all schools, colleges and higher education institutions. To learn to care and to learn to share, learners need to be given opportunities to do so, and in the process, find meaning and purpose in their lives. In learning to care about others and the planet, they will find that there is more that unites us as human beings than divides us. Only by working, thinking and learning together, can we hope to create the unity within diversity and rediscover moral compass that nations and humanity need to build a more peaceful, equitable, just and sustainable future.

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Chapter 7
Education – The Tree of Life

Viniaka vakaniu- to be all good and useful like a coconut.

(Fijian idiom)

At the portal of our house, we have an old Iranian rug. Up close you can see its fine silk treads, each in its own unique way tracing out a pathway, but interwoven to form a coherent pattern: the tree of life. The tree of life is a common motif in many world religions, cultures, myths and philosophies. It reminds us of the interconnectedness of all life on our planet. It is a metaphor for what is good and true, the beliefs and values held sacred within each culture and that give meaning and purpose to our lives. As our Iranian rug illustrates, the tree is a living thing, its roots are deep, its trunk strong and proud, its branches reach to the stars, its foliage home to an amazing diversity of bird life, and sheltering beneath its canopy, deer and elk graze in peace.

For Pacific Islanders, the coconut tree is the tree of life: it provides food, drink, kindling, bowls, ropes, mats and building materials used in daily life. I was part of the UNESCO-APCEIU team that produced a guidebook for basic education in the Pacific, entitled *Caring for the Pacific* (APCEIU 2009). We used the coconut tree as the central unifying theme of the guidebook. Like a healthy coconut tree, the roots of one's education must be deeply embedded in the cultures and life of the society in which one lives. Like the tree, as the child develops, the tree of education moves upward from early childhood to primary education and beyond to form many fronds and branches; and ultimately the tree of education produces fruit and materials that are good and useful like a coconut.

In this chapter, we continue with the story the role played by UNESCO in the past 25 years focussing mainly on education, culture and language.

7.1 Education and Culture

Culture and education have a reciprocal, mutually generative and symbiotic relationship. Why, what and how we teach is very much shaped by the cultural context within which each education system is embedded. Like the coconut tree,

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we grow strong and healthy if our education has deep cultural roots, but become weak if those roots are shallow or the ground is barren. It is through education, formal and informal, that the key elements of each nation's cultural heritage are transmitted. At the same time, education adds to "the treasure within," developing our individual talents, the treasure within each of us, adding to the store of knowledge, art, music, dance, literature and other gems one finds in every culture.

The World Decade of Cultural Development (1988–1997) was established to promote awareness of the importance of the cultural dimension in any societal or development effort (including education), and to reaffirm the norm that every culture has "dignity and value which must be respected and preserved." The education and culture sectors of UNESCO need to work closely together towards that objective because education is the key to cultural development, and culture lies at the heart of learning to know, to do, to live together and to be.

At the World Conference on Education for All in 1990, we saw understanding culture as a precondition for effective learning. We wanted to ensure that the EFA movement contributes to affirmation and enrichment of the rich diversity of cultures and cultural identities. As such, we had to deal with issues such as the language for instruction; the extent to which curricula should aim to preserve local and indigenous cultures; how to build unity within diversity in plural societies; and resolving tensions between the global and the local.

Shortly after the World Conference, UNESCO not only set up the International Commission of Education for the 21st Century, but also a World Commission on Culture and Development, with Javier Perez de Cuellar (former Secretary-General of the UN) as its President. Being housed in UNESCO, the Delors and the de Cuellar Commissions immediately established a reciprocal, mutually generative relationship. The de Cuellar Commission saw culture as "ways of living together:" the Delors Commission saw the key challenge facing education as "learning to live together." Both adopted a broad view of development, seeing education and culture as intertwined and as valuable in and of themselves as well as contributing to economic and social development. As the de Cuellar Commission put it:

> Education … promotes economic growth and is therefore of instrumental value, and at the same time is an essential part of cultural development, with intrinsic value. (UNESCO 1995)

Consistent with the Charters of the UN and UNESCO, the de Cuellar Commission argued that one of the most basic freedoms is to be able to define, and to find ways to meet, our own basic needs. Both Commissions expressed concern that this freedom is being threatened by a combination of global economic and cultural pressures. For some societies, globalisation has meant the loss of identity. In turn, this has, at times, led to a resurgence of tribalism, racism, xenophobia, religious fanaticism and ethnic violence. For both Commissions, development and education have to be seen in terms that embrace the enlargement of human choices and freedoms, while fostering of respect for all cultures and freedoms of others.

7.2 Education, Language and Culture

In building inclusive knowledge societies and preserving the world's rich but diverse linguistic and cultural heritage, it is important to pay attention to the crucial role of language. Language is the taproot of every culture. No tree can survive if its taproot is destroyed. If a language is lost, a culture is also in danger of being lost. It is language that connects and carries traditional wisdom and knowledge from one generation to the next. Vigdis Finnhogadottir, former President of Iceland and UNESCO Goodwill Ambassador for Languages, put it clearly at the 1998 Intergovernmental Conference on Cultural Policies for Development in Stockholm:

> Everyone loses if one language is lost, because then a nation and culture lose their memories, and so does the complex tapestry from which the world is woven and which makes the world an exciting place. Every piece of history that we lose leaves a hole in the present. (UNESCO 1998)

Language choice is a fundamental factor in the interplay between education and culture. Over 220 million school-aged children speak different languages at home than in schools or official settings. To a poor child or adult, school or a literacy class in another language may seem to be an alien place, part of a richer, more powerful world that it is difficult to enter and in which it is even more difficult to succeed. Not having one's mother tongue as the language of instruction significantly increases the risk of repeating grades or dropping out of school early. For many years then, UNESCO has promoted mother tongue instruction as a means of improving equity and quality of education. It is a crucial factor in the preservation of the world's rich cultural heritage.

The study of languages (and literature), including one's mother tongue, national and foreign languages are part and parcel of what we mean by the full development of the human personality. Developing expertise in one's mother tongue serves as "the passport to life" in the community in which one was born, and the study of additional languages may well prove to be the "passport to the world of tomorrow." Throughout its history, UNESCO has consistently promoted international co-operation in support of the teaching of foreign languages, and supports bilingual and multilingual education by promoting international exchanges of teachers, and the promotion of language teaching and literature in cyberspace, including the protection and preservation of endangered languages and cultures. The cornerstone of UNESCO's Linguapax programme is supporting the teaching and learning of other languages to facilitate international understanding, the acceptance and celebration of linguistic and cultural diversity and peace.

Whereas there is general agreement about the importance of initial instruction in the mother tongue, reaching an agreement on other language issues is often difficult. Today, there are between 6,000 and 7,000 spoken languages in the world of which 300 are in regular use in the written form. Only 100 languages have a significant written literature.

In multi-lingual societies, uniform solutions to the issue of language of instruction may be administratively and managerially simpler and "cost-effective," but often the problems facing learners whose mother tongue is not the language of instruction are underestimated. Moreover, uniform solutions contribute to the lowering of linguistic and cultural diversity. For its part, UNESCO is an advocate of the policy of mother-tongue-based multilingual education, that is, programmes that begin in a child's mother tongue of first language and gradually introduce the official language(s) or a second language to build a child's confidence in both languages. Such programmes enable learners to build a strong educational foundation in their first language, bridge successfully into one or more additional languages, and continue to use both or all languages for lifelong learning.

At times, the language education policies adopted by, or forced on, governments to support a political agenda have come at a high cost, as the story of education in the former colonies of most colonial powers confirms. The story is far from over. In most countries that were part of the Soviet Block, Russian was a compulsory second language. Immediately after the collapse of the Soviet Union, virtually all of their students wanted to learn English, German or French rather than Russian – now, not next year or the year after, these being for them, the passport to the future. Minister of Education after Minister from the newly liberated nations of Eastern Europe came to UNESCO pleading for help – for language policy, teachers, training and retraining programmes, and teaching materials.

One interesting example was from Mongolia. While part of the Soviet block, Mongolia was to a large extent controlled by Moscow. For more than 50 years, everything, even the Mongolian language, was in Cyrillic script. While attending a EFA Workshop in Ulaanbaatar in 1992, I met with the Minister of Education and Science who informed me that a key part of his government's policy aimed at rebuilding national identity ("Mongolian perestroika") was to rediscover and to use Mongolian script and language in all education legislation, policy documents, teaching and learning materials.

Orthography development is an immense task: many minority languages exist only in an oral form and have yet to develop an agreed writing system, or as in the case of Mongolia, the traditional writing system has been abandoned. Reverting to the traditional Mongolian script was made even more difficult given the perilous state of the country's economy and cultures. Only a handful of older Mongolians were able to use the script. Mongolia struggled to meet the heavy costs involved in translation and reprinting. It faced the daunting challenge of helping the entire education community to learn to read, write and teach using the Mongolian Script. With the help of the Nordic countries and the United Nations University, UNESCO worked with a team of Mongolian linguists to develop a software package to support translation from Cyrillic to Mongolian script, to develop, print and distribute new textbooks and education documents, and to provide the necessary training.

Every country is rightly proud of its rich cultural heritage, and many are keen to involve UNESCO in the protection of that heritage. Mongolia was no exception. Visiting not only schools and universities, but also museums and heritage sites, I learned more about that heritage, about Genghis Khan, about how much of that heritage had been lost or destroyed. Over the weekend, the Minister took me to a

rural township to hand out the prizes to the winners of the children's division of the famous Mongolian horse race across the steppes. The extraordinary skill of the 8–12 year-old Mongolian children racing 10 km or more across the steppes was humbling, reminding me that understanding and caring for one's horses is very much part of the culture and life of most Mongolian children: "A Mongolian without a horse is like a bird without wings."

Next, the Minister took us to visit the task force developing what was to become the Danida-UNESCO distance education project for nomadic women of the Gobi desert (see Box 3.4). It is a project that continues to inspire, one that demonstrates the wisdom of utilizing both well-established communication systems (the horse and camel in Mongolia), while taking advantage of new communication technologies to train literacy workers in remote areas. We bounced along for another 50 km across the steps, my new-found Mongolian friends singing folk song after folk song. Eventually, we arrived at the *ger* (the demountable circular dwelling used by nomadic Mongolian families) belonging to the brother of the Minister. It proved to be a gathering of the clan – large quantities of mutton, cheese, vodka and *airag* (fermented mare's milk) were consumed, much laughter and many traditional games.

In 1999, I went to Iraq to visit the projects being undertaken by UNESCO for the Kurdish and marshland peoples. While there, the Ministry of Culture took me to see the World Heritage sites at Babylon and the Tower of Babel. The Tower is symbolic of the confusion and conflict that emerges as the world shrinks and nations do little to develop the capacity of their children, youth and adults to communicate with each other and their neighbours. The ruins speak of the folly of the ancient Assyrians who challenged the Almighty; the folly of dictators who seek to extend their power by force; the folly of nations that seek to combat violence with more violence; the folly of leaders who use confounding language to conceal their real agendas. In 2003, Saddam Hussein, the dictator who had ruled Iraq by force for so long, was overthrown, confounding language being used to legitimate the invasion of Iraq. Not long afterwards, I was asked to address an international conference of language teachers in Australia. Reflecting on the lessons learnt at UNESCO about language policy and on the ancient and recent history of Iraq, I concluded:

> As nations and cultures become more intertwined, it becomes ever more imperative that education systems develop language policies and programmes to counter the resurgence of discrimination, racism, ethnic violence and xenophobia which has erupted at the dawn of the 21st century. For both dominant and minority cultures in a multicultural nation, learning to live together must become a two way intercultural process – for it demands that each learn about, understand and respect the languages and cultures of the other, accommodate differences and resolve conflicts peacefully and democratically. Language studies serve as a passport to the world, to tomorrow – not only for individual students, but also for corporations and nations. Our common future will depend on the degree to which we all become better world citizens, creating unity within diversity. High quality language teaching helps us communicate and work effectively with others, to build strong cultural roots, to understand and respect the cultures and languages of others, and to appreciate the richness and diversity of our cultural heritage. (Power 2005)

If the goal of education for all is to be met, education systems must take into account the cultural and linguistic contexts in which the peoples of the world live. Dealing with that diversity poses a major challenge for policy-makers and educators

concerned with social cohesion and the quality of education on the one hand, and protecting the rights of their linguistic and ethnic populations on the other. Given that UNESCO has a strong commitment to the inherent value of cultural diversity and human rights, its work on language policy is based on three guiding principles:

1. UNESCO supports mother tongue instruction as a means of improving education quality by building on the knowledge, experience and culture of learners and teachers
2. UNESCO supports bilingual and/or multilingual education at all levels of education as a means of promoting social and gender equality in linguistically diverse societies
3. UNESCO supports language as an essential component of inter-cultural education in order to encourage understanding between different population groups and to ensure respect for fundamental rights.

The specific orientations corresponding to each of these principles are set out in its position paper on *Education in a Multicultural World* (UNESCO 2003). For example, it is clear that literacy can only be maintained if there is an adequate supply of reading material for adolescents and adults as well as school children, and for entertainment as well as study. In co-operation with UNICEF, National Commissions and Centres such as the APCEIU in Korea, UNESCO has produced a treasure-trove of materials in a wide diversity of languages.

The combination of the homogenising force of globalisation and political interest has blocked attempts by UNESCO to promote acceptance of an international convention on cultural and linguistic rights. The concept of linguistic rights has been strongly opposed by governments where minority groups (e.g. ETA Basques in Spain, Albanian Kosovites in Serbia) have been in open conflict with the authorities. In others cases, the sheer cost of teaching in a diversity of languages and the issue of standards in the national language were seen as insurmountable obstacles. The move to create a Convention on Linguistic Rights failed, but it seems to me that social conflict in multicultural-multilingual societies is more often associated with the abuse of fundamental rights and freedoms than with acknowledging the legitimacy of cultural and linguistic rights within educational systems that facilitate learning to live together.

7.3 Education and Indigenous Cultures

The right of indigenous people to choose the kind of education that shall be given to their children is affirmed in Article 26.3 of the Universal Declaration of Human Rights. To facilitate solidarity among the indigenous peoples of the world and to make possible the sharing of ideas, programmes, pedagogical materials and research, we held many workshops and training programmes, and set up networks and UNESCO Chairs on indigenous education, the objective being to build the capacity of indigenous peoples to ensure that the education being provided for their children is empowering.

UNESCO's Member States include the world's smallest and most vulnerable countries. In most cases, the formal education systems imposed by colonial powers contributed to the destruction, rather than protection, of their rich cultural heritage. One of the most memorable events in my first years at UNESCO was a seminar held early in 1992 in Rarotonga (Cook Islands) on Education, Culture and Development. The seminar brought together leading indigenous educators from Australia, New Zealand and all of UNESCO's Pacific Island Member States. At the core of the seminar were 17 case studies of successful programmes of education for cultural development and 5 keynote addresses, 1 from the Prime Minister and the rest from leaders in the field such as Konai Thaman, Edna Tait, Robert Teasdale and Steven Harris.

My opening address (Teasdale and Teasdale 1992) began with a quote from Carlos Fuentes: "Culture is a seashell where we hear voices of what we are, what we were, what we forget, and what we can be." The cultures of the Pacific have a dignity and a value which must be protected and preserved, but over the years, the educational systems of the Pacific have been standardised: their values, structure, curriculum and pedagogy reflect their nineteenth century European origins. Moreover, globalisation of both education and mass media poses a threat to the very fabric of indigenous cultures, their mother tongue and traditional norms and values. I closed with three fundamental questions about education and culture:

- What knowledge, skills and values are of such importance to the survival of each Pacific culture or way of life that they must be taught?
- Are there ways of promoting learning and the development of young people that are distinctive, appropriate and effective in the different cultural contexts of the Pacific?
- What are roles of teachers, parents, family members, elders, community learners inside and outside the school and other contexts in which young people learn?

In Rarotonga, the Prime Minister, Sir Geoffrey Henry, closed his remarks with an ancient Chinese proverb: "We cannot know the village where we are going, unless we know the village from whence we came." At the heart of the educational and social problems confronting Pacific Island Countries is the loss of cultural identity. Many young people simply do not know who they are and are losing their way – leading to feelings of disempowerment, to failure at school and, in some cases, to dysfunctional behaviour – to substance abuse, vandalism, violence, crime, even suicide.

The case studies and workshops that followed were a particularly rich source of ideas, strategies and teaching materials, shedding light on the issues raised in the plenary session, and how they are being tackled throughout the Pacific. What was impressive as well was the extent to which the indigenous educators were empowered by the experience, pushing on their return for the adoption of policies and programmes that had proved to be effective in countries like New Zealand and the Cook Islands. Several of us who met so long ago in Rarotonga are still working to support the re-engineering of education in the Pacific, the APCEIU (2009) handbook for primary schools and workshops for educational leaders in the Pacific forming part of that effort.

An important outcome of the seminar was a series of recommendations based on the premise that each culture must own and control the key aspects of the education of its people. The Recommendations from the EFA Round Table on Education and Culture and the Rarotonga Seminar certainly impacted on UNESCO's education policy and programmes. It also provided concrete evidence in support of UNESCO struggle to combat the "one size fits all" position all too often taken by the development banks and bi-lateral aid agencies. In 1992, the UN Declaration on the Rights of Persons Belonging to Ethnic, Religious and Linguistic Minorities was adopted, and 1993 was proclaimed as the International Year of Indigenous Persons. The need for education policies and programmes to respect the basic rights of indigenous peoples is encapsulated in the UNESCO 2005 Convention on Cultural Diversity.

In the mid-1990s, the Russian government decided to create space for the indigenous peoples in Siberia to use mother-tongue as the initial language of instruction and to incorporate elements of their traditional way of life in the primary school programme. I joined Vladimir Kinelev, then the Russian Minister of Education, to officiate at the launch of what was termed the "National Schools Project," a joint UNESCO-Russian Federation programme in Jakutsk, Siberia. The official opening over, we were taken to visit one of the rural primary schools serving one of the tribal communities. It was a unique cultural experience. Most of Jakutija is Artic tundra, covered in snow and ice and bitterly cold in winter. We climbed into a convoy of Russian jeeps and headed north along what seemed to be the only road. Suddenly, the convoy left the road, mounted a bank and plunged into, or should I say onto, the Lena River. It was, of course, frozen solid and served as the road to the village in which the school was located. Welcoming us to the school, the principal, community elders and shaman (holy man), explained what the new language and cultural education policy meant for the community and how it was being implemented. While written materials in the local language (Jakutsk) were at best limited, the oral tradition (mother-tongue, dance, art, music, festivals and story-telling) were very much part of the life of the school, even if the school was still clearly Russian. As always, the children were the stars – their dances, songs and art told their story, despite the language barrier.

Once again, the trip back to town provided insights into life in Russia and Siberia. Before leaving our river highway, the tradition is to say thank you to the river for allowing us travel along it. Stopping in the middle of the Lena River, bottles of vodka appeared. A toast: "One for the river, one for Russia." Back in Jakutsk, the President of this remote Russian Republic asked me to visit him in his Presidential office. The President wanted his Republic to be represented in its own right within UNESCO, adding that "we can't trust the Russians." He was also keen to ensure that the local university and ministry of education officials learn about, and develop expertise in, the education of indigenous peoples. I explained that only national governments are allowed to be Member States of the UN and UNESCO, and that he would need to push the government of the Russian Federation to ensure that the interests of the Jakutsk and other minorities were respected. I added that UNESCO would be happy to facilitate the efforts being made to develop education policies and programmes that better serve the indigenous peoples of the region.

We agreed that the school we visited should join UNESCO's Associated Schools (ASP) Network. At UNESCO, we no longer had an expert in mathematics education, the post being one of the casualties of cutbacks created by the withdrawal from UNESCO of the USA and UK in the mid-1980s. The President offered to provide an expert in the field at no cost to UNESCO, and we agreed that the expert selected could become the focal point for the development of co-operation with UNESCO on indigenous education and culture. In so many things in life, establishing partnerships is about finding win-win solutions.

The indigenous peoples of the Americas also have faced formidable problems, often being the victims of oppressive regimes. Whether they are Mayas in Guatemala and Mexico, Quichuas in Peru, Bolivia and Ecuador, Mapuches in Chile or Guaranis in Paraguay, large numbers of indigenous Latin American children never see the inside of a classroom, particularly if they are girls. The education of indigenous populations does feature in the educational programmes of most Latin American countries, but although laws have been passed and roundtables held, concrete action has been piecemeal. One of the main obstacles is the language barrier. Although indigenous languages are often recognized by law, many indigenous children and adults never master Spanish. Exclusion from education today means exclusion from economic, social and political life tomorrow, and this is the lot of most of the indigenous peoples of the region – and in all regions of the world. At a UNESCO seminar on education, ethnicity and gender in Bolivia, educationalists and activists shared their experiences. One of the latter recalled: "I have suffered incredibly and still continue to feel the setback of being indigenous. Once, a person asked me if I could read and write. In fact, I have published two books. He could not believe that I, an indigenous woman, could write."

The struggle to uphold the rights of every marginalised group in plural societies continues, even in Europe. Despite efforts to expand and improve education for Roma (gypsy) peoples, as many as 50 % of Roma children fail to complete primary education. The research on the education of marginalised children confirms that completion depends largely on access to culturally appropriate early childhood and primary education programmes, that is, an education that is inclusive of their mother tongue and culture. Since the 1990s, UNESCO and the Council of Europe have worked to develop policies and programmes that improve the educational possibilities of Roma children. For indigenous and minority groups, access to, and completion of primary education, is facilitated by an education embodying human rights principles: non-discrimination, intercultural education, tolerance and respect.

At the turn of the century, Mary Robinson (UN High Commissioner for Human Rights and former President of Ireland) asked UNESCO to hold a consultative seminar to synthesise and evaluate the work being done to address the educational and cultural challenges facing the world's indigenous peoples. The seminar brought together representatives of many of the indigenous peoples, scholars and policy makers that I had worked with over the years. It covered such fields as citizenship and identity; indigenous knowledge, learning and education; culture and development; and the challenges posed by globalisation. As contemporary systems of education co-exist alongside traditional knowledge and learning systems, the challenge in

education is not to eliminate one at the expense of the other, but rather to explore ways of giving validity to both in response to the needs and expectations of indigenous peoples themselves.

In 2007, the General Assembly adopted the UN Declaration on the Rights of Indigenous Peoples. The Declaration was as a result of more than 20 years of work by indigenous peoples and the UN system. Article 14 focuses specifically on the educational rights of indigenous people, giving them "the right to establish and control their own education system and institutions, providing education in their own languages, in a manner appropriate to their cultural methods of teaching and learning," and "the right to all levels and types of education of the State without discrimination." Article 15 speaks of both cultural and educational rights: "Indigenous peoples have the rights to the dignity and diversity of their cultures, traditions, histories and aspirations which shall be appropriately reflected in education and public information," adding that States "shall take effective measures, in consultation and co-operation with indigenous peoples concerned, to combat prejudice and eliminate discrimination and to promote tolerance, understanding and good relations among indigenous peoples and other segments of society."

The threats to cultural diversity are as real as the threats to environmental diversity. The UN Permanent Forum, of which UNESCO is a part, continues the fight at the international level for the rights of indigenous peoples and for the preservation of endangered cultures and languages.

7.4 Education, the Arts and Humanities

One of the main ways in which civilizations and nations express and preserve their cultural identity is through "the arts" (e.g. the visual arts, performing arts, traditional crafts and other art forms) and the "humanities" (e.g. languages, literature, history, anthropology). Education in the arts and humanities are a vital part of the quest to ensure that education does contribute to the full development of the human personality (aesthetic, moral, emotional and physical, and not just intellectual): the trunk, perhaps, of the tree of life for every person and every society. The importance of Education for the Arts and Humanities has always been a recurring theme in UNESCO's work. UNESCO supports the provision of education in the arts (and physical education and sport) for children and young people living in deprived areas. It assists in the reconstruction of museums, libraries, art galleries and music schools in war-torn countries, and the development of programmes utilizing the arts in schools as part of the healing process for traumatised children. Street theatre and art play a key role in UNESCO's HIV-AIDS and community health education programmes, as well as its efforts to promote intercultural understanding and combat racism and stereotyping.

In many countries, education and culture are housed in different Ministerial silos, posing a problem of co-ordination we also had to face in UNESCO – it has an education sector and a culture sector. Discussing the issue with the Director-General

and Henri Lopez (ADG for Culture), we decided that the theme of the 1992 International Conference of Ministers of Education (ICE) should be the Contribution of Education to Cultural Development. For the first time, both the Ministers of Education and the Ministers of Culture were invited to attend the ICE. In preparing for ICE Conferences, each country is asked to submit a report on its policies and programmes pertinent to the theme of the conference. For many countries, preparing for the 1992 ICE was new territory – it meant that the two Ministries had to work together to prepare the national report. In so doing, they discovered the strengths and weaknesses in their national policies and programmes, and new ways in which the two Ministries could support each other's work. As the UN agency responsible for international co-operation in education and culture, UNESCO plays a key role internationally in the promotion both of the arts and humanities. It supports the development of education in these two areas, both as an integral part of quality education for all, and as the driving force in development of those with special talents in the creative arts. The Director of the UNESCO Observatory in the Arts at Melbourne University, Lindy Joubert (2008), explains:

> The arts in education are a powerful tool to engage different sectors of society to enrich and empower lives. The sounds of music, the rhythmic motion of dance, the call of theatrical persuasions, the poets of prose and the lilt of the iambic parameter draw us into the secrets and practices of little known cultures and communities … the arts in education have the power to act as indicators and shapers of our sensibilities and personal development While shaping our imagination, they add to all creative achievements, the refinement and grace that epitomises the best of human endeavour. This is where the arts have a special place: how the beauty of the art work, the dramatic performances, the transcension of a glorious singing voice, music in all its forms and the poetic rhythm of words and memories, recall the sorrows and joys of one's life, adding intangible elements that allow us to share experiences and bring us closer as human beings.

In partnership with museums, schools and academies specialising in the arts and culture, we found that it is possible to achieve the impossible both in the discovery of hidden talents and in the preservation of the world's artistic heritage. Many outstanding musicians (e.g. Yehudi Menuhin, Montserrat Caballe), artists (the murals in UNESCO were painted by Picasso and Miro), Nobel Laureates for Literature and actors (e.g. Peter Ustinov) have been our standard bearers. They have served as UNESCO Goodwill Ambassadors, running master classes for talented young artists, actors and writers organised by UNESCO.

Ushering in the new millennium, the Director-General (Koichiro Matsurra) launched an international appeal for the promotion of arts education and creativity at school level. He affirmed that the "creative spirit" contributes to the "shaping of the human personality, bringing out the full development of children and adolescents and maintaining their emotional balance." He argued that the school of the twenty-first century must be able to anticipate the new needs by according "a special place for the teaching of artistic values and subjects in order to encourage creativity." At the 1999 General Conference, Matsurra called on Member States to ensure that the teaching of the arts is "mainstreamed into the formal education systems." The series of regional arts education meetings organised by UNESCO that followed culminated

in the 2006 World Symposium of Arts Education in Portugal. In turn, this event led to the establishment of a network of observatories to create a wider and more open platform for arts education.

7.5 World Heritage in Young Hands

Launched in 1953, the Associated Schools Project (ASP) was one of the first measures taken by UNESCO to transform its ideals of promoting understanding of other cultures at the school level into reality at the "grass roots" level. The Project aims to encourage and support schools selected by the UNESCO National Commissions of their country as "lighthouse schools" or "laboratory schools" for pilot testing of new ideas. ASP schools are expected to be innovative, creating teaching methods, learning materials and collaborative projects that help create a culture of tolerance, mutual respect and understanding through education. Today, UNESCO-ASP co-ordinates and networks the activities of over 9,500 schools and colleges in more than 180 countries. The network conducts training seminars, prepares teaching materials, runs international and regional meetings, youth festivals, and participates in other UN initiatives.

In view of the many continuing threats facing the cultural and natural heritage sites inscribed in UNESCO's World Heritage list and protected by the 1972 World Heritage Convention, the Associated Schools Network (ASP) and the World Heritage Centre (WHC) launched a joint project entitled "Young People's Participation in World Heritage Preservation and Promotion" in 1994. The project aims to encourage young people to know about the universal value of World Heritage and to empower them by developing the expertise needed to actively participate in heritage conservation around the world.

In the 20 years that followed the launch, UNESCO has organised many World Heritage Youth Forums in all regions of the world. The first was held in Bergen, Norway in 1995. At the Forum, I asked the ASP students to play an active role in the protection of the world's cultural and natural heritage:

> We want you to be our ambassadors, the "cultural carriers" of World Heritage for the 21st century. Our cultural heritage helps to guide us throughout our lives and the natural and cultural sites are our guideposts. They are part of the moral fabric and values which give us an appreciation for the past, a sense of direction for the present and confidence in the future.

The International Forum brought together over 100 students and teachers from our Associated Schools in 25 countries, our goal being to explore and share ways in which schools can contribute to the achievement of the aims of the joint project. The Youth Forum was organised so as to coincide with a UNESCO-WHC meeting of the mayors of World Heritage listed cities like Bergen. The ASP schools invited were located in these cities, one of the conditions being that the students attending the Forum develop and present a multi-media kit for schools on the World Heritage city from which they had come. What the students from our ASP schools produced were fantastic tools for teaching and learning, jewels that sparked even in the muted light of a Norwegian summer. The presentations by youngsters (most in their early teens) were

inspiring: they enticed all of us to come visit their city, challenging us to learn more about its history and its rich cultural heritage. Indeed the packages produced were so good that they are now proudly housed in the Bergen museum. Each presentation sparked a lively discussion about the kind of learning experiences and the actions needed that would best preserve and promote their heritage listed city, and deepen the understanding and respect of other young people for their heritage and that of others.

The passion for the preservation of their heritage of the young students from our ASP schools became evident when they joined the mayors of 40 or so cities on the World Cultural Heritage list in Bergen's City Hall. At the closing ceremony of the mayoral meeting, mayors proudly lauded what they had done to preserve the heritage of their city. Our ASP youngers were invited to speak: several challenged the claims made by the mayor of their city: "I am sorry, Mr. Mayor, but in my part of the city that didn't happen." Collectively, the Youth Forum put forward a request that the voice of youth be represented on the World Heritage Task Forces set up by the mayors to conserve their heritage as required by UNESCO. The mayors conceded: young people now play an active role in protecting their heritage.

As ADG for Education, I attended all regional UNESCO Ministers of Education Conferences, serving as the official representative of UNESCO. A couple of years after the Youth Forum, I went to Kingston, Jamaica for the Latin American and Caribbean Minister's Conference. Near Kingston are the ruins of Port au Prince, the Heritage listed ancient pirate town. On arrival, I was informed that the small group of young students from Jamaica who attended the Youth Forum in Bergen wanted to meet with me. I was delighted – I remember the passion with which they tackled the problems facing their heritage site. "We were," they admitted, "once part of the problem. We came from a tough part of Kingston, and spraying graffiti on public buildings was part of our life. In developing our package, we learned who we were and are now very proud of our city and its heritage. So now, no one dares to deface it. We are working hard to preserve it." They went on: "Mr. Power, you remember that when we were in Bergen you promised to write to every Minister of Education to make sure that learning about World Heritage would be part of every school curriculum." "Yes," I meekly replied. "Did you do so?" "Yes, I did." "Can we see the letter to our Minister? It will help support our campaign.[1] " Talk about education as empowerment! Some of these young people were in danger of becoming part of the violent underclass of Kingston, but now they have a passion and a purpose in life. Rather than dropping out of education, they went on to develop the expertise needed to preserve the roots of what they are and what they have now become: responsible young professionals dedicated to serving the communities in which they live.

The stories of our ASP schools working on the creation of multi-media packages on World Heritage sites is consistent with research (Joubert 2008) confirming the value of the co-operative learning taking place in arts, science, environmental and cultural projects grounded in the community of which the school is a part. Such programmes have been found to help promote good quality basic education and the

[1] Thankfully I had written to all Ministers and UNESCO National Commissions and was able to send them the letter.

development of "life skills" (e.g. team work, problem solving, creativity, communication skills, ICT skills). Joubert reports that In the USA, research undertaken through the Social Impact for the Arts Project showed that low-income neighbourhoods with high degrees of cultural participation were three to five times more likely to have low levels of truancy and delinquency. Artists and athletes working in collaboration with schools are successfully helping them to tackle problems of exclusion, and to unleash the power of "creation and expression in digital-age children."

In parallel with the organisation of World Heritage Youth Forums in Norway, Croatia, Zimbabwe and China, the small but very dedicated ASP team worked with the WHC to prepare the World Heritage Educational Resource Kit for Teachers entitled *World Heritage in Young Hands* (UNESCO 1999). The kit was produced in response to a strong demand from teachers around the world for user-friendly educational materials and to actively involve young people in the protection of their own and the world's rich cultural and natural heritage. It now has been published in many languages, and a number of countries have produced their own national kits to supplement the world heritage kit. Of the many kits UNESCO has produced for teachers, *World Heritage in Young Hands* is perhaps the one that stands out. It is a superb example of what we mean by "good practice" and "international co-operation" aimed at improving the quality of education and contributing to some of the most important goals of the UN and UNESCO. The Kit consists of five thematic chapters: the World Heritage Convention, Identity, Tourism, The Environment and a Culture of Peace. It suggests both classroom and extra-curricular activities and provides a rich array of materials on the world's major cultural heritage sites for use in the classroom. For example, the kit shows how students can work on their own personal and cultural identities. They learn, for instance, how distinctive building styles and materials express identity and how the Great Zimbabwe National Monument became a symbol of Zimbabwe, or how Norwegian wood has influenced Norwegian culture.

The kit was launched at the International Workshop on World Heritage Education held in Chartres (France), the site of that magnificent cathedral that is such a valued part of the world's cultural and artistic heritage. I, for one, would not like to live in a world without cathedrals, mosques, temples, museums, opera houses, concert halls or art galleries. We need their beauty and grandeur, their imperious silence to stand against the vulgarities of our world. We need the magic of a Mozart, the elegance of a Ming vase, the genius of a Leonardo Da Vinci, the sharp eye of a Monet, the clear voice of a Tolstoy and a Camus.

As part of its programme, UNESCO regularly brings students from ASP schools from other countries to France. We want them to see how democracy works, to hear their voice, and to involve them in the development of UNESCO's education policies and programme. The students attended sessions at the French parliament and UNESCO's Executive Board, and generated their own recommendations and declarations on issues important to them (e.g. environment, human rights, ICT), presenting them to UNESCO's Board, and on returning home, to their President or Prime Minister.

At a Sunday lunch in 1996 at the home of one of my Directors, Leslie Atherley, I meet with the Executive Vice-President of the Disney Institute. He was in Paris to

discuss ways of encouraging children from France and its neighbours to visit Euro Disney, attendance being well below expectations. I informed him that each year we invited young people from our ASP schools throughout Europe to Paris, and that we had a problem as well: we needed private sector funding to continue to do so. And so we moved to a win-win solution. We agreed that young students from our ASP schools throughout Europe would be housed at and visit Euro Disney while in Paris. Good publicity for Disney, great fun for the kids, and a move that helped to solve some of our funding difficulties. The joint venture proved to be a great success, even if there were those in France who did not warm to the idea of UNESCO working with US corporate giants. Three years later we met again to review the programme. The evidence was clear – it was a winner for both Disney and UNESCO's ASP programme. So much so that Disney agreed to my proposal to go global with the programme. I told them of the outstanding contributions the young people in our ASP schools were making to the community. I suggested that it would be a great idea if their work could be recognized globally at a special event at Disneyland or Disney World.

Eventually we agreed. Disney World Resort, Florida would host an event dubbed "The Power of One" in May, 2000. The Resort would accommodate the children and their teachers, provided we found the funds to get them there. We worked together to make the dream come true, obtaining support from the Ronald McDonald's House Charities, McDonald Corporation and the Walt Disney Company, with special deals from airlines and American Express, and global TV and media coverage from ABC News and CNN. We obtained enough support to bring 2,000 children and young people from ASP schools in 90 countries to Florida for a week. They were accompanied by their teachers and parents, some 6,000 participants in all. As sponsors, we welcomed the participants to "The Power of One." The sub-title, "Kids Making a Difference Today: Inspiration for a Better Tomorrow," heralded our intent. The Global Children's Summit included a special event, the "Millennium Dreamers Symposium," to honour the 2,000 "Millennium Dreamers Ambassadors." All of these remarkable young people had made a difference. In UNESCO, with the help of our National Commissions, we had evaluated community projects undertaken by ASP schools,[2] selecting those which stood out as having the most significant impact. Each of the young people attending had played a key part in the development and implementation of one of the projects selected. As such, the 2,000 Millennium Dreamers epitomise "the power of one," and the power of education. In my view, they are destined to be the leaders of tomorrow.

The event was launched by Superman, Christopher Reeves. He inspired all of us, both by what he had to say and simply by being there. He welcomed the 2,000 young ambassadors as heroes, explaining that "a hero is an ordinary person who has done something quite extraordinary." All of our young heroes had done something quite extraordinary. Totally paralysed after an accident, being exposed to a hot Florida sun for more than 30 min was life threatening for Christopher Reeves. And so it was crucial for us to get him up onto and back off the podium quickly. He was a real superman.

[2] At the time, 7,000 schools were part of UNESCO's ASP network. It now stands at over 9,500.

The Symposium was just as stunning as the opening ceremony, even if our panel[3] ("Inspiring Adults – the Leaders of Today") was no match for the one run by our Millennium Dreamers – the Leaders of Tomorrow. The examples given in Box 7.1 are but a few of the extraordinary projects undertaken by these remarkable young people presented at the symposium. They are my heroes.

Box 7.1: The Power of One – Four Young Heroes

Jesus Mahoroeo: 15 years old, Brazil. Jesus, a member of the ancient and nearly extinct Xavantes tribe, comes from deep in the heart of Brazil's rainforest. His father is the tribe's chief. Proud of his heritage and concerned that his 500 year old culture was slipping away, Jesus wanted to do something to preserve the story of his people. Invited to participate in an exchange programme at a school in San Paulo, he saw a computer for the first time and adapted quickly to the high tech world. Jesus created a CD-ROM which recorded aspects of his tribe's history, culture and unique language. The CD-ROM has been used widely by schools throughout Brazil to build new bridges of understanding. Jesus continues his fight to preserve his heritage and to make a tangible contribution to education for intercultural understanding in Brazil.

Jozica Zupancic: 12 years old. Slovenia. In 1999, Jozica decided to help Kosovo children refugees. First, she convinced her family to take in Kosovo children and care for them in their home. Then she rallied the rest of her school friends to do the same, helping to shelter these innocent victims so that they could experience peace and affection during a traumatic time. Because of her humanitarian acts, her school was named a UNESCO School of Peace. Her passion is to continue to actively work to create a more peaceful world "which will not know the differences between people."

Sency Gonzalez, 10 years old, Puerto Rico. Saddened by the death of a friend hit by a car while playing in the street, Sency realised that children in her community were forced to play on the street because they had no other place to go. After seeing a TV show about an abandoned park, she called the governor and asked his help in rebuilding the park for use by children. The governor agreed. The community named the park after this determined girl, and Seny is now working on other "safe play" initiatives to help her community.

Jamie Motales: 15 years old, USA. Jamie is a prolific speaker on HIV-AIDS Education, a subject she understands only too well. Her mother, uncle and godfather all died from AIDS, and her father is currently living with the disease. Jamie started public speaking when she was 8 after she saw her guardian present an AIDS awareness programme. "I started because I did not want anyone to learn about the disease the way I did." Since then she has created her own media supported programme and had spoken to more than 13,500 young people. "They realise I am giving them life-saving facts."

Extracts from *The Power of One* brochure, Disney Institute, 2000.

[3] Sally Ride, the first American woman astronaut; Teri Lindner, US Outstanding Teacher of the Year; Federico Mayor and myself.

Breaking the Silence is another superb example of the innovatory role played by the ASP network of schools designed to help young people discover their roots, their cultural heritage. It is the first international effort to mobilize schools around the transatlantic slave trade as a human tragedy, to tell the whole story of the suffering it caused, the racism it generated and its social, economic and cultural impact on our world. The full story of the slave trade is still largely untold although the transatlantic slave trade lasted over 400 years from the late 1400s to the 1850s. Europeans exchanged arms, fabrics and other goods for human beings in Africa. The slaves they bought were in turn sold for great profit to the owners of coffee, sugar and cotton plantations in the Caribbean, the Americas, Europe and the Arab States. Although the exact numbers will never be known, tens of millions of Africans were carried in this way to a life of bondage. This triangular arrangement describes the human tragedy of the slave trade.

"By learning about the past," explains Elizabeth Khawajkie (then ASP's international co-ordinator), "young people can understand the present and prepare a better future." The *Breaking the Silence* project links ASP schools in Europe, Africa and the Caribbean to promote mutual understanding of slavery, respect and dialogue among young people. As they become more aware of the causes and consequences of the slave trade, students are learning about the immense cultural contribution of the African diaspora to the societies they peopled. They also may discover some of the dark secrets of their nation's past. Working together, students from ASP schools in Trinidad-Tobago, Ghana and Norway studied different articles of the Universal Declaration of Human Rights and how their countries implemented the Article which explicitly prohibits slavery and the slave trade. Very few Norwegian students knew that Norway was an active participant in the slave trade. Sadly, in one form or another (human trafficking, child labour, prostitution), slavery and forced labour continue as young people, particularly children and women, are abducted, raped, tortured and sold, or forced to be child soldiers. Education for empowerment is about equipping young people and the adults who care about children in need with the knowledge, skill and determination to work together to stop such abominations.

Concluding Comments

All living systems grow and change. Coconut trees and human beings continually create new structures and processes in response to changing conditions. What we see as learning is the product of a search through our brain's library of operating networks for the combinations that best allow us to respond to an immediate challenge or task. In much the same way as a student goes to the web or a library to select and then to synthesize materials from pre-existing sources to complete an assignment, we adapt, expand and integrate new experiences within these operating networks. We learn from our parents, family and friends, the community and the workplace, books and the net, as well as schools, colleges and universities.

(continued)

What, how and how well we learn depends on the cultural context: on the learning opportunities and experiences available to us, and the support given to us as we seek to make sense of, and to use them to achieve our goals. Thus the developmental tasks and educational goals facing us at each milestone in our lives as we move from childhood to old age are very much dependent on the way of life of the community in which education and learning take place. The process and the content of learning, and the way in which our schools, colleges and universities operate are shaped by the cultures in which they are embedded.

In this chapter, the focus has been on the relationship between culture and education. But like trees, people and their cultures do not exist in isolation: they interact, they co-exist and are interdependent. The next part of our story is about that interaction, about the role played by UNESCO in promoting intercultural understanding and learning to live together in peace.

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Chapter 8
Towards a Culture of Peace

If we are to reach real peace in the world and if we are to carry on a real war against war, we shall have to begin with children.

(Mahatma Gandhi)

At UNESCO's inaugural conference in 1946, the Chair (Ellen Wilkinson, UK Minister of Education) called on governments to replace "nationalistic teaching by a conception of humanity that trains children to have a sense of mankind as well as national citizenship." What the allied leaders sought was to build the defences of peace in the minds of men (and women) through education, a peace founded on respect for human rights, democracy, international understanding and solidarity.

In this chapter, we continue with the story of the role played by UNESCO in the past 25 years in building a culture of peace and international understanding, focussing mainly on education.

8.1 Education for International Understanding: Norms and Recommendations

Education for international understanding (EIU) has always been at the heart of the mission of UNESCO. EIU is an education that seeks to enhance understanding of other countries, peoples, cultures and ways of life in order to create a world where all human beings live together and with nature in peaceful co-existence. Today, as a holistic pedagogy, EIU embraces education for peace, human rights, freedom, justice and equity (Lee 2006). Such an education necessitates the development of both competencies and values, the inner resources to empower young and old dedicated to building a better world. As such, EIU is a key part of the moral task of education.

We live in a world in which thousands of communities, most of which are multicultural, co-exist in over 200 States. Peace and security are not possible if there are no laws, rules or agreed norms governing behaviour, even if it is difficult to agree on

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precisely what we mean by peace, human rights and democracy (Page 2010). Nonetheless, there is an underlying unity in the diversity of the world's cultures, philosophies and religions. The dialogues conducted as part of the UNESCO work confirm that there is a set of universally accepted values. These "global ethics" serve as the foundation of UN and UNESCO normative instruments.

During the cold war, UNESCO sought to build a consensus between the East and West on education for international understanding (EIU), the outcome being the 1974 Recommendation on Education for International Understanding, Co-operation and Peace and Education relating to Human Rights and Fundamental Freedoms. Twenty years later the world had changed: the cold war was over and most nations were, or at least claimed to be, democracies. There may be fewer wars between nations and fewer dictatorships, but civil wars, violence, racism, intolerance, injustice, abuses of basic rights, exploitation and oppression continue.

Whereas keeping the peace is the responsibility of the UN, the responsibility for building peace rests with UNESCO. In 1995, the Education Sector[1] updated the Declaration and Integrated Framework of Action on Education for Peace, Human Rights and Democracy. By adopting the Declaration, the governments of UNESCO's Member States agreed to strive "to base education on principles and methods that contribute to the development of the personality of pupils, students and adults who are respectful of their fellow human beings and determined to promote peace, human rights and democracy."

In 1999, the UN General Assembly adopted the Declaration and Programme of Action on a Culture of Peace to ensure that children from an early age onwards benefit from "education on the values, attitudes, modes of behaviour and ways of life to enable them to resolve any dispute peacefully and in a spirit of respect for human dignity and of tolerance and non-discrimination." To clarify the international frameworks relating to human rights education, citizenship education, intercultural education and related themes, UNESCO drew the threads together producing Guidelines on Intercultural Education, and in 2007, Member States adopted the Convention for Cultural Diversity. The Convention is a normative instrument designed to safeguard endangered cultures and the world's rich cultural heritage.

UN recommendations, guidelines and declarations are pointless if they are ignored by governments, education authorities and institutions. Peace and democracy are fragile: violence, corruption, abuses of power, inequity, exploitation and exclusion are not unknown even in the most well-established democracies. Conflicts fuelled by old hatreds and by abuses of basic rights and freedoms are all too readily reignited by those seeking to gain or to hold onto power by force.

Neither democracy nor peace can be imposed from above. They grow from the bottom up. Thus UNESCO's long-term objective is to develop a complete system of

[1] Kaisa Savolainen, Director of Section for Humanistic, Cultural and International Education, played a key role in UNESCO's work on education for peace, human rights and democracy throughout the 1990s.

education and training for peace, human rights and democracy, tolerance, non-violence and international understanding aimed at all population groups and encompassing all levels of education (Power 2011).

8.2 First Steps: Textbooks and Teaching Materials

Each national system of education reflects the type of political system and society that a government seeks to maintain or to create. If one wishes to discover the real purpose of a national system of education, we need to look at what is actually being taught, learned and assessed: at the curriculum, textbooks, teaching materials and examinations being used in schools, colleges and universities.

The allied leaders at the end of World War II were very conscious of the ways in which children and young people in fascist regimes had been indoctrinated throughout their schooling and training. The doctrine that formed a key part of textbooks and instruction in Nazi Germany was that the Aryan race was superior to all other races, and that the nation had to be purged of all people declared to be inferior or a threat to the purity and strength of the nation. Jews, Romani, the physically and mentally disabled, blacks, homosexuals and political opponents were portrayed as "degenerate," laying the ground for their extermination and other means of elimination.

It is not surprising then that the first General Conference of UNESCO in 1946 adopted a resolution inviting Member States to improve textbooks for international understanding, paying particular attention to history teaching and civics education. Three years later, a framework for the Improvement of History and Geography textbooks was produced, the aim being to counter the distortions, stereotypes and nationalistic propaganda that dominated systems of instruction during World War II.

Building on this work, UNESCO has encouraged and supported the mutual revision of textbooks, the first being a meeting of German and French educators in 1953 at what is now the Georg Eckert Institute. The textbooks used in Nazi Germany were classic examples of why drastic revision was needed, but if one examines carefully the textbooks, teaching materials and now the web-based packages used today in most countries, one is almost certain to find that they fall short of what is needed to build a culture of peace, non-violence and respect for the dignity and worth of others. The International Network of Textbook Research Institutes facilitates co-operation among over 300 experts from 50 countries. The network shares research and collaborates in the revision of textbooks in order to promote EIU and to remove bias and prejudice, particularly in the fields of history, geography, social sciences and civics.

The pressure to revise history, geography, civics and language textbooks has ebbed and flowed, peaking in the post-World War II years, again as the former colonies of European powers gained their independence, and again in the countries of

Eastern Europe and the former USSR during the 1990s as they moved towards democracy. "Disarming history" was the dominant theme of the 1999 International Conference on Combatting Stereotype and Prejudice in History Textbooks in Sweden. Disarming history and replacing the glorification of national war heroes with national and international heroes of peace and culture has been a key component in UNESCO's efforts to promote a culture of peace and non-violence and to deconstruct the culture of war and violence.

Revising the textbooks in countries in transition proved to be a massive task, as the story of Mongolia script (see Chap. 7) illustrates. But clearly revisions need to go much deeper than the script to be used: history, geography and civics textbooks are very much at the heart of the political system under which they are produced. They reflect and are designed to legitimate its philosophy, ideology and actions. Whereas the pedagogical materials and texts used in liberal democracies tend to emphasize human rights and freedom, those one finds in hard-core Communist States like North Korea and other authoritarian regimes glorify the State, its leader(s) and military achievements.

The revision of textbooks can be a political sensitive, even explosive, issue. Genocide, mass slaughter, torture, rape and other crimes committed by dictators, the military or secret police are often conveniently ignored or camouflaged in textbooks produced or authorized for use in schools by the government of the offending country. Whereas after the war, new German history texts did admit to some of the crimes against humanity perpetrated by the Nazi regime (e.g. the Holocaust), Japanese history textbooks made no mention of the rape of Nanking, the sexual abuse of Korean women or other crimes committed by the Japanese Imperial Army. After years of complaint from the victims and the governments of China and Korea, the issue exploded when reformers within Japan demanded the school textbooks be changed. Yet to this day, few history textbooks in Japan have been modified.

For many years UNESCO has been responsible for the monitoring of the textbooks used in the schools in the occupied territories and Palestinian refugee camps. It had to ensure there was no bias or misrepresentation with respect to Israel or the Jewish people. Israel also reported on analyses of its textbooks, but in my view, most textbooks fall short when it comes to giving an unbiased account of the history of Israel and that of Palestine. After the war in Bosnia, we did our best to get Bosnia-Herzegovina to revise its history textbooks. There were, in reality, three curricula and three versions of its history – Bosnian, Serb, and Croat – each full of hate and misrepresentations of the other. I fear that in the Balkans, history is destined to repeat itself ("You have to be taught to hate, you have to be carefully taught!" as the song from the musical *South Pacific* says). At times the disputes are about borders: Peru and Ecuador complained about each other's geography textbooks, as did Iraq and Kuwait. In all such cases, UNESCO drew on the expertise within its network to review the textbooks and set up bilateral meetings to seek to resolve the disputes.

In co-operation with the Georg Eckert Institute, UNESCO has organized several international expert meetings over the years to produce a consolidated set of Guidelines for the Development, Evaluation and Revision of Curricula, Textbooks and other Educational Materials in International Education. The document sets out the knowledge, attitudes, values and skills that need to be developed to promote

international understanding and solidarity; curriculum and pedagogical issues to be addressed; the criteria to be applied in assessing educational programmes and materials. The Guidelines also suggest strategies to be used by curriculum designers, authors and publishers, teacher educators, teachers, and Ministries of Education to promote education for peace, human rights and democracy. In addition to eliminating bias and distortions in textbooks, we need to adopt a positive and constructive approach to the creation of a more effective pedagogy for peace and international understanding.

8.3 The Changing Landscape of War and Peace

For most of the world's history, force has been the principal method used to regulate society and settle disputes between nations. Authoritarian rulers and military governments have persistently repressed demands from the masses for their political and civil rights, eliminating opponents and those they see as threats or enemies. The end of the cold war brought with it the hope for a more peaceful world. But that hope has not materialised. The culture of war and violence remains strong. The "dogs of war" continue to create havoc, there being no "mercy on the poor souls for whom this hungry war opens his vastly jaws" as Shakespeare put it in *Henry the Fifth*.

To build a culture of peace, we need to begin by clarifying the threats to peace and what we mean by peace and non-violence. The High Level Panel of the UN Secretary-General noted that the threats to peace in our times have become more numerous, complex and inter-related:

1. Economic and social threats (poverty, infectious diseases, environmental degradation, climate change)
2. Interstate conflict
3. Internal conflict including civil war, genocide and other large-scale atrocities
4. Nuclear, biological, chemical weapons
5. Terrorism
6. Organised transnational crime.

Apart from self-defence in response to an armed attack, just war theory holds that it can be lawful to intervene when regimes commit crimes against humanity (Robertson 2006). The Responsibility to Protect Framework (Evans 2008) argues that humanitarian interventions are legitimate provided:

- There is a just cause, defined as systematic and large-scale loss of life.
- There is a Security Council resolution conferring the authority to intervene.
- The intentions of those intervening are honourable.
- Proportional means are exercised.
- There is a likelihood of success.
- States intervening assume responsibility for rebuilding the country after hostilities have ceased.

In practice, the above conditions are rarely met, and thus the legality of many of the armed interventions in our times is questionable. The UN Security Council also has all too often fallen short for the reasons set out by Annan (2005), Robertson (2006) and Goldhagen (2009): the issue of the "veto power" currently enjoyed by the five permanent members of the Council has to be tackled head on, the major difficulty being the refusal to allow a strengthening of the role of the UN by the world's most powerful nations. Much also remains to be done to put in place a serious international prevention, intervention and legal system capable of resolving armed conflicts and humanitarian crises.

Goldhagen argues that the mass annihilations and eliminations are more deadly and horrific than wars. In the twentieth century, estimates of the numbers perishing through mass political murder, genocides or other means of elimination at about 170 million, almost three times the number killed (61 million) in the two world wars. The most brutal wars now are being waged within States rather than between States. With that, the rules of war as set out in the Geneva and other UN Conventions are also being questioned and circumvented, for example, under the guise of the "war on terror" or the blanket of sovereignty. It needs to be remembered that violence is a learned behaviour, and that if we are to achieve a lasting peace (within ourselves, family, community, nation or globally) we need to follow the path of non-violence, the path laid down in ancient times as part of Taoism, Buddhism and other religions, and blazed by heroes of peace like Gandhi, Martin Luther King, Vaclav Havel, Aung San Suu Kyi, Nelson Mandela and Archbishop Desmond Tutu.

The Norwegian peace researcher Johan Galtung distinguishes between negative peace (the absence of armed conflict) and positive peace (the presence of co-operative and harmonious relationships, the ability to handle conflict with empathy, non-violence and creativity). To reach the ideal of peace, he argues, every person needs to fulfil their potential, that is, everyone's basic needs should be met: survival, security, well-being, identity and freedom. Non-violence is the road that leads to the goal of peace, which equates with social justice, equity and freedom. Non-violence may be seen as a political strategy to defend or achieve basic rights and freedoms. More broadly, it is a philosophy of life whereby one strives towards the ideal of peace in ways that are consistent with the basic principles of peace laid down through the centuries (e.g. do no harm, do unto others as you would have them do unto you, love thy neighbour). Formal mechanisms (legal, constitutional and diplomatic) are needed to prevent violence and armed conflicts. In addition, other ways in which the struggle for justice and freedom has been waged include active reconciliation, moral resistance, selective non-violence, non-violent revolution, and s*atvagralia*.

Gandhi gave the name *satvagralia*, striving for truth in all areas of human endeavour, to his philosophy of non-violence. He regarded truth not as a cast-iron dogma, but rather as a many sided, evolving and dynamic dialectic. There is, he once said, "no peace for the individual or for nations without practising truth and non-violence to the uttermost extent possible for man: the policy of retaliation has never succeeded." Indeed, throughout human history, the downfall of many authoritarian governments has been spearheaded by non-violent resistance to oppression.

Another hero of non-violence, Martin Luther King argued that we must learn to live as brothers (and sisters) or "together we will be forced to perish as fools. Time is cluttered with the wreckage of individuals and countries that surrendered to hatred and violence. Before it is too late, we must narrow the gaping chasm between our proclamations of peace and our lowly deeds which precipitate and perpetuate war."

In 1992, I met with Vaclav Havel, the President of the Czech Republic, and the key player in the non-violent breakup of Czechoslovakia, the so-called "velvet revolution." We launched the UNESCO-Czech Comenius Award for International Education, marking the 400th anniversary of the birth of Comenius (1592). The starting point of the philosophy of education put forward by Comenius, the great Czech educator, was the universal right to education on the basis of equality. He advocated the establishment of a type of international Ministry of Education and international academy (*Collegium lucis*), one rooted in his religious and political appeals for peace that ultimately led the authorities to force him into tragic exile.

Shortly after his release from prison, Nelson Mandela[2] visited UNESCO to thank the organisation for its help throughout the long dark years of apartheid. The Director-General and I met with him in 1992 to discuss the role UNESCO might play if the ANC were to come to power. On each of the three occasions that I had the thrill of meeting with the greatest hero of our time, what struck me most was the extent to which he personifies all that is great in a human being. In this beautiful man, there was no trace of bitterness or resentment at the way he and his people had been treated. Unassuming, quiet, gentle yet very determined to build a nation where former enemies could work together in harmony; he worried about the legacy of violence and exclusion, about the task of reconciliation, and looked forward to working with UNESCO to build South Africa's capacity to educate for peace and non-violence.

8.4 Human Rights

Human rights are generally defined as those rights which are inherent in our nature and without which we cannot live as human beings. Human rights and fundamental freedoms are based on humanity's quest for a life in which the inherent dignity and worth of each person is respected and protected, the most basic being the right to "life, liberty and security of person."

The denial of human rights and freedoms is not only a personal tragedy, but also creates conditions of social and political unrest, sowing the seeds of violence and conflict within and between societies. As the first sentence of the Universal Declaration states, respect for human rights and dignity "is the foundation of freedom, justice and peace in the world." Moreover, the Universal Declaration serves as the basic international code of conduct by which performance in promoting and protecting human rights is to be measured. Many of the world's most powerful

[2] In Chap. 13, an account is given of the rebuilding of South Africa after Mandela came to power.

countries, however, resent any attempt to hold them to account and are seeking to push human rights off the international development agenda.

The concept of human rights and education for human rights has played a key role in shaping the character, policies and programmes of the UN and UNESCO, while at the same time being shaped by them (UNESCO 2000). Further work[3] is needed to enhance our understanding of education as a human right, how it has developed over time and how the quest to promote different rights can converge so that they form a "virtuous circle" for development. Merely understanding why violence and conflicts occur without trying to resolve them is not enough. Critical empowerment is also vital, enabling both learners and educators to transform their own lives and to work with others to create a culture of peace and non-violence. In short, education for active and responsible citizenship is an education that is empowering.

At the International Conference on Human Rights in 1968, it was resolved that all UN Member States ensure that "all means of education" be used to provide youth with the opportunity to grow up in a spirit of respect for human dignity and equal rights. In 1993, international congresses in Montreal and Vienna called on all UN Member States to include human rights, humanitarian law and the rule of law as subjects in the curricula of all learning institutions in formal and non-formal settings. The UN declared 1995–2004 as the UN Decade for Human Rights Education. In response, UNESCO and the Council of Europe have run many workshops, conferences and generated a wealth of publications on human rights and education for human rights (UNESCO 1998).

What is important is that we not only educate *about* human rights but *for* them. Actions speak louder than words. Educational systems and institutions must exemplify what it means to respect the rights and dignity of all students and teachers. National education policies should be consistent with the recommendations set out in UN human rights normative instruments. The learning activities and opportunities provided by schools, colleges and universities must help students to work out what respect for human rights means in their own lives and in their school, community and nation.

8.5 Education for Peace, Tolerance and Human Rights: UNESCO's Role

In promoting education for peace, human rights and democracy, UNESCO serves as a storehouse of ideas and innovations, a think-tank and a moral compass. Working to promote international agreement on the policies and

[3] For example, Maren Elfert's Ph.D. thesis (University of British Columbia) is about *Education as a Human Right*: *UNESCO's role in shaping a contested concept*.

programmes needed, it seeks to facilitate the implementation of agreed plans of action. In so doing, UNESCO works with education authorities, universities, specialised centres and NGOs, sharing what has been learned through research and experience.

The research undertaken since the 1980s on conflict resolution (Deutsch and Coleman 2000), learning and moral development (Renshaw and Power 2003), and peace education (Harris 2010; Page 2010) provides new insights into the types of policies, curricula, teaching materials and learning experiences that make a difference. These have served to inform efforts to promote learning to live together (UNESCO-IBE 2003), and reflect the growing knowledge base on education for peace, human rights and democracy.[4] The handbooks set out the diversity of classroom activities being used (role play, simulation, brainstorming, co-operative learning projects), available resources (film, multimedia kits, stories etc.) and approaches to learning (e.g. phenomenological, interpretative, dialogue, contextual, mediation and conflict resolution, whole school approaches).

UNESCO has played a particularly important role in introducing and promoting education for human rights in countries in transition to democracy. For example, traditional fairy tales and stories were used to introduce young children to the concept of human rights in Albania, Botswana, Chile, Lebanon, Mongolia, Russia and the Pacific. The Associated Schools Network has played an active role at the grassroots level as well as through its Bulletin and publications, seeking to promote intercultural and international understanding, while at the same time combatting bias, stereotyping, racism, discrimination and intolerance in schools. The UNESCO-APECIU Centre in South Korea has amassed a magnificent collection of stories, videos, texts and other pedagogical materials now being used in all corners of the Asia-Pacific region to facilitate education for international understanding, peace, human rights, tolerance, citizenship and sustainable development. For example, *Telling Tales from Southeast Asia and Korea* (APCEIU-SEAMEO 2011) is a DVD Guide for Teachers on storytelling in English and 11 national languages.

UNESCO works closely with the other key players in the field of education for human rights, democracy and international understanding: the UN, regional intergovernmental organisations (e.g. Council of Europe) and NGOs (e.g. Save the Children, Antislavery International, World Education Fellowship). It has established and facilitates the networking of dozens of UNESCO Chairs in Human Rights, Democracy, Intercultural and Religious Understanding, Peace and Tolerance in order to promote education for international understanding in higher education, and to support research on education for peace, human rights, democracy and international understanding. Examples produced in 2012–2013 include:

[4] See www.unesco-org/education.

- *Teaching Respect for All* – a UNESCO-USA-Brazil joint initiative to develop a curricula framework for anti-racism and tolerance.
- *Promoting Gender Equality through Textbooks* shows through an innovative analytic methodology how gender inequality is constructed in textbooks and provides the tools needed to revise educational materials to combat stereotyping.
- *Learning to Live Together*: *An Intercultural and Interfaith Programme for Ethics Education*" is a tool kit for educators by UNESCO, UNICEF and the Arigato Foundation. It is designed to support teaching about, respect for, and understanding of diverse faiths, religions and ethical beliefs.

Much of what actually happens in classrooms, schools and "education" systems is not an empowering education – instruction maybe, even indoctrination, but not the type of quality education that liberates minds and builds the moral fibre needed to create a better world. If the evidence shows that in the name of a religion, culture or national security, basic human rights are being violated, we must take action. The struggle to protect the educational rights of all has put UNESCO in conflict with regimes that discriminate against girls, ethnic, linguistic or religious minorities. It also led UNESCO to take issue with the IMF and the World Bank whose structural adjustment policies adversely affected the provision of basic education and health services available to the poor, minority groups, girls and women (Power 1997; Samoff 1994). What UNESCO is seeking to do in educating for peace, human rights and freedom is fundamentally a political threat in the sense that it challenges existing structures of authority, dominance and control in countries where human rights abuses are common.

Education plays an important role in shaping citizens to play an effective role in their societies. But as we know it, schooling is not the same as education. Some educational systems and institutions are disempowering; some fuel conflicts rather than helping to resolve them. The sad fact is that systems of education and schools can be manipulated negatively, as they were in Nazi Germany, Serbia and Rwanda. Ways in which education today is, or has been manipulated, include:

- Denying education to certain groups
- Using education to suppress language and cultural values
- Segregated education that maintains inequality
- Destruction or forced closure of schools
- Manipulation of textbooks and curricula for political purposes
- Inculcation of attitudes of superiority, for example, in the way that other peoples and nations are described.

These characteristics have all been present in the education systems of countries that have been wrecked over the past decades by terrible civil wars – Algeria, Angola, Bosnia-Herzegovina, Congo, Ethiopia, Haiti, Guatemala, Lebanon, Mozambique, Northern Ireland, Rwanda, Somalia, Sri Lanka, Sudan and Syria. UNESCO has constantly battled against each and every one of the ways in which education has been abused and misused, its objective being to promote quality education, an education that empowers the oppressed and helps to ensure their

rights are protected. It works at dismantling the diverse ways in which education has been manipulated by authoritarian regimes in their quest for power and to eliminate dissent.

Under the determined leadership of Federico Mayor, the creation of "a culture of peace" to replace the dominant "culture of war" became a key priority for UNESCO. The multidisciplinary, inter-sectoral project "Towards a Culture of Peace" provided a framework for action in countries torn apart by armed conflict. In countries like El Salvador, Congo, Burundi, Sudan and Rwanda, Forums for Education and Culture of Peace set about the task of reforming and reconstructing the education systems of countries ravaged by war. Priority groups included refugees and displaced person, demilitarised soldiers (including child soldiers), girls and women, the disabled and traumatised children (see Box 8.1). UNESCO provided training and support for government and non-government programmes deemed to be priorities in each context, typically including the training of peace managers, the military, police and teachers in conflict management and dealing with traumatised children, as well as the networking (South-South as well as North-South) of Chairs on Peace Education.

Box 8.1: Child Soldiers in Nepal

During the conflict in Nepal which lasted from 1996 to 2006, thousands of children were displaced, forced to work in exceptionally brutal and dangerous conditions, to roam the streets as beggars or into prostitution. During the "People's War" some were driven to join Maoist militia or rebel groups out of fear, poverty, abuse or neglect. Many children were taken from their families but as most villages were then under insurgent control, there was no room for any resistance. Abduction of school children was common, but there was no opportunity for schooling in rebel camps. Child soldiers were given basic warfare training: they were taught to perform parade drills, make socket bombs, fire guns and shoot targets, instruction being restricted to combat strategies and indoctrination in Maoist political ideology. Child soldiers had to carry heavy weapons, dig trenches, as well as engage in front-line fighting often carrying out the first wave of an offensive attack. Younger children were often used as a human shield during major strikes. If they disobeyed orders, their commanders instituted a range of penalties even torture and capital punishment as instruments of coercion and intimidation. Not all child soldiers directly participated in killing enemies, but they saw much bloodshed. High casualty rates among children were the norm because of their inexperience, and because they were often given hazardous assignments. The killing and violence had devastating effects on the child soldiers' physical and mental health. On returning to their village after months of fighting, most demobilized child soldiers suffered from deep trauma and depression.

Source: ACEIU (2007) *Sang Saeng*, 19, 12–15.

Alan Smith holds a UNESCO Chair for Peace at Ulster University. He reported: "The one thing I kept hearing from young prisoners in Northern Ireland was a damming indictment of their education. Young men, just out of their teens and already serving time for murder would tell me my school, my teachers and my textbooks did not give me the means to challenge what they were saying. I thought I was being told the truth. I later learnt that I wasn't" (UNESCO-Courier 2004). Segregation is a fundamental feature of life and the conflict in Northern Ireland, and of its education system: 95 % of children attend either a Catholic or a Protestant school. Change has been difficult to bring about, even when parent groups insist on their right to send their children to a non-segregated school.

In Rwanda before the genocide, segregation took a number of forms. Pupils' files identified them as Hutu, Tutsi or Twa. History and civics teaching reinforced social divisions by emphasizing ethnicity. A maths teacher, for instance, might say: "We have ten Tutsi here in the class. If four of them are killed, how many would we have left?" In Guatemala, the Mayan culture and language spoken by the majority of the population were simply erased for decades by an education system based on Spanish culture and language, that of the colonialist ruling minority. The wounds run deep. While attending a Regional Ministerial Conference in 1989 in Guatemala, I spent time at a Christian Brothers Teachers' College. Its walls were lined with dozens of photographs of teachers murdered by the military junta because they dared to defend the right of Mayan children to an education. The Mobilising Project in Support of Mayan Education was launched in 1995 to support peace and democratisation of the country. It put Mayan language, values, traditions and cosmology at the heart of the education process. The School of Peace Programme in the Philippines is another example. Set up to support the 1996 Peace Agreement between the Moro National Liberation Front and the Philippine government, it contributes to conflict resolution and peace building, supporting dialogues and activities on human rights, cultural and religious diversity through quality education.

Some education systems and schools follow an explicit educational philosophy based on active participation in community life aimed at peace, tolerance, respect for diversity and international understanding. The education systems of nations ranked highly by Freedom House (2013) in terms of the extent to which civil liberty and human rights are respected by their governments are good examples (predominantly the Scandinavian countries). At the school level, Quaker, Waldorf, Steiner, Montessori, IBO and Buddhism-oriented schools are good examples, as are schools designated as "Schools of Peace" that are part of UNESCO's ASP network.

8.6 Education for Non-violence

The UN Sub-Commission on the Prevention of Discrimination and Protection of Minorities noted with alarm the rise in serious incidents attributable to discrimination, intolerance, xenophobia and neo-racism. An increasing number of Member States were concerned about what seemed to be a significant upsurge of violence

amongst youth and bullying in schools. In response, UNESCO organized an International Forum on Education for Non-Violence in Sintra, Portugal in 1996.

In preparation for the Forum, some the world's leading experts on peace and conflict resolution analysed the research and experience in different parts of the world to overcome youth violence in urban communities through school-based programmes. Lim and Deutsch (1996) found that all school-based programmes use role-playing and that most also use real conflicts, games, group discussions and demonstrations. Students developed better social skills, more self-esteem and a sense of self-control over their lives. However, most evidence is anecdotal and there has not been enough high-quality research to determine the precise conditions under which different programmes and strategies are effective in reducing levels of violence.

Hosting the international Forum on Education for Non-Violence was particularly important for Portugal, given its sad history of abuses of human rights under the Salazar dictatorship (1951–1968). The First Lady (Maria Barroso Soares) acted as President of the Forum. The Ministers of Education and of Justice highlighted the need to develop programmes for reducing violence within the context of comprehensive inter-sectorial youth policies. In my opening remarks, I warned:

> It is not easy for a school to educate for non-violence in violent contexts, in situations beset with social and moral crises, in communities where injustice, family breakdown and domestic violence, drug abuse and ethnic or religious conflict are rife … But there are schools, families, young people and communities that do triumph over adversity … The overwhelming majority of young people grow up to be self-reliant and responsible adults. They are an enormous resource and we must involve them as active partners in the search for solutions to the problem of violence in their schools. (Power 1998)

Two years later, at a sub-regional workshop on education for non-violence in the Netherlands Antilles, I reflected on my own personal experience (Power 1998). If our status and future chances are threatened, any one of us can become frustrated, angry and even contemplate aggression towards those who stand in our way. Working in ghetto schools, post-conflict situations and indigenous communities, I found that one must overcome one's prejudices and biases. As teachers, we need to earn the trust of the young people who have been let down by the system, the "toughs" who reject our efforts to help them, as well as the traumatised children who have been the victims of violence, oppression or neglect. We have to listen to their voice, to hear their pain, to understand their world, to stick with them as they struggle to realise their dreams. "We must," I concluded, "seek out the injustices, the causes of lingering frustrations, anger and bitterness within ourselves and each community if we are to learn how to move from a culture of violence to a culture of peace."

Schools, once considered to be a haven from social strife, are becoming the scene of violent incidents involving children, youth and teachers. Violence in schools is as much an issue in developing countries as industrialised ones. In the countries taking part in a study of school violence (UNESCO 2004), girls were found to be more likely to be victimised than boys. Sexual assaults on girls accounted for a shockingly high proportion of aggressive acts in schools. The origins of school violence

can be found in the family, the community and the media. More than half of the students whose parents were in conflict have problems adjusting to school. Frustration and violence are also linked with inappropriate child rearing practices, family and community violence, and in schools, public humiliation of low achieving students and irrelevant and inflexible curricula.

In 2006, a report of the UN World Study of Violence Against Children was published, and an inter-agency group set up to follow-up its recommendations. In partnership with relevant institutions (e.g. the International Observatory on Violence in Schools), UNESCO continues to promote research and awareness–raising, as well as strengthening and applying legal and political mechanisms to protect the rights of children, gender-based violence being a subject of particular concern. To date, four World Conferences on School Violence have been organised, along with Expert meetings, publications and training programmes on topics such as "Stopping Violence in Schools: What Works."

8.7 Associated School Project and EIU

Along with other initiatives such as UNESCO Clubs and youth programmes, the Associated Schools Project (ASP) plays a significant role at the grass roots level in the organisation's efforts to construct the defences of peace in the minds of men and women. For example, ASP Flagship Projects (e.g. the Baltic Sea, Blue Danube, Mediterranean Sea, Caribbean Sea Projects, Youth Festivals, World Heritage, Transatlantic Slave Trade) are designed to promote intercultural and international understanding at the sub-regional level (see Box 8.2).

Box 8.2: The Baltic Sea Project

The Baltic Sea Project is the world's longest running multi-country school project in support of environmental education and inter-cultural learning. Since 1989, 300 Associated Schools from the nine countries around the Baltic have taken part in the Project. It seeks to raise the awareness of students of the environmental problems in the Baltic region and to help them to understand the scientific, social and cultural aspects of the interdependence of people and nature. Both in the classroom and the field, the students study water quality, coastal observation, fish stocks and environmental history. They collect and share data, and collaborate with other schools and university researchers. Training seminars are regularly organised for teachers, as well as summer courses and forums for students.

In 1989, the Cold War was not yet over. East Germany, Estonia, Latvia, Lithuania and Poland were part of the Soviet block, while Denmark, Finland,

(continued)

Box 8.2 (continued)
West Germany and Sweden were democracies. Relations between East Baltic and West Baltic countries were strained and co-operation between schools non-existent. The Baltic Sea Project provided a unique opportunity for students and teachers not only to work together to tackle the shared environmental problems facing them, but also to learn to about the languages, cultures and history of the other side of the Baltic. The Project, thanks to its longevity, has facilitated the publication and systematic exchange of pedagogical materials, experience and theory relating to intercultural and international understanding as well as sustainable development.

Source: 50 Years of Education, UNESCO, Paris, 1997.

ASP facilitates the exchange of information and Ideas via its quarterly *International Understanding at School Bulletin* and promotes the sharing of good practice and pedagogical innovations though many handbooks and resource kits for teachers (www.unesco.org/education). *Come Visit our Country* brochures (e.g. India, Morocco, Senegal, Sweden) have been prepared by students at ASP schools, giving from the perspective of youth, a picture of what life is like in, and what is important about, their country. To nurture intercultural understanding and to support second language teaching, twinning arrangements are supported through the ASP to nurture exchanges between ASP schools, transcending barriers which divide the nations of the world.

My colleagues, Elizabeth Khawajkie and then Sigrid Niedermayer-Tahri, served as co-ordinators of the ASP unit in Paris. They are passionate about ASP, a passion I share. At heart, I am a teacher. My most precious moments have been engaging with students and their teachers. For example, while I attended the International Symposium to mark the 40th anniversary of ASP held in Soest, Germany in 1993, I took advantage of the opportunity to visit an ASP school nearby. Like most ASP Schools, the school had set aside a day to celebrate the 40th anniversary. Throughout the day, the school highlighted the diversity of cultures within the school, and it showcased some of the ASP activities in which it was involved.

Two events stood out. The school had a long standing twinning arrangement with an ASP school in Poland, providing its poorer sister with computers, software, teaching aids and exchange opportunities. As part of its drama programme, the school created a mime with actors from both schools playing out the history of the relationship between Poland and Germany. It was a powerful portrayal. As seen through the eyes of young Germans and Poles, it covered the dark years under the Nazi and Communist rule, the struggle to heal wounds and to break down old prejudices. The mime concluded on a hopeful note: building peace and understanding between the two neighbours.

The second event at the school that really impressed me was one that illustrates how involved some ASP schools are in the fight for freedom and the struggle to

support the vulnerable. Two Muslim girls attending the school addressed the assembly. They and their families were refugees from the conflict in Bosnia. Both girls gave a moving account of the enormous amount of educational, social, financial and emotional support the school had provided for them and their families. Even more impressive was the fact that the school had supported them in their struggle to stay in Germany – their refugee status being questioned by the German authorities.

The ASP.net continues to play a significant "grass-roots" role in building peace in the minds of the young. In the aftermath of the war in former Yugoslavia, a network of ASP schools was established in Croatia, Bosnia-Herzegovina, Kosovo, Serbia and Slovenia, and an annual International Peace Camp is organized in Piran (Slovenia) for ASP schools to develop and exchange educational material and methods for peace building. At the same time, German ASP schools raised a considerable amount of money for education reconstruction. Another German ASP initiative brought together ASP teachers, educators and students from Israel, Germany and the Palestinian territories to develop innovative and effective approaches to teaching in workshops held in Nuremburg (Germany), Kfar Saba (Israel), and Beit Jala (Palestine Territories). Not long after the Rwandan genocide, UNESCO launched an ASP network in the country, a subsequent evaluation concluding that "a remarkable change towards reconciliation" was made as a result.

Concluding Comments

The Delors Report insisted that the key challenge in the twenty-first century will be that of learning to live together in peace, respecting the rights and freedoms of others. Educating for peace, human rights and freedom is particularly difficult when those in power maintain that power by force. In such cases, "education" is an inherently ideological instrument. What UNESCO is trying to do in promoting education for peace, human rights and democracy poses a political threat in the sense that it challenges the structures of authority, dominance and control that support authoritarian governments or leaders. Re-engineering education systems, transforming school programmes and correcting injustices is, therefore, a slow and difficult process.

So have we failed to educate for peace? Should the idea of human rights be abandoned? Is the drift towards "illiberal democracy" inevitable? Is ideal of education for peace, human rights and democracy an impossible dream? Certainly not, concluded Koichiro Matsuura (UNESCO-IBE 2003) at the conclusion of the 46th ICE in Geneva, as did Amartya Sen in the report of the Commonwealth Commission on Respect and Understanding (Sen 2007). Humankind has struggled for freedom, justice and peace for centuries. Progress may be slow and uncertain, but the cause of education for peace, human rights and democracy is not lost (Power 2000, 2011). It is part of the education of children, youth and adults in the majority of countries of the

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world. Recent acts of terrorism, mass murder and torture are all the more reason why we must continue to strive to build a culture of peace, and to work at eradicating the deep-seated causes of violent conflicts: intolerance, prejudice, greed, discrimination and indifference to the suffering and slaughter of others. "Be sure," La Fontaine and Delors reminded us, "not to sell the inheritance our forebears left us: a treasure lies concealed therein." Education, everything that humanity has learned about itself, is that treasure.

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Chapter 9
Education at the Crossroads

When the winds of change blow, some build walls,
others windmills.

(Chinese proverb)

For most of human history, the onset of puberty marked the transition from childhood to adult life. As a consequence of advances in nutrition and changes in the world of work, the gap between the onset of puberty and the assumption of the full responsibilities of adult life has been widening over the past century. A stage in life that barely existed in the nineteenth century began to emerge, adolescence.

In earlier chapters, the focus has been on the crucial role played by basic education in providing all with a "passport to life." In this chapter, UNESCO's ongoing effort to help its Member States to reform education at "the crossroads" between education and adult life is described, focussing on secondary, technical and adult education. While retaining the traditional breakdown of the components of formal education, we need to remember that if education is to be a continuous lifelong process, we must break down the "walls" dividing the various levels and types of education, training, work and communities. Schools and tertiary institutions need to be converted into educational "windmills" if they are to harness the energy of youth and make full use of the opportunities created by the winds of change.

9.1 Education of Adolescents: Secondary Education for All

Until the 1970s, few adolescents had access to secondary education: most 15 year-olds were working. By the 1980s, secondary school enrolments were exploding. As secondary education for all became a reality, the defects in existing systems became more telling. Of particular concern in many countries has been the "toughs," the young people "at risk" of dropping out lacking the skills needed to get a job. In the ghetto high schools in Chicago, the "toughs" spoke to me about the plight of many young people: "Why should we even try to do well at high school. Even if we make it to college, we have no place in whitee's world." In Australia, most adolescents are reasonably happy, but at least one in five would like to leave school and enter

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the work force as soon as possible (Fensham et al. 1986). "What can you do?" commented one Grade 9 boy: "There is hardly anything out there, and you get little jobs. You might as well stay here – there is nothing else to do." By the end of the twentieth century, secondary education became the stage at which the crunch comes in our education systems.

Adolescent attitudes towards education and social behaviour are shaped not only by family and the school, but also by peer groups and the social media. Even the best education will not solve the youth employment problem if there are no decent jobs available. Deliberate policies of government and action by employers will be needed to create more jobs for youth and improve conditions of work.

It was within this context that many countries turned to UNESCO to draw on the experience of other nations where secondary education for all had become a reality. In 1986, UNESCO's 40th International Conference on Education called for an integrated approach to the development of new models of secondary education. It was expected that the new models should emerge through a process of debate and consensus building as nations sought to define a distinctive mission for secondary education.

Prior to joining UNESCO, I was heavily involved in this work, undertaking research on adolescent development, organizing and contributing to forums on the future of secondary education, and working with education authorities in Australia, Fiji, Italy, Japan, Malaysia, New Zealand, PNG, South Korea, Sweden, UK and USA (Power 1988). I had no doubt that UNESCO had to redouble its efforts not only to ensure that schools meet the basic learning needs of all children, but also to work with Member States on the reform of post-basic education and training.

In 1996, the Delors Commission portrayed secondary education as the "gateway" to social and economic advancement, standing at the "crossroads of life" for adolescent learners in the modern world. The Commission argued that secondary education needs to be rethought in the context of learning throughout life and the "four pillars of learning." The key principle put forward by the Commission was that secondary schools should recognize the richness and diversity of the talents of students within them, providing a variety of paths to ensure their full development without ever closing the door, whatever the choices made or the courses followed in adolescence. The Commission also argued for the need to make effective use of new information technologies and well-developed information, guidance and counselling systems to facilitate sound decision-making by students, parents, employers and educational institutions.

Concerned about the large number of young people neither in education nor work, the UN General Assembly in 1995 adopted a World Programme of Action for Youth. UNESCO moved to build a global alliance to address the challenges facing those responsible for education and youth policy in its Member States. To strengthen the capacity of the Education Sector, and in particular, the Division for Secondary and Vocational Education, headed by Armoogum Parsuramen, former Minister of Education in Mauritius, I enlisted the help of two longstanding and outstanding colleagues: Professors Phillip Hughes and Rupert Maclean.

While "at risk" youth stood out as a priority for the UN, it was clear from our earlier work that major changes are needed at the secondary level to meet the learning and developmental needs of all adolescents. The World Conference of Ministers Responsible for Youth and the Third World Youth Forum held in Lisbon (Portugal) in August 1998 provided an opportunity to strengthen the international alliance and to work with youth on a programme for action. Given the marginalisation of youth in modern societies, it is vital not only to listen to the voice of youth, but also to involve them directly in shaping and implementing policies and programmes impacting on their lives. Thus we asked UNESCO Member States to include representatives of national youth organisations in their delegations and organised Youth Forums to coincide with meetings of our governing bodies, as well as ensuring they played a key role in UNESCO activities relevant to their concerns.

The global changes impacting on youth were forcing education authorities to rethink the basic purposes of this pivotal stage in lifelong education, leading to changes in the structure, content and methods of education, particularly at the secondary level. These changes are the result of three successive crises:

1. *The crisis of numbers:* not enough secondary schools and teachers
2. *The crisis of quality:* inadequate teaching, curricula, assessment methods
3. *The crisis of legitimacy:* the challenge of the twenty-first century and the isolation of youth.

Globally, enrolments in secondary education grew from 250 million in 1980 to 752 million in 2000. By 1980, secondary for all was a reality in most developed countries, and by 2011, 82 % of young people aged 15–19 years were at school or college. In developing countries, the growth was explosive: enrolments had grown by over 400 % since 1980, creating a crisis of numbers as governments struggled to cope with the demand.

The subsequent crisis in quality and relevance has led authorities to seek to reform education and training at the secondary level. Most countries have greatly expanded the vocationally-oriented options being provided at the secondary level, adding work experience, guidance and counselling to facilitate decision-making and to ease the transition from school to work. Some countries abandoned the divided system of academic and vocational secondary schools, creating comprehensive schools (e.g., Sweden); some have distinctive general and vocational education programmes in parallel with school-based and work-based programmes (e.g., the dual system in Germany); in others, vocational training and general secondary education systems evolved separately (e.g., France).

The quality issue has pervaded much of the education work of UNESCO, but the quality of education is a thorny issue. Quality has become a dynamic concept, a shifting sand in a world where societies are undergoing profound social and economic transformations. Not surprisingly, encouragement of future–oriented thinking, creativity and problem solving are gaining importance. Old notions of quality are no longer enough, but despite the different contexts there are many common elements in the pursuit of quality in education and training.

Systemic change has been as key feature of most policy shifts and reform agendas. Restructuring, decentralisation and devolution of more responsibility to schools have been part of the change process. A common accompaniment to such systemic reforms has been the specification of standards and assessment of student performance, the overall results for schools and systems being made public as national and international assessment systems replaced school inspection as a key accountability mechanism. Some governments encouraged the privatisation of secondary education, in part to assure greater choice and diversity, and in part, to shift the cost burden from public to private sources (e.g., Australia).

Despite all the attempts to reform education, we are all too often left with "the illusion of progress," with reform without improvement. Systemic reforms do not guarantee improvement in teaching, learning or employment outcomes: to count as an *educational* reform, the changes made must improve the quality of teaching, learning and strengthen the links between schools and their community (Power 1995). In seeking to reform secondary education, we need to listen to the voice of youth, to share research and experience, and to assess critically the impact of reforms on the lives of young people while at school and as they move into adult life.

Much of my early research work (e.g., Power and Cotterell 1981; Fensham et al. 1986) focussed on what was happening to adolescents as they move into, through and from secondary education, and on the impact of structural, pedagogical and curriculum reforms on their attitudes and achievement. One of the key factors affecting the quality of school life turned out to be the size of the school: the larger the school, the lower the feelings of status, identity, belonging and involvement of the students. Restricting the size of schools and breaking down large monolithic structures into smaller units may be a necessary, but not a sufficient, condition for improvement. Raising the quality of the education being provided is clearly crucial, ensuring that the focus in schools and school systems is on learning, on attracting and retaining excellent teachers, expecting and ensuring that all students learn, and that the school environment is inclusive and caring. Thus size and quality are key elements in the quest to improve the effectiveness of secondary schooling, to which one must add strong professional leadership; a shared vision and clear goals; monitoring and feedback; parental and community involvement (Barber 1997). Reflecting on the state of secondary education in the Asia-Pacific region, Hughes (2006) concluded:

> The present education system approach is typically much too inflexible for current needs and a variety of formats are suggested, including alternation between school and work. The pressing need is to make schooling, and particularly secondary schooling, work effectively for all, rather than using it as a filtering system, leaving a large proportion of students with a feeling of failure and frustration.

Work is of great importance in every society. It implies not only financial gain and social status, but also economic and personal independence. Given the enormous difficulties facing many school leavers as they seek to enter the workforce and

the attacks on secondary education on the issue of standards, it is not surprising that the legitimacy of secondary education is being questioned. There are three aspects to the ongoing crisis of legitimacy:

- the degree to which secondary schooling meets the needs and expectations of students
- the standards achieved by students with different backgrounds
- acceptance by key stakeholders of the validity of the education, training, counselling and guidance provided.

With the transformation of the workplace in modern societies, the number of jobs for manual and unskilled labour is being reduced dramatically, and opportunities for employment for young people now depend heavily on further education and training. Not surprisingly, both young people and employers are giving a great deal of emphasis to the role of post-basic education and training in preparing young people for work. What needs to be understood is that the transition from education to work is both complex and hazardous. The process is affected not only by the length and quality of schooling and training, but also on labour market conditions, the economic environment and demography.

A recent UNESCO-UIS study of the "foundation skills" in low and middle income countries, suggests that around one in five 15–19 year olds neither have completed primary school nor have access to post-basic education and training (UNESCO-EFA 2012). European Union estimates suggest that around 30 % of young people aged 15–25 years are ill-equipped to compete on the labour market. Young people who have been denied access to secondary education, those who perform poorly, those who drop out early and have no education or training qualifications after compulsory education, face a particularly hazardous transition from school to work. They face a risk of unemployment.

When times are tough, young people are doubly disadvantaged: there are few jobs available for new entrants to the labour market, and the available jobs are generally poorly paid and insecure. Many young people face a long wait for work, those with less education being the most vulnerable. Discriminatory labour practices make entry to the workforce particularly difficult for young women, the disabled and minority groups. In middle to high income countries, at least 18 % of young people aged 15–24 years are neither in education nor work, the number rising to one in two for young women living in the countries hit hardest by the global financial crisis beginning in 2008. Across the Middle East and North Africa, youth unemployment rates stand at over 35 %, contributing to the frustration that in several countries in the region has erupted into violence.

In developing countries, many adolescents, and particularly teenage girls, are denied access even to lower secondary education. The evidence is overwhelming: secondary education plays a key role in giving women more control over their lives, it being particularly important that young adolescent girls remain at school.

At a meeting of the ADAE (Association for the Development of Education in Africa),[1] we discussed what could be done to improve educational and training opportunities for teenage girls, this being one of the priorities of our Education for All programme. A key issue highlighted by Ministers from Southern African countries and NGOs (such as FAWE and the International Counselling Association) is the serious social problems faced by teenage girls in the transition between school and adult life, foremost among them being adolescent pregnancy, HIV-AIDS, sexual abuse and prostitution. We agreed that schools need to play a more forthright role in helping girls at risk by strengthening of mechanisms for providing guidance and counselling for teenage girls. They needed education programmes that help them develop confidence in themselves and to become more productive and assertive when decisions affecting their lives are being made: in other words, empowered. With the help of UNESCO, Ministers from ten countries in southern Africa worked together to set up their own sub-regional capacity-building programme on education, guidance and counselling for adolescent girls. In July 1996, I joined the Vice–President of Malawi (Justin Malewazi) to launch the programme and facility set up at Domasi, Malawi.

Malawi, "The Warm Heart of Africa," is one of the poorest countries in the world: literacy and life expectancy rates are very low; infant mortality and HIV-AIDS rates, very high. After independence in 1964, Malawi was ruled with an iron hand for 30 years by its first President (Hastings Banda). On my arrival in Malawi, I was taken to see the opulent but rarely used Presidential Palace built by Banda, a sad monument to the corruption that one sees all too often in countries ruled by a dictators. At Blantyre, I met with President Muluzi to brief him on the programme we had just launched and on the progress being made towards EFA in Malawi. On the way, we passed dozens of young girls, many of them in advanced stages of pregnancy, labouring away in the fields or carrying impossibly large loads of firewood and produce to local markets. "That is exactly why we are setting up this programme," I informed the President. "These girls and young women should be in school. They deserve to have a future, to be educated, to break out of the poverty and early marriage trap" (see Box 9.1). Malawi qualified for the EFA Fast Track initiative set up in 2002. Working in partnership with international organisations, it is making real progress toward achieving its EFA goals, and has all but closed the gender gap in primary and secondary education.

At a broader level, there is a deep sense in which adolescents in modern societies are made marginal by the long period that exists before they can gain entry to the

[1] Originally, the ADAE was set up by the World Bank to co-ordinate international aid and loan programmes. African Ministers complained that they were sidelined, the Bank forcing them to meet the conditions imposed under structural adjustment policies. UNESCO pushed the ADAE to abandon its neo-colonial stance: it now has become a more equitable partnership for development. UNESCO-IIEP served as its Secretariat.

Box 9.1: Teenage Mothers in Botswana
In Botswana, pregnancy is a major cause of girl's dropping out of junior and senior secondary education, the rates being 75 % and 85 % respectively. Regulations demand that pregnant girls leave school and they are only eligible to return 12 months after they have given birth. Very few of them, however, do so. The young mothers then face enormous difficulties – they do not have the education and skills needed to earn a living. The Young Women's Christian Association (YWCA) set up an Education Centre for Adolescent Women in 1998 to assist them to complete their studies and to help them acquire the knowledge needed to fulfil their roles as mothers and women. Eighty per cent of the young mothers in the programme successfully complete secondary education, 60 % continue their education, 10 % are employed and 30 % of the young mothers remain at home. The family life education and counselling services offered are particularly appreciated by the young women as they develop self-confidence and acquire life skills. Repeated pregnancies among graduates of the programme are currently at zero.

Source: UNESCO. *The Education of Girls and Women.* Paris, 1995.

adult world, the real world of work, and can participate in making key decisions affecting their lives Eckersley (1993) put it this way:

> The modern scourges of western civilization, such as youth suicide, drug abuse and crime are usually explained in personal, social and economic terms: unemployment, poverty, child abuse, family breakdown. My own and other research seems to indicate that something more fundamental in the nature of Western societies…. a failure to provide a sense of meaning, belonging and purpose in our lives, as well as a framework of values. People need to have something to believe in and to live for, to feel they are part of a community and a valued member of society and a sense of spiritual fulfilment – that is as sense of relatedness and connectedness to the world and universe in which they exist.

The Delors Report sees the major danger facing humanity is that of "a widening gulf opening up" between the minority of people who are capable of finding their way successfully about this new world that is coming into being and the majority who feel that they are at the mercy of events and have no say in the future of society, with the dangers that entails of a "setback to democracy and widespread revolt."

Within the UNESCO family, specialised institutes (e.g. IBE, IIEP), centres (e.g., UNEVOC, INRULED), and networks (e.g., APEID, APERA) play a key role in the international effort to facilitate and inform secondary educational policy and practice. What does seem to be crucial is the development of a sense of community with each secondary school and its engagement with the broader community it serves (Hughes 2006). Inclusive and caring school environments cultivate a sense of belonging and shared purpose through the active involvement of staff and students

both in the regular and extra-curriculum activities of the school (e.g., music, the arts, sports and physical education) and in the local community. Work-experience, entrepreneurial activities and community service projects like those encouraged by the International Baccalaureate Organisation (IBO) and UNESCO's Associated Schools play a vital role in closing the gap between secondary schooling and adult life, and in what is ever more important in education: learning to care and learning to share. The goal of educating the whole person and fostering a more compassionate citizenry comes alive in an immediate way when students "reach beyond themselves and their books" in the compulsory Community Action Service component of the IBO Diploma (see Box 9.2).

Box 9.2: Community Service and the International Baccalaureate

The International Baccalaureate (IB) includes a service element as a continuing part of its primary and secondary school programme. To sit for their final Diploma exams, students must satisfy the CAS (Creativity, Action, Service) requirement by contributing 150 h over their final 2 years of schooling, giving balance to academic demands of the course. Examples of CAS activities include:

Land-Mine Clear-Up: Discovering that there were over 110 million land-mines in 70 countries and that these were killing or maiming over 26,000 people a year, the Atlanta International School in the USA launched fund-raising activities in their own community. The school raised over US$ 1 million towards the clean-up programme.

Huruma Community in Nairobi: Students at St. Mary's School in Kenya became concerned about the children and vulnerable old people in the Huruma community where unemployment and poverty are major threats. They commenced a regular programme through the Huruma Community House feeding children, working with young people on educational programmes, assisting the disabled, talking with older people and staffing the library.

The Yao Minority, China: Students at the Li Po World College, Hong Kong, wanted to develop their understanding of minority groups in China. Forming a link with the Yao minority, a small ethnic group living in isolated conditions in the Canton Province, a group of students goes each year to live in the area, visiting and working with the Yao in their fields, building houses, improving roads, and forging friendships with the young people.

Lifting Educational Aspirations in Liverpool, UK: The Merseyside project seeks to realize the entitlement of access to quality education for young people living in one of the UK's poorest areas through the IB programme. Broadgreen High School, classified as a school in "challenging circumstances," moved to extend its small IB Diploma programme to include a

(continued)

Box 9.2 (continued)
cluster arrangement with two other state secondary schools in the area. Successfully combining vocational education with the IB Diploma, the new 5-year project builds on the Broadgreen experience as well as making effective use of e-learning and video-conferencing to maximize student opportunities and to facilitate mentoring. The Project includes a research component undertaken jointly with Bath University and the Liverpool City Council. It is a good example of an international initiative contributing to national reform agenda.
Source: Hughes (2006) *Secondary Education at the Crossroads*. Dordrecht NL: Springer.

Education may not be a miracle cure for all the ills of society, but education is charged with the responsibility for equipping young people with the knowledge, skills and values they need to make their way in the world. Certainly, as many have argued, there needs to be a much more co-ordinated and flexible approach to learning and earning across the whole education-labour spectrum, more pathways, integrated "work-study" programmes, counselling, mentoring, project-based learning and school-business partnerships. Education is about empowerment, about opening doors, about building windmills rather than walls, about providing adolescents with a sense of meaning, belonging and purpose in their lives as they enter the next stage of learning and life.

9.2 Technical and Vocational Education and Training (TVET)

Back to the future: technical and vocational training is more basic than basic education (reading, writing and arithmetic). Humans developed the tools needed for survival tens of thousands of years before the invention of writing and the first schools. Fathers and mothers passed on essential skills to their sons and daughters; young people worked alongside artisans to develop the talents needed to become skilled craftsmen.

Like many young people, full-time education and a good deal of part-time work were for me the norm. As a teenager, I had to develop skills needed to use and maintain the equipment on our sugarcane farm long before, as a science student, I learned about combustion and photosynthesis. Later I discovered how dependent we were as research workers on laboratory technicians. So it is, and will continue to be, in industry, commerce, education and daily life: nations need good chefs, electricians, plumbers, mechanics, computer geeks, and hairdressers – an entire

army of competent and well-qualified technicians, as well as good doctors, engineers and teachers.

In a learning society, learning to know and learning to do are intertwined. A study of the link between the qualification profiles of OECD countries and their economic competitiveness in which I was involved in the late 1990s showed that 19 % of the variation in competiveness rankings can be explained in terms of the number of university graduates in the workforce, 39 % in terms of the number with post-secondary qualifications, and 62 % in terms of all post-compulsory qualifications. In other words, nations need well-educated and creative graduates ("knowledge workers"), but overall productivity and sustainability are dependent on the range of qualifications and levels of expertise within of the entire workforce.

As early as 1948, the General Conference of UNESCO decided that UNESCO should work in conjunction with the International Labour Organisation (ILO) to develop vocational guidance and technical education. The boundaries between education and vocational training have always been blurred, and so in 1954, a memorandum of agreement gave the responsibility for formal systems of technical and vocational education in secondary schools and technical colleges to UNESCO and technical and vocational training in the workplace to ILO. Over the years, UNESCO has worked closely with its Member States to strengthen infrastructures for technical and vocational education (TVE) at the national level, while ILO has focused on improving training (the T in TVET) and working conditions in the workplace. Reviewing the work done on TVE, UNESCO concluded:

> One of the reasons for the malaise in education today seems to lie in the difficulty in linking school with the world of work and education with employment policies. The world of work is governed by economic forces and its underlying rationale and objectives are very different from those of education. These objectives are diametrically opposed when it comes to child labour, but in most cases, they remain apart and even in technical and vocational education there is only some measure of common ground and shared purposes. UNESCO's efforts and those of other agencies in the United Nations system have been directed towards the integrated planning of human resources in policy-making. (UNESCO 1997)

Global forces are impacting on secondary education, but the opening of global markets and advances in science and technology are radically transforming work and labour markets, creating the need to:

- rethink priorities, synergies and interactions among the various facets of skill development (core skills, soft skills, occupation-related technical and vocational skills, attitudinal skills, action-competence) and give greater emphasis to reality-based learning
- develop TVET policies and programmes within a "learning throughout life" framework, taking into account the diversity of ways and places in which skills are being developed and the new possibilities created by the expansion of on-line and web-based programmes and "reality-based learning" focussing on the development of "action competencies"
- resolve tensions between the immediate skill needs of small and medium sized employers and the broadly-based general qualifications and open-ended competences needed by large enterprises in a world of change

- strengthening TVET public-private partnerships, co-ordinating policies and programmes of Education and Labour Ministries, structured contact circles linking general and vocational education establishments
- improve the status of TVET and eliminate inequalities – TVET is the "poor cousin" in most education systems; skills development for the rural sector, young women, the disabled and the informal labour market are often neglected
- overcome resource constraints – the high cost of equipping, maintaining and renewing equipment; recruiting and training high quality staff; diversifying funding mechanisms; improving capacity to collect and analyse financial data and manage resources
- improve TVET statistical data bases and research, developing a framework of indicators to monitor the development and outcomes of formal and non-formal TVET programmes
- strengthen certification, quality assurance and accreditation, awards, qualification frameworks and recognition of the skills and competencies developed in both formal TVE courses and non-formal work-related programmes
- provide professional development programmes and establish TVET networks and contact circles linking general and vocational education institutions to build up a "community of practice."

In all of these areas, UNESCO has played an important role, both up-stream at the policy level in collaboration with ILO, and down-stream in strengthening the capacity of TVET authorities, schools and colleges. For me as ADG for Education, my first year in the job drove home the importance given to TVET by many governments. In the 1980s, the World Bank and many donors had savagely cut loans and aid for technical education. Many Member States contacted my office seeking help as their TVET programmes and colleges floundered. At the same time, a new Convention on Technical and Vocational Education was on the agenda of UNESCO's 1989 General Conference. Adopted by Member States at the Conference, this was the first international legal instrument on TVE, one that obliges governments to meet their responsibilities as set out in the Convention.

The First International Technical and Vocational Education Conference held in Berlin in 1987 defined TVE as a priority area for UNESCO. By the time I had arrived in 1989, UNESCO's TVE programme was in grave danger. We were caught in a two-way trap: UNESCO faces many demands, far exceeding its very limited staffing and financial resources; we had to strengthen our capacity as the lead agency in the EFA alliance; but, many countries wanted UNESCO to provide more support to TVE and we were legally bound to do so under the terms set out in the new Convention.

In UNESCO, each biennium the programme sectors submit draft programme, budget and staffing proposals to UNESCO's central services that then produce a consolidated version (the Draft C/5) that is eventually submitted to Member States for approval at the General Conference. The proposals that we made from the Education Sector followed the overall budget guidelines and reflected what we understood to be the educational priorities of Member States. We were surprised

then to find central services (the "sixth floor") had decided to axe half of UNESCO's TVE programme and budget. Battles over staffing and budget issues are normal in every organisation, but this was the only time that I as ADG for Education ever had a serious fight with the central services and the Office of the Director-General over a substantive issue.

In 1989, UNESCO produced a position paper for Member States on the place of TVE in EFA. We argued that basic technical and vocational skills are an integral part of general education and of basic education for all. I warned the "sixth floor" that cutting TVE would create serious problems at the General Conference. But central services refused to budge. A good number of countries got wind of the fight, joining forces to present a strong resolution on TVE at the General Conference. The "sixth floor" was forced to restore TVE as a priority for UNESCO and to increase, rather than to axe, its staff and budget. The only positive thing that came out of the battle was that thereafter no one in the Secretariat dared to question the importance of TVE in UNESCO's work.

The 1987 International Congress on TVE saw the need for an international centre for research and development for TVE. In 1991, the UNESCO international project on TVE (UNEVOC) was launched with generous support from Germany, Japan, Republic of Korea, France, Australia and other Member States. An implementation unit was set up in Berlin, jointly funded by Germany and UNESCO.[2] Initially, the UNEVOC Project focussed on the development and networking of TVE Centres in Member States and the development of an online discussion platform, the e-Forum. Meanwhile, TVE was growing rapidly in many of UNESCO Member States, as did the involvement of all parts of UNESCO's education family. For example, the IIEP played a key role in capacity building and sharing experience on the financing of TVE, while the UIE focussed on the place of TVE in adult and continuing education.

At Headquarters, my colleagues and I worked on the development of a joint international TVET policy in collaboration with ILO, a task made urgent both by the globalisation of labour markets, new technologies, and the blurring of boundaries linking education, training and work. In co-operation with the ILO, UNESCO mounted a campaign to enhance the role, status and attractiveness of TVET and to mobilize additional resources needed to upgrade and better equip Technical Colleges. A 6-year programme on *Learning and Working for Youth* "at risk" was set up as part of the UN Campaign against poverty and marginalisation (see Box 9.3). Working with local NGOs to assist groups of young people in difficulty in more than 20 countries, target groups were helped to improve basic skills (literacy and numeracy), life skills (such as health, nutrition, financial literacy, marketing and management), vocational skills, and economic independence (through grants and low-cost loans).

[2] Hans Kronner, the TVE Unit at Headquarters headed by Rolando Tiburtini and then Qian Tang (now ADG/ED), UNESCO field offices and the German Federal Ministry of Education and Science played key roles in the establishment of UNEVOC.

Box 9.3: Learning and Working on the Streets of Africa
When the Senegalese school system went into crises, youth and community organisations were well aware of the dangers of leaving young people isolated and without anything to do: de-motivated, loss of hope, increased delinquency, drugs or prostitution. Popular training initiatives began to flourish in an attempt to make up for the shortcomings in the education system. The Enda Tiers Monde is based in Dakar, and has many facets: street school for working children and youth, art and music shows, income generation activities for young prisoners, drugs and AIDS prevention campaigns to name a few. In the most deprived slums of the crowded capital, Enda teams strongly believe that it is the young and poor themselves who should conceive and carry out their own development strategies. It is their knowledge and art of survival, despite the lack of resources that hold the key to success. For example, in the Grand Yoff area, Enda works with the 100 artisans, taking in 280 apprentices. "The education system trains young people without developing their abilities to face real life" the President of the Grand Yoff artisans co-operative explains. "And when they fail at school, their parents throw them into a workshop, and before long they end up on the street. But we do the opposite. Over a period of 7 years, young people go through several workshops, learning every trade: carpentry, metal work, masonry… The result is that they really know how to get on in life when they leave. If one job does not work out, they can fall back on other skills. They also discover how small businesses function; sell their produce; learn to save, and have capital and credit when they leave. Our students do not receive diplomas, but they are well protected for the future."

Source: UNESCO *Innovations for Youth.* Paris, 1998.

Throughout the 1980s, the modes of communication used by UNESCO were poor and antiquated. To improve communication with Member States, our many partners, institutes and field offices, the Education Sector decided to produce and distribute widely a quarterly newsletter (*Countdown: Education Sector News*) and to invest in developing a website (a first for UNESCO at the time). Each issue of *Countdown* contained contributions and news from the field, institutes and HQ, and a letter from the ADG. My "Letter from Headquarters" preceding the Second International Congress on TVET informed Member States, UNESCO staff and NGOs on its purposes:

Dear Colleagues,

Participants at the forthcoming International Congress on Technical and Vocational Education in Seoul will address some of the central issues relating to learning and training in the next millennium. Taking stock of the rapid technological developments of recent decades, they will define a new long-term strategy for technical and vocational education. Among the issues they will discuss will be the

acquisition of appropriate skills to cope with the constantly changing needs of the workplace, the need for regular updating of knowledge and the problems of the informal sector … .With current demand for greater productivity, new technologies are moving into every sector of industry thus calling for higher levels of initiative and frequent retraining. TVE's erstwhile focus on woodwork, carpentry or domestic science is today giving way to such cutting-edge technology as optic fibres, computer software and digital encoding. Compared with other sectors, TVE's image has historically been unjustly low and often considered by school leavers as a second-best option. Today, the advent of new technologies is logically enhancing its status and rendering it more attractive to students….The notion of TVE for All forces us to address the underrepresentation of women in the sector….We must question traditional perceptions of what is considered appropriate roles for women and promote gender-sensitive learning. To enhance women's access we must ensure vocational guidance and counselling, providing information on new areas of employment and on those traditionally dominated by men (Countdown, No. 16, March, 1999).

The Congress was held in Seoul, Korea, in April 1999, and attended by participants representing 130 countries, several intergovernmental and 29 non-governmental organisations. In opening the Congress, the Prime Minister of the Republic of South Korea (KIM Jong-pil) argued that "the task of developing creative human resources on the basis of newly defined vocational and technical education has become the most urgent endeavour not only for individual countries but also for the entire human society."

The Republic of Korea has proved beyond any doubt that education, including technical and vocational education, is a decisive factor in development. Every country, regardless of its state of development, is compelled to re-design its national technical and vocational education and training programme to cater for the skill requirements of its workplace in the twenty-first century (UNESCO 1999). The Seoul Congress called on UNESCO to encourage the inclusion of "environmental issues in all technical and vocational education curricula, emphasising the acquisition of entrepreneurial skills, creativity, team and communication skills as part of TVET training programmes." The nations and organisations participating agreed to take the steps for assuring equal access to TVET, especially for girls and women, set out in the Congress documents.

Following the Seoul Congress, a Revised UNESCO-ILO Recommendation Concerning Technical and Vocational Education was adopted by Member States. In so doing, governments around the world agreed to consult with UNESCO and ILO regarding the implementation of the Recommendation, to take the necessary legislative and administrative steps, to gather data and produce reports so that five-yearly assessments of progress could be made. In 2000, the UNEVOC Implementation Unit moved from Berlin to Bonn, and UNESCO-UNEVOC International Centre for TVET was officially inaugurated in 2002. Rupert Maclean served as its first Director (2001–2009).

UNESCO-UNEVOC has helped many countries to strengthen and upgrade their systems of education for the world of work. In addition, it has produced an impressive number of excellent publications, such as the *Handbook of Education for the*

Changing World of Work, the UNEVOC book series on TVET published by Springer and reports of expert meetings on issues such as *Orienting TVET for Sustainable Development.* Extensive use is also being made of ICT and the web to inform and to share experience: the UNEVOC e-Forum, TVETipedia (an online encyclopaedia for TVET) and the World TVET Database have put UNESCO-UNEVOC "on the map as an intellectual leader in the field of TVET" (UNESCO-UNEVOC 2012).

UNESCO continues to work with its partners on the development and monitoring of TVET. For example, UNESCO-UNEVOC helped 14 countries in Southern Africa to develop their own sub-regional programme: "Learning for Life, Work and the Future." They are working together to develop a sub-regional quality assurance programme for TVET, a Regional Qualifications Framework, and TVE staff development programmes. Particular attention is directed to issues of major concern in Southern Africa – HIV-AIDS, entrepreneurial skills, job creation for the unemployed and those working in the informal sector, and removing the barriers to access to TVET.

TVET must reach not only those working in industry but rural areas, this being the priority area in the UNESCO International Research and Training Centre for Rural Education (INRULED) in China. At UNESCO's Office in San Jose, Costa Rica, Juan Chong (the Director) made as a real difference to the lives of thousands of poorly educated people living in rural areas in Central America. He set up a project to help illiterate farmers to develop the technical skills important to them. The slogan for the project "You don't have to be literate to learn" is a timely reminder that one should begin with the basic learning needs of target groups as they define them. Juan Chong and his team created a set of multi-media training packs on useful skills, ranging from brick laying to organic farming. "Why organic farming?" I asked Juan, "We chose it because it is environmentally sound, excellent for health and generates income. For isolated farmers it makes sense to work together in co-operatives rather than relying on government subsidies," he explained. Each training pack is field-tested and contains a video, a picture handbook, an audio-cassette and a teaching manual. The picture handbook illustrates step-by-step how to learn a skill, keeping text to a minimum. Other training packs in the series focus on how to make bamboo houses, bricks, cement roofs and latrines – a godsend in the aftermath of Hurricane Mitch.

The 2004 *Seoul plus five – Learning for Work, Citizenship and Sustainability* congress in Bonn and the Third International TVET Congress held in Shanghai in 2012, *Building Skills for Work and Life* addressed key issues facing TVET from three complimentary lenses: economic, educational and developmental. These Congresses provided an opportunity to refine longer-term strategic priorities for TVET as part of the UN post-2015 development agenda. Policy issues relating to TVET and lifelong learning have been of particular concern to UNESCO-UNEVOC, UNESCO Chairs and the World Bank. For example, the UNESCO Chair on TVET and Lifelong Learning at the Hong Kong Institute of Education is currently held by Professor Rupert Maclean. At the International Symposium on Lifelong Learning for Poverty Alleviation and Sustainable Development at the Hong Kong Institute, we (Power and Maclean 2013) set out some of the key issues in the development of

the concept of lifelong learning and TVET. At the symposium, Kenneth King (University of Edinburgh) focussed on policy and planning for technical and vocational skills development in the African and Asian labour markets, and the need to push forward the lifelong learning agenda as the nature of work is transformed by globalisation (King and Palmer 2010).

Shaizada Tabsulatova, the Director of the UNEVOC Centre in Kazakhstan, summed up the contribution being made by UNESCO to TVET:

> During the last decade the UNEVOC Network has become an internationally recognized brand – the only one that consistently promotes and champions the interests of TVET. We are confident that through this powerful and competent network we'll have continuous access to the valid information and high quality international experience in the relevant areas. We are grateful to UNESCO-UNEVOC for the decisive contribution to developing and nurturing teams of national experts with the new vision and mission of education. (UNESCO-UNEVOC 2012)

9.3 Beyond Adult and Continuing Education: Learning Throughout Life

The first International Conference on Adult Education was held in Elsinore, Denmark in 1948. The focus was on the role of adult education in repairing the damage inflicted on education systems by World War II and create a "common culture to combat the rifts between the so-called masses and so-called elite" and between East and West. Jaime Torres Bodet, UNESCO's Director-General at the time, asserted: "When you are discussing adult education, you are in fact discussing no less than the future of our civilization. Do we want to educate people for obedience? Do we want to educate them for responsibility?"

Adult and continuing education is deeply embedded in the educational philosophy and ethos of education in a few countries (e.g., Denmark). But in most countries, adult education sits on the sidelines: underfunded and to a large degree ignored by so-called "education" ministries, schools and universities. Adult education programmes provide a "second chance" for youth and adults who, for one reason or another, have not acquired the basic skills they need. In a complex and changing world, opportunities need to be provided for youth and adults to continuously update and extend the knowledge and skills they need to be productive workers and well-informed citizens. Every chapter of this book, in one way or another, has explored the ways in which young people and adults are being helped to learn, whether it be via a formal programme (learning leading to a qualification), non-formal (work-based or adult education), or informal (the accumulation of knowledge and skills through experience and via the media).

The fundamental importance of adult literacy was highlighted during International Literacy Year. Meeting the basic learning needs of adults is one of the key goals of EFA. The critical role played by adult and continuing education in learning throughout life was stressed in the Delors Report. Adult and continuing education are an ongoing responsibility of the Technical and Further Education Sector

(TAFE and TVE Colleges), higher education institutions, employers and the media. Adult education is an integral part of learning throughout life – of development from womb to tomb, or as someone once quipped, from sperm to worm.

The elaboration and dissemination of the concept of lifelong learning has been one of the most significant advances in educational thinking since the end of World War II. The expression "lifelong learning" that emerged in the 1950s originated with adult and continuing education. While the two are still often seen as synonymous, a much broader and richer ideal began to emerge in the 1970s. For UNESCO's Faure Commission, lifelong education was seen as a continuous process, one that starts in infancy, extends throughout life, and takes in all types and levels of education. More than 20 years later, the Delors Commission opted to use the expression "learning throughout life" to avoid confusion with adult education, and to develop further the concept of a "learning society." A learning society is one that creates a wide diversity of opportunities to learn not only for individuals but also for communities, organisations and society as a whole.

The UNESCO Institute for Education (UIE) in Hamburg was founded in 1951. Ever since, it has focussed on adult and continuing education as a "support to the inner life of human beings" as Maria Montessori put it at the first meeting of its Governing Board. Ever since, UNESCO-UIE (now the UNESCO-UIL, the Institute for Lifelong Learning) has played a significant role in promoting international co-operation in research and the development of adult education and lifelong learning through its publications (e.g., *International Review of Education)* and International Conferences on Adult Education (CONFITA) and workshops (UNESCO-UIL 2010). The Fifth International Conference on Adult Education in Hamburg (UNESCO-UIE 1997) laid the foundations for a vision of adult and youth education viewed as part of a lifelong process aimed at enabling people and communities to take control of their own destiny.[3] The Hamburg Declaration (UNESCO-UIE 1997) asserts that new demands from society and working life raise expectations requiring each individual to continue renewing knowledge, skills and attitudes throughout life. At the heart of this transformation is a shift in the role of the state and the emergence of new adult learning partnerships. The state remains the essential vehicle for ensuring the right of education, particularly the most vulnerable groups of society, and for providing an overall policy framework. As new partnerships between the public, private and community sectors emerge, the role of the state is shifting. It is not only a provider of adult education services but also a funding partner and an evaluation agency. Education, including adult education, is not confined to Ministries of Education; virtually all ministries are engaged in the education of adults. Thus, it is essential to ensure inter-ministerial co-operation. Moreover, employers, unions, non-governmental and community organisations, indigenous peoples and women's groups are involved and need to work together to create opportunities for lifelong learning as well as provision for recognition and accreditation.

[3] As Directors of the UIE/UIL, Paul Belanger, Adama Ouane and Arne Carlsen have played a significant role in promoting the concept of lifelong learning.

Stemming from the concern to promote learning throughout life and the notion of a "learning society," the "learning cities" movement gathered momentum during the 1990s and now includes cities from all regions of the world. A special edition of the *International Review of Education* (Osborne et al. 2013) charts how the learning cities platform developed by UNESCO-UIL is facilitating the development of inclusive, prosperous and sustainable urban communities. INRULED is working towards the same end for rural communities.

Reviewing the evidence on lifelong learning and TVET, Power and Maclean (2013) concluded that it is the "*additionality"* in education and learning that counts in a world of constant change and complexity. As individuals and nations, we need to invest in the development of understanding and expertise, vertically as we expand our knowledge and competencies, and horizontally using a diversity of delivery mechanisms (including IT). Similarly, learning corporations are those that invest heavily in the training and retraining of their employees, expecting them to be innovative and to contribute to the ongoing development of the company or organisation in which they work.

Concluding Comments

For most of human history, learning was not a separate sphere, but an integral part of life and work. With the emergence of schooling at first on a modest scale and subsequently on a vast one, education and training became separate and distinct activities: schooling became synonymous with education and teaching with learning. Progressively, control over education shifted from the family and community to the state authorities. With that shift in control, came changes in content and emphasis. Instead of being an integral part of daily life, schooling became a preparation for life, in a different, larger and more remote sense of the term. We have now witnessed the internationalisation of the Western model of education with its carefully organised grades and classroom procedures, its hierarchy of teachers and administrators, its sequences of studies, assessment procedures and certificates. The success of this system is not in question: mass education has accompanied – indeed made possible – the emergence of a world based on mass production. It has also helped lay the foundations for participatory democracy. But are our present systems of education and training still the best means available for equipping young people at the crossroads of life to meet the challenges of the twenty-first century?

Painfully and over time, a new education-training-learning paradigm will emerge: one increasingly centred on enabling young people to become lifelong learners, and less on formal instruction in classrooms. The manner by which this change will come is by no means certain. It will not mean the end

(continued)

of formal schooling and training, but its transformation. The red brick walls of the school house may not change, but what goes on within them will need to be transformed in ways both subtle and profound, and the gates between school and community, between education and life and work in the community, will be forced open. Hopefully, the quiet revolution already underway in our best secondary schools and TAFE colleges will gather momentum. It will need to do so as global forces transform our world, creating a global knowledge society in which the massive farm-to-industry shift taking place in countries like China, India and Indonesia seems destined to continue. Globally, in the past decade over 900 million non-farm jobs have been created in developing countries. By 2020, it has been predicted that there will be a potential shortage of 40 million high-skilled workers, 45 million medium-skilled workers and a potential surplus of 90 million low-skilled workers, predominantly young people with low levels of education (UNESCO-EFA 2012).

The 2011 International Symposium on Lifelong Learning at the Hong Kong Institute of Education elaborated on the implications of the concept of lifelong learning for poverty alleviation, sustainable development and the re-engineering of existing systems of education and training:

> Adopting the principle of lifelong learning does demand a new vision, one that shifts the emphasis from education to learning; one that moves to a more seamless and user-friendly system; one that recognizes the diversity of ways in which knowledge and skill can be acquired in the information age outside of the formal system…if progress is to be made in reducing poverty and ensuring development is sustainable, governments and the international community will need to meet their commitments and take steps to make lifelong learning for all a reality. (Power and Maclean 2013)

The concept of learning throughout life forces us to rethink how we have structured and formalised learning in national systems of education and training as we know them. Perhaps we should rethink what we cram into the courses, textbooks and examination systems, and ask if the structures we have created have become prison walls for many of the young people trapped in secondary schools. The greatest gift of all an empowering education can give is a passion for learning and for life – a passion that inspires learners to become more versatile, competent and caring. Empowered to venture into new fields of knowledge and to develop new talents, lifelong learners enrich their own lives and can contribute to solving the problems facing the communities in which they live. In any event, in a changing world, it is ever more imperative that all must continue to learn, to constantly build on what was provided initially by the educational institutions they attended as students. As I often warn new university graduates: “your degree is a milestone in your education, do not let it become a tombstone.”

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Chapter 10
Higher Education: The Engine of Development

The University must be the bastion of the essential values of the human spirit.

(Federico Major)

By definition, higher education is primarily concerned with the transmission and development of knowledge at the most advanced levels of learning and research. Historically, the prime functions of the university have been teaching, research and community service. Deep down universities still see themselves as a fountain of knowledge and reason for a better world, as serving as the custodians of knowledge, culture and enlightenment. Nostalgic as that view may be, universities have survived for more than 800 years, largely because they constantly reinvent themselves while seeking to retain their core academic values.

In today's global knowledge society, higher education is being called upon to be the "engine of development," highlighting the economic role expected of universities in producing the research and graduates deemed to be the keys to improving national productivity and competitiveness. In the past, labour, raw materials and capital were seen to be crucial for development. Today, knowledge and know-how are seen to be more important, indeed crucial if development is to be sustainable. In Drucker's (1997) view:

> The biggest shift – bigger by far than the change in politics, government or economics – is the shift to the knowledge society. The social centre of gravity has shifted to the knowledge-worker as developed countries are becoming post-business, knowledge societies, and access to good jobs and career opportunities increasingly requires a university diploma. Looked at one way, this is the logical result of a long evolution in which we have moved from working by the sweat of our brow to industrial work, and finally to knowledge work.

Reporting on the impact of the emerging global knowledge society in October 1997, the *Economist* suggested that in the twenty-first century "ideas and the ability to manipulate them, count far more than traditional factors of production." It asserted that the university will come to look like an increasingly useful asset, not only as a nation's Research and Development laboratory, but also the mechanism through which a country "augments its human capital, the better to compete in the global economy."

C. Power, *The Power of Education*, Education in the Asia-Pacific Region:
Issues, Concerns and Prospects 27, DOI 10.1007/978-981-287-221-0_10

This view of education as the "engine of economic growth" and global competitiveness underlies the thinking behind many of the educational reforms initiated in recent years. In the global knowledge society, the demand for higher order skills, for "knowledge workers," has accelerated. Global forces also have led to the "internationalisation" of education systems as the global trade in educational goods and services assumes an increasingly significant role in national economies. A global order in which knowledge is seen as major wealth-producing resource makes new and even more stringent demands on higher education systems and institutions.

Given the exponential growth of knowledge associated with advances in science and technology and the internationalisation of higher education, UNESCO has sought to facilitate reflection on the kind of higher education needed if graduates are fill the range of roles in life and in the workplace they will face in the future, and to ensure that research serves the "common good."

In this Chapter, the focus is on the role played by UNESCO and its partners in helping higher education systems and institutions to confront the "new realities" facing them in the twenty-first century.

10.1 Higher Education and the Transition to Democracy

UNESCO, as proclaimed in its Constitution, is founded upon "the intellectual moral solidarity of mankind." Its key task has been to promote international, intellectual co-operation through the dissemination of knowledge, research and discussion of ideas. It follows that the development of higher education and the promotion of research have been major fields of action of UNESCO since its founding in 1946.

The first International Congress of Representatives of Universities was organised by UNESCO in 1948 in Utrecht (Netherlands). Focussing on the challenges facing universities as the world recovered from a great and terrible war, the Utrecht Congress urged universities to consider afresh the part they must play in economic and social education, the moral and aesthetic development of its students, the importance of community life, and research in the social sciences and creative work in the humanities. It also insisted that the university has a wide social responsibility to the nation and beyond that to humanity as a whole.

When UNESCO was established, the International Council of Scientific Unions (ICSU) was already in existence. To this day, much of the organisation's work in science (and science education) is undertaken in co-operation with ICSU. Following a recommendation of the Utrecht Congress, UNESCO helped set up the International Association of Universities (IAU) in 1950. The IAU has been housed at UNESCO Headquarters in Paris ever since, facilitating international co-operation between UNESCO and universities. One of the first tasks undertaken jointly by UNESCO and IAU was a study of the thorny problem of equivalence of university degrees and conditions for matriculation – obstacles to exchanges and mobility. It did prove to be a politically sensitive issue: it was not until 1979 that the first European

Convention on the Recognition of Studies, Diplomas, and Degrees in Higher Education was adopted by UNESCO's European Member States, and it took another 4–5 years for other regions to develop their own Conventions.

In the dying days of the Cold War, UNESCO was often called upon to help higher education authorities and institutions to cope with the enormity of the changes taking place. CEPES, the UNESCO European Centre for Higher Education was housed in a villa in Bucharest, Romania. Curiously, the CEPES building had served as the Gestapo Headquarters during World War II. One of the key issues facing higher education in Eastern Europe was that of academic freedom and institutional autonomy. In Romania, in particular, universities were tightly controlled by President Ceausescu and his Secret Police: universities were part of the "State Apparatus." CEPES, hotels, university offices even cafes were bugged, making it difficult to speak openly about the problems facing universities in Romania. Visiting CEPES in 1989, I discovered that one of our most able CEPES staff members, Dumitru Chitoran, was in serious trouble with the Ceausescu regime over the issue of academic freedom. We had to get him and his family out of the country. I "ordered" him to come to Paris, ostensibly to assist with the preparations for UNESCO's General Conference. As he took off, a car we had organised sped through the night taking his wife and children to safety across the border. Immediately, the Secret Police threw the only remaining member of his family, his father-in-law, into prison. The old man was a diabetic and he could not survive long in the harsh conditions of a Romanian prison run by the Secret Police. We contacted all the diplomatic offices in Bucharest, mounting a campaign to have him released. Fortunately within a few weeks, the dictatorial regime was overthrown.

The issue of academic freedom and institutional autonomy has been part of the agenda of universities for centuries – from the battles with the church and monarchs faced by medieval universities to this day. Jaime Torres Bodet, UNESCO's Director-General in 1950, argued: "It is essential that universities should hold aloof from party strife and the official ideologies, that they jealously guard their independence and their serenity. But that does not mean indifference. Universities must not be mere museums of thought."

Historically, universities have played a major role in the quest for truth, freedom and enlightenment. For example, in Sweden, students and faculty are expected to assume leadership roles in society and to act as "the guardian knights of light." In reality, universities struggle to assert their independence not only in Central and Eastern Europe, but in many a so-called democracy. The freedom to seek the "truth" through rigorous research is crucial if the basic principles of democracy and sustainable development are to be preserved.

Lord Dearing, who chaired the 1997 Committee advising on the future of higher education in the UK, insisted that universities must act as part of the "conscience of society," holding a mirror up to nations and the world "describing what is there to be seen, and how far it departs from the good." Academic freedom and institutional autonomy carry with them heavy social, moral and intellectual responsibilities. Higher education institutions need to play a pro-active role in contributing to the

development of sound national and international policy, and scholars should be able to speak out, where necessary, on key issues on the basis of their expert knowledge and research.

For countries in transition to democracy, the fight to gain some measure of academic freedom gathered momentum as they embarked on the task of re-engineering their education systems. Given that UNESCO was the only international organisation focussing on education, science and culture that had worked with, and was trusted by, the former Communist States of Europe and Central Asia, the latter turned to UNESCO for help. My colleagues (particularly Wolf Rissom, Alexander Sannikov and Marco Antonio Dias[1]) and I were very much involved in the efforts being made by these countries to reform their higher education systems. We also played a key role in their negotiations with the Council of Europe, the EU, OECD and the World Bank.

In 1991 at a Conference on the Reform of Higher Education in Plodiv, the focus was on what the opening up to the West might mean for university education in countries like Bulgaria. I was joined by Sir John Daniel, then Vice-Chancellor of the Open University in the UK. We soon became friends, a friendship that continues to this day. Ever since, UNESCO has used the expertise of Open Universities in the UK, Netherlands, Australia and the Commonwealth of Learning to facilitate the development of open universities not only in Eastern Europe but also in Africa, Asia and the Arab States. Sir John replaced me as ADG for Education on my retirement from UNESCO. He provided the high level of leadership and expertise needed by UNESCO to help Member States confront the challenges facing education in the new millennium.

In 1992, UNESCO held a regional conference on academic freedom at a former royal palace in Sinaia, Romania. The conference insisted that academic freedom and institutional autonomy are necessary conditions for the preservation of the university as a community of free inquiry, critical thinking and the advancement and dissemination of knowledge. Bitter experience led the participants to the view that universities are strategic institutions in consolidation of democracy in countries in Central and Eastern Europe. Academic freedom and the active involvement of students in student organisations, university decision-making and community engagement were deemed to be crucial for democracy to take root.

My experiences in working on the reform of higher education in what were authoritarian regimes convinced me that the extent to which universities can exercise their independence, appoint staff, rigorously pursue the truth, freely exchange information and speak out on issues in which they have expertise is a good measure of the strength of democracy. Academic freedom is being compromised even in nations that claim to be the champions of democracy. Senior academics are reluctant to speak out even when it is clearly in the public interest, and increasingly the knowledge gained from research is in the private rather than the public domain. All citizens need open access to knowledge relevant to key policy issues facing their

[1] Marc Antonio Dias served as Director of the Division of Higher Education in the Education Sector.

nation if they are to exercise their rights and responsibilities as citizens. That is the essence of what is meant by a liberal democracy in the global knowledge society.

The collapse of the Soviet Union created other problems for countries like Romania. Visiting the CEPES Office in the early 1990s, I was confronted by a group of university students from Ethiopia. In post-independence era, several African countries were aligned with the Communist block and students from these countries were given scholarships enabling them to study in the USSR and Eastern Europe. With the collapse of the Ceausescu regime, the Ethiopian students still in Romania were desperate. Their scholarships had evaporated. They had no funds to pay university fees let alone for food and lodging, and they were not able to return home, being seen as politically tainted. Of course, I did what I could, raising the issue with President Illiescu, donor agencies and charities working in Romania. In time, solutions were found.

Until the 1990s, universities in Central and Eastern Europe were public institutions, controlled and funded by the State. There was no private higher education. There was no quality assurance or accreditation system to regulate higher education. When the entire Soviet economic system collapsed, the funding for universities evaporated. To survive, many academics in Romania set up their own "universities." By 1992, there were more than 30 such "private universities" in Romania. Students soon discovered that their degrees and diplomas were worthless. This was an issue that fell squarely within the province of UNESCO. UNESCO set up Regional Conventions on the Recognition of Degrees and Diplomas not only to facilitate academic mobility, but also to protect the rights of students. In addition, UNESCO had been active in other parts of the world in the development of national quality assurance and accreditation systems. It helped Romania (and many other countries) to establish a national quality assurance and accreditation (QAA) agency, and to assess its new "private universities." Very few were granted accreditation and almost all of them were closed down.

In the centrally-planned economies of Central and Eastern Europe, student intakes were regulated by the State. But as any economist will confirm, centralised planning is seriously flawed (and "free" markets have their own defects). At a graduation ceremony in Sophia, Bulgaria in the early 1990s, I was surprised to see the number of engineering students graduating who had specialised in the design and construction of airports. While the central planners had envisaged the building of a number of new airports in Bulgaria, none were in the pipeline, and changed economic circumstances meant none were likely to be built. The students certainly had developed the engineering expertise needed to build airports, but they were not prepared for the range of roles assumed by engineers in the global market economy. At a conference of technical universities in Central and Eastern Europe in Georgia, the rectors informed me that they needed to "humanise" their institutions. I asked them to explain: "Well, we do produce highly qualified technical specialists for centrally planned economies. They are very good at what they do, but their training has been too narrow and inflexible. Now our graduates have to work with corporations run by international conglomerates rather than the Party. They need to be able to

communicate in English, German or French; to manage projects, people and budgets; to use their technical skills to innovate and to continue to update their knowledge and skills as industry changes."

10.2 Higher Education in Developing Countries

A key issue in UNESCO's work has always been the right to education. In 1948, the Universal Declaration of Human Rights proclaimed: "Higher education shall be equally accessible to all on the basis of merit," the intention being that equal opportunities be available to all young people and adults without "distinction as to race, sex, language, social standing or financial means."

In the aftermath of the economic woes of the 1980s and the imposition of structural adjustment policies, Federico Mayor and my fellow programme ADGs became increasingly concerned about the crisis facing higher education in developing countries. Two problems stood out: the growing gaps between rich and poor countries in access to and the quality of higher education, and the deteriorating relationship between universities and governments. The problems were particularly acute in the least developed countries (LDCs) of sub-Saharan Africa, Southern Asia, Latin America and the Pacific. The seriousness of the situation was driven home to me every time I visited a university in Africa.

In Accra at the 1991 Conference of the African Association of Universities, Walter Kamba, then Vice-Chancellor of the University of Zimbabwe and President of the IAU, spoke of the social role of universities and the link between the intellectual and educational role of universities on the one hand and the development of society on the other. In playing this role, Kamba argued that the university must be guided by excellence in performance and relevance of their work to the environment in which they exist and operate. While in Accra, I visited the once-proud University of Ghana. Its buildings, library and laboratories were in a deplorable state. After the Conference, I met with the President of Ghana, Jerry Rawlings. "What do you expect!" he bellowed. "We have to cut costs because Ghana faces serious economic and debt problems. The last thing we need is a bunch of pampered lefties from the university attacking the government's position and the Presidency." Walter Kamba also was to experience the wrath of his President as conflicts between the university and the Mugabe regime deepened.

Looking at UNESCO's global data base on higher education, Federico Mayor, Marco Antonio Dias and I became ever more concerned about the enormity of the gap between developed and developing countries. In the 1980s, young people in developed countries were 23 times more likely to be enrolled in tertiary education than their counterparts in sub-Saharan Africa. By the early 1990s, the situation had not improved: the tertiary gross enrolment ratio for sub-Saharan Africa was 3 %, while that for North America stood at 81 %. Africa, it would seem, had no place in the global knowledge society, and the entire continent was being written off by most development agencies. UNESCO, on the other hand, swam against the tide,

launching the Priority Africa programme to support the efforts being made by Africans to break out of the "poverty trap."

In our view, the international community must work not only on EFA but also to enhance the capacity of higher education institutions in developing countries so that they can become true partners in collaborative undertakings, especially those aimed at overcoming the obstacles to achieving their EFA goals and MDG targets. Without adequate institutions of higher learning and research, developing countries cannot hope to master and apply advances in science, technology and pedagogy, and thus reduce their dependence on external assistance.

By the late 1990s, the World Bank had shifted its position on higher education. It recognized that the enormous and growing disparities between low-income and developed countries were impelled in large part by the knowledge revolution and the continuing brain drain. While still giving priority to basic education, the World Bank now accepts that strengthening higher education systems and institutions in developing countries is a rational and feasible way to mitigate or avert further deterioration in their relative incomes and quality of life, laying the foundations for sustainable development.

In 1999, UNESCO and the World Bank joined forces to establish a Task Force on Higher Education in Developing Countries, co-chaired by Mamphela Ramphele from South Africa and Henry Rosovsky (Harvard University). Sub-titled *Peril and Promise*, the Report (World Bank 2000) examines the perilous state of higher education in developing countries, considers the new realities these countries face in the global knowledge society, how they are reshaping their response to ongoing challenges, and sets out what is needed to realize the promise of a better future.

To be effective, higher education institutions need to have a clear sense of mission, well-designed academic programmes, high-quality faculty, committed and well-prepared students and sufficient resources. The Task Force concluded that, most higher education institutions in developing countries suffer severe deficiencies in each of these areas, and that, as a result, few perform at a consistently high standard. The Report singles out the absence of a shared vision for higher education, the lack of political and financial commitment, conditions of initial educational and academic disadvantage, and the disruptions of globalisation. The Task Force set the crafting of a vision of a "rational" system of higher education as the starting point of reform – one based on verifiable facts and justifiable assumptions, and a transparent and informed dialogue that brings together educators, industry, governments, prospective students and other key stakeholders. A common vision should yield a framework to guide the expansion and reform of higher education, while also organising and managing the system in a way that is compatible with societal goals and aspirations. It argues that institutions of higher education need to strengthen their internal governance and improve the quality of existing programmes especially in science and technology.

Addressing the governments of UNESCO's Member States at the launch of the Report of the Joint Task Force, Mamphela Ramphele and I challenged policymakers to assume their primary responsibility to develop "the architecture of a rational system of higher education and orchestrate its smooth operation in a manner that

promotes both mass education and excellence, while advancing public interests in higher education" (e.g. setting standards for degrees, protecting higher education as a venue for free and open discourse). We promised to support their efforts to strengthen their systems of higher education, providing catalytic financial and technical support building on their own initiatives and those being taken by the Bank and UNESCO.

10.3 International Co-operation and Solidarity

Action at the global, national and institutional level is needed to reverse the process of decline and deterioration of higher education institutions and systems in many parts of the world, and to address the challenges posed by globalisation. The crisis facing higher education in all corners of the globe had assumed grave proportions, a situation aggravated by:

- *pressure for access to higher education*: globally, enrolments increased form 46 million in 1980 to 178 million in 2010
- *inequalities and discrimination against women and minority groups*: 73 % of students enrolled in tertiary education in the least developed countries in the 1990s were males, 27 % were female; in most countries, leadership positions in higher education are occupied by men
- *resource constraints*: coping with the constantly rising demand but diminishing resources; public expenditure per higher education student has fallen dramatically, creating problems of access for the poor (as the cost burden shifts from public to private), and quality (as resources available to support teaching and learning are reduced)
- *overcoming the knowledge gap*: enrolment ratios in higher education are at least ten times higher in OECD countries than in low-income countries and the gaps continue to widen, particularly in science and technology
- *the* "*brain drain*" *and mobility*: large numbers of professionals, graduates and able students from developing countries and Eastern Europe have moved to more affluent countries
- *globalisation and the internationalisation of higher education*: quality, recognition of degrees and diplomas and accreditation are key issues, intensifying competition at the expense of co-operation and solidarity
- *diversification*: the creation of alternative forms and types of education at the third level, and new modes of delivery (open and web-based learning)
- *rapid growth in knowledge*: transformations in the way knowledge is structured, accessed and used, greater complexity and constant change as ICT transforms teaching, learning and delivery of programmes.

In response, UNESCO opted for three major lines of attack. First, it sought to develop new models and support systems for university co-operation aimed at developing the capacity of higher education institutions and systems in developing

countries, the UNESCO Chairs and UNITWIN Project. Second, to facilitate the renewal of higher education systems, UNESCO worked to generate a new academic pact, an international agreement on the mission and role of higher education in the twenty-first century. Third, it sought to address the challenges posed by the global forces creating the knowledge society of the future and the internationalisation of higher education (e.g. by promoting international academic mobility, alleviating the effects of "brain drain," facilitating open access to the knowledge and innovations, renewing standard setting instruments and quality assurance and accreditation systems).

10.4 UNITWIN, UNESCO Chairs and LWF

Early in 1991, Federico Mayor outlined his plan to launch the UNITWIN/UNESCO Chairs programme as an inter-sectorial programme aimed at strengthening academic co-operation and at enhancing institutional capacity through knowledge sharing and collaborative joint ventures. Particular emphasis was laid on supporting higher education institutions in developing countries and in Central and Eastern Europe. The programme was approved at UNESCO's 1991 General Conference. Designed to network higher education institutions at the interregional, regional and sub-regional levels, it seeks to promote institutional development, sharing of resources, facilitate exchange of expertise and experience, as well as staff and students.

In essence, UNITWIN is based on the spirit of academic solidarity needed to set in motion a process leading to strong and durable links between higher education and scientific institutions worldwide. It was also designed to strengthen the research and teaching capacity of universities in the south to enhance their role in addressing key development issues facing poor countries, while at the same time helping to stem the "brain drain." As I noted in an address to the European Association for International Education: "Africa has been particularly badly hit: one third of its skilled personnel had left the continent by 1987. The same problem is now affecting the countries of Eastern Europe. The most pressing need is to reverse the process of decline and deterioration of institutions in developing and Central-Eastern European countries" (Power 1994).

The "Learning without Frontiers" (LWF) project was launched in 1993. It was designed as a complementary programme aimed at providing new learning opportunities through open education and to facilitate exchange of knowledge, experience and co-operative research programmes taking advantage of the possibilities created by new information and communication technologies. That same year, the E-9 Summit on EFA in New Delhi launched an unprecedented Joint Initiative on Distance Education for the world's nine largest developing countries. It sought to develop the capacity of the open universities in these countries to use ICT to train teachers in remote areas and to dramatically expand the provision of in-service teacher education.

Australia has had a long experience in the use of new technologies to reach the unreached, beginning with the "School of the Air" in the earliest days of radio. Whereas many countries opted for a single open university, in each Australian state, several universities provide both conventional and distance-open learning programmes. The Heads of State at New Delhi were well aware of Australia's unique experience and asked me to approach the Australian government for help. The Australian government and many Australian institutions were only too willing to assist in sharing their experience, hosting an extended programme of study visits and an international seminar on distance education and open learning in Melbourne in 1994. Thereafter, at least 20 Member States worked with Australia and UNESCO to develop the potential of distance and open education to reach the unreached at all levels of education and training,

Over the years UNESCO has played a catalytic role through projects like UNITWIN and LWF, mobilizing public and private sector engagement to support inter-university co-operation, facilitating agreements between the universities involved, and expediting possibilities of securing external funding. From an academic point of view, UNESCO's action has promoted and reinforced interdisciplinary teaching and research programmes which have a direct bearing on sustainable development such as population issues, food security, environment, science and technology, open and distance education, teacher education, TVET, conflict resolution, peace, human rights and democracy.

Today, at least 854 higher education institutions in 134 countries participate in the UNESCO Chairs and UNITWIN programme. It has evolved into the establishment of poles of excellence and innovation at the regional and global level, strengthening north-south-south co-operation in education, natural and social sciences, culture and communication. The programme has proved to be useful in strengthening institutional capacity; fostering joint research and graduate teaching programmes; informing policy; facilitating interdisciplinary approaches needed to tackle complex problems (e.g. climate change); and generating innovations in higher education.

10.5 Towards a New Academic Covenant – Vision and Action

During the 1990s, universities were in danger of losing their way, compromising the intellectual and moral values that underpin higher education as they struggled to survive in troubled times. At the same time, many government and development agencies were falling short of their responsibilities, exacerbating the crisis facing their rapidly growing, but seriously underfunded, higher education systems.

While in theory democracy began to flourish following the collapse of Communism, in reality the future of freedom is by no means assured. University autonomy, academic freedom and critical thinking still need to be defended as pillars of the mission of the university. Higher education has always had an important international dimension. Globalisation, the dynamic processes of increasing interdependence, growing competition and the communication revolution, make

this international dimension ever more crucial, challenging the role played by the State and public universities as more and more private, overseas and cross-border institutions and web-based programmes invaded their territory.

The growing trade in higher education goods and services attracted the attention of the World Trade Organisation (WTO). Adopted in 1995, the General Agreement on Trade in Services (GATS) identifies education as a service to be liberalised and regulated by trade rules. The legal and technical complexities of GATs and the removal of barriers to promote trade in higher education created a good deal of "sound and fury." The notion of higher education as a tradable service represents a challenge both to national sovereignty and traditional academic values. Viewing higher education as a private rather than as a public good runs counter to the liberal view of higher education; viewing higher education as a commodity to be purchased only by those able to afford it runs counter to the concept of education as a basic human right.

UNESCO saw the need to create a vision of the role of universities in new times, one founded on the values that define what it means to be a university. It needed to articulate, and reach consensus on, the mission of higher education in today's world. As Federico Major (UNESCO 1998) insisted:

> Universities cannot simply be the guardians of the status quo, but must emerge from their ivory towers and address themselves to the multiple challenges and crises we anticipate in the future. It is incumbent on the university to act as a 'watchtower' to foresee, predict and anticipate possible future transformations and their possible impact on society.

A "new academic covenant" was urgently needed. To lay the foundations for generating understanding and agreement between higher education and the society of which it is a part, UNESCO launched a worldwide process of reflection and debate on the role of higher education. The process of analysing existing trends and future challenges and commissioning studies on key issues was to be the lead up to the world's first genuine International conference on higher education, that is, one that involved all key stakeholders – national and international policy makers, parliamentarians, institutional leaders, the professoriate, researchers, student organisations and civil society. It was to be a 4 year process of hammering out a global consensus on the respective roles and responsibilities of governments and higher education systems and institutions.

The process began with a series of regional consultations that included the Sinaia and Accra conferences mentioned above. Next in collaboration with the United Nations University, UNESCO identified key issues to be addressed. Trends in higher education were analysed and drawn together in the form of a UNESCO *Policy Paper for Change and Development in Higher Education* (UNESCO 1995). Together with the Delors Report, the policy document was designed to provide a framework for the re-examination of the relations between higher education and society at regional conferences held between 1996 and early 1998 in Havana, Dakar, Tokyo, Palermo and Beirut. The results formed the backbone of the working documents prepared by the Education Sector of UNESCO in collaboration with an Advisory Group of over 20 prominent academics. The working documents were complemented by 50 studies

and analyses commissioned by UNESCO to underpin subsequent thematic debates on key issues in higher education.

The first UNESCO World Conference on Higher Education (WHCE) was held at UNESCO in October 1998. Representatives of 182 States, intergovernmental and non-governmental organisations as well all key stakeholder groups came to Paris to agree on a new vision for higher education, building on the agreements reached at the regional level. Most of the 4,000 representatives were present in an official capacity, that is, they were authorized to speak and act on behalf of their government, higher education institutions, inter-governmental or non-government organisation. In addition, many of the world's leading specialists in higher education made significant contributions to the Conference. Collectively, the participants forged a new international agreement on the mutual responsibilities of universities, governments and society:

> whereby the value to society of having a well-supported, open and autonomous higher education system is better recognized and institutions assume greater responsibility for contributing to the public good, to fulfilling ethical, social and intellectual responsibilities to facilitate harmonious individual and national development and in helping to solve national, regional and global problems (Power 1999).

Considerable emphasis was placed on the role of the university in producing graduates who are both highly qualified and responsible citizens, and on its critical and forward-looking function through the ongoing analysis of emerging trends. While calling for a re-orientation of higher education, the WCHE reaffirmed commitment to the core values and functions of higher education. The mission of higher education is to contribute to the sustainable development and improvement of society as a whole, namely to:

1. educate highly qualified graduates and responsible citizens able to meet the needs of all sectors of society
2. provide opportunities for higher learning and learners throughout life in order to educate for citizenship and active participation in society
3. advance, create and disseminate knowledge through research and provide, as part of its service to the community, relevant expertise to assist societies in cultural, social and economic development
4. help understand, interpret, preserve, promote and disseminate cultures
5. help protect and enhance societal values (UNESCO 1998).

One of the strengths of the modern university is its conception of itself as a place of inquiry, a place where the quest for knowledge and critical thinking dominate, where research is independent and the knowledge and products produced are freely shared and serve the "common good." As Burton Clark (1997) so forcefully put it:

> We should proudly assert the increasing importance of research as the foundation for teaching and learning as we head into the twenty-first century. Here is where traditional academic values play a large role in the viability and usefulness of transformed universities. Yes, we will be more flexible, more adaptable, even entrepreneurial. But we will not slide down-market to become super-markets of poorly trained graduates ill-equipped to face the complex and open-ended challenges of the next century. If governments want more and more higher education to be done on the cheap, essentially by moving it away from

> discovery-rich environments, then they should be told the price they will pay in the long-term capability of their countries.

Yet as Secretary-General of the 1998 WCHE, I admitted:

> I do not agree with the claim that universities of today are ivory towers, but not enough of their teaching and research reaches out to those most in need of learning and support. When higher education systems set up quality assurance systems and institutions jostle for position on academic league tables, they need to be careful lest they become ways in which higher education ends up excluding the mass of people from access to the knowledge they produce and disseminate. (Power 1999)

The WCHE called for a new vision of higher education as a lifelong source of learning accessible to all, one that gives greater attention to equity of access, enhanced participation and promotion of the role of women, greater emphasis in teaching on the development of critical thinking and creativity, research on innovation, interdisciplinary and trans-disciplinary programmes, and closer links with the world of work. Given its broader role in society, it was argued that universities must enjoy full academic autonomy and freedom, while being "fully responsible and accountable to society."

The WCHE emphasised the responsibility of higher education towards other levels, and not only to ensure that students are better prepared for higher education, but also to ensure that pupils experience fewer failures, stay longer in schools, and are given educational and auxiliary services appropriate to their abilities and interests. Higher education is expected to participate actively in the improvement of all levels and types of education, the education of teachers and educational specialists, educational research, and other services to the education community. The World Conference insisted that institutions of higher education must be open to adult learners, recognizing learning undertaken in different contexts, ensuring that credit is transferable within and between institutions, and by establishing joint partnerships with industry and communities.

The WHCE was not just another talk fest, but a milestone on a long and difficult journey. The intention was to build a stronger and more sustainable foundation for the development of higher education, a new academic pact based on mutual understanding and acceptance of the roles and responsibilities of the key players in higher education. The Conference provided a comprehensive forum for policy debate, facilitated national dialogue and the implementation of reforms in higher education in many countries, and led to a renewed focus on higher education as the "global knowledge revolution" gathered momentum.

10.6 Reforming Higher Education

Immediately after the Conference, UNESCO established the Forum on Higher Education, Research and Knowledge, the Global University Network for Innovation and the Forum on International Quality Assurance, Accreditation and Recognition of Qualifications. Many countries turned to UNESCO to contribute to their higher

education reform programmes, and to facilitate the implementation of the Plan of Action agreed at the World Conference. For example, I worked closely with the Ministers responsible for Higher Education as well as key universities in many countries (e.g. Bahrain, Kazakhstan, Kuwait, Lebanon, Oman, Palestine, Russia, Saudi Arabia, South Africa, Sri Lanka) as did my colleagues specializing in higher education at Headquarters, UNESCO Institutes and field offices.

All nations face common problems alongside those reflecting their own history and circumstances. In the oil-rich countries of the Gulf, enrolments exploded, but for the most part, the higher end of the labour market was dominated by expatriate "knowledge workers." Gulf governments were keen to develop their own indigenous expertise. Saudi Arabia was a typical case in point. Between 1970 and 1995, the total number of students enrolled in higher education had increased 14-fold for males and 180-fold for females. There are, in fact, more young women enrolled in Saudi universities than men. Mohammed Rasheed, the Saudi Minister of Education, was keen for me to come to Saudi Arabia to help get its higher education reform commission back on track (it had stalled), while Crown Prince Talal wanted to continue on from the start we had made at the World Conference in seeking to establish the first Arab Open University. I wanted to work towards giving a voice to women in the higher education reform process. The Russian Federation[2] was equally appreciative of the contribution UNESCO has made to the reform of higher education.

As the pressures associated with the internationalisation and restructuring of higher education intensified, a few scholars began to rethink the third, and most neglected, function of higher education: community service. Progressively the notion of community service is shifting towards a more embracing concern for engagement, to establishing partnerships characterised by mutual respect and interdependence. Holland (2001) sees the engaged university as being:

> committed to direct interaction with external constituencies and communities through the mutually beneficial exchanges, exploration and application of knowledge, expertise, resources and information. These interactions enrich and expand the teaching and discovery functions of the academic institution while also enhancing community capacity. The work of the engaged campus is responsive to (and respectful of) community-identified needs, opportunities, and goals in ways that are appropriate to the university's mission and academic strengths.

Often the focus is on partnerships with industry. Important as this may be, community engagement also can be seen as an extension of the historic civic role of universities, an adjustment that is more equitable and consultative in purpose. Through such strategies as community partnerships, consultation and facilitation, universities can make tangible contributions to improving the quality of life, locally and nationally. The Council of Europe sees the shift towards the notion of engagement as a rethinking of the university as a site for citizenship and social responsibility.

The University as Sites for Citizenship is a global research programme that seeks to create a comprehensive inventory of the ways in which colleges and universities

[2] I was awarded a Medal for services to education in the Russian Federation by President Yeltsin.

Box 10.1: Engaged Universities
Nanyang Technological University (NTU) in Singapore is an example of an engaged university – its teaching research and community projects playing a significant role in supporting the development not only of Singapore, but in many of its neighbours. For example, NTU is working to create a culture of ZERO tolerance for "infollution," information pollution, examples of which include addiction to violent computer games, cyber-bullying, sexual predators, obscenity and racism. Based on ground breaking research on "infollution," Yuhyun Park created the iZ HERO digital game-based learning platform which includes a fictional storyline and animated characters. By running through a sequence of seven game stations, participating youth can enter the storyline plot and ultimately become iZ HEROs who defeat "infollmons," i.e. "infollution" monsters that pollute the digital world. The inaugural iZ HERO exhibition held in Korea in 2011 attracted over 1,000 children per day. Similarly, the Ministry of Education in Singapore hosted the next-generation iZ HERO Adventure in March 2013, providing an integrated multimedia learning experience, including a web game, online portal, and comic book in addition to an interactive digital exhibition. More importantly, this initiative is being integrated into Singapore's cyber-wellness infrastructure. Other project outcomes include the iZ HERO website, a game-based social network for young children aged 6–13. Plans are being developed to deploy the iZ HERO project in other South-East Asian countries to adapt these technologies into the school curriculum.

Source: UNESCO-China Wenhui Award for Educational Innovation, 2013.

in 20 countries are engaged in democratic education (see Box 10.1). Soon after I returned to Australia I helped set up the Eidos Institute, an independent public policy think-tank focussing on facilitating the development and uptake of the research generated by its Australian and South Africa university members. One of the areas of particular research and policy interest for Eidos and its CEO Bruce Muirhead has been university-community engagement. Commenting on the civic mission of Australian universities, he suggests:

> In a very real sense, engagement with local communities can effect a re-humanization and a renewal of the university mission as global (truth), national (productive) and communal (civic). If we do not take this chance to re-evaluate the civic mission of universities, we will have squandered an opportunity to revitalize and re-apply the medieval concept of the university in Australia's modern, more egalitarian society. Perhaps it is the medieval universities, those pillars of feudal responsibility and guardians of knowledge that should have the last word on this issue. They might, if they see what the legacy their descendants may imperil as a result of submission to pure market forces, be concerned at the diminishment of scholastic and scientific sovereignty and be disappointed at the loss of civic mission. (Brown and Muirhead 2001)

More than ever, universities are probably "the only independent tenants of collective values and culture" (Hirsch and Weber 1999) and as such must be the custodians of the "treasure within" within each culture. This broader responsibility to society as sites for citizenship and as the custodians of the values and knowledge embedded in the arts, humanities and social sciences is just as important in a world dominated by the power of the market as it has been in countries ruled by dictators.

Five years after the WCHE, the World Conference +5 noted that the growth in numbers was even more rapid than most had predicted in 1998. Global forces have had an even greater impact on higher education that any of us had expected. In many countries, the relationships between higher education institutions, the state and the market are being redefined. For example, Molly Lee (2004) has analysed the privatisation and corporatisation of public universities in response to global trends. She documents the reduction in institutional autonomy and the changes in the governance and culture of public universities in Malaysia. Globally, the new and alternative providers of higher education (e.g. virtual and corporate universities, branch campuses, franchises, IT academies) created a new paradigm for higher education. Expansion and diversification led to an increased focus on the quality and portability of higher education qualifications, and new problems for sovereign nation states as overseas and private universities filled the spaces left vacant as public institutions struggled to keep pace with demand. The application of the principles of the General Agreement on Trade in Services (GATS) had profound implications for higher education, leading UNESCO to work closely with the Commonwealth of Learning (UNESCO-COL 2006) to produce a set of guidelines to assist Member States and academic leaders in overcoming the challenges and maximizing the potential benefits of cross-border higher education.

10.7 Quality Assurance, Accreditation and Recognition of Degrees and Diplomas

UNESCO has long played a key role in setting international norms and standards, legally-binding instruments and recommendations in its fields of competence – education, science and culture. Dating from the late 1970s, five UNESCO Regional Conventions on the mutual recognition of degrees and diplomas have been adopted and ratified by its Member States. The main purposes of these Conventions have been to promote international co-operation in higher education and to reduce obstacles to the mobility of teachers and students by laying the ground rules for the mutual recognition of degrees and qualifications.

The fall of the Berlin Wall was a landmark in European politics as the divide between Eastern and Western Europe vanished and the process of European unification began. A number of Eastern European countries were seeking to join the EU and the Council of Europe. In January 1990, I addressed the Committee of Ministers

of the Council of Europe on co-operation between the Council and UNESCO. The two organisations work together on many fronts, but the changes taking place in Europe created new challenges and opportunities. At the time, both organisations ran their own Conference of European Ministers of Education: the Council of Europe for its 26 Western European Member States, UNESCO for its 50 pan-Europe Member States. I suggested that we should work towards just one European Ministerial Conference and one Convention. Two years later, the two organisations agreed to do so, a step towards a united Europe.

Reaching agreement on the recognition of degrees and qualifications is a political minefield and technically extremely difficult, particularly when it comes to recognition of professional qualifications in areas like law, medicine and engineering. In meeting after meeting, we struggled to reach consensus.[3] Eventually, agreement was reached on a Council of Europe/UNESCO Convention on the Recognition of Qualifications in the European Region. The "Lisbon Convention" was adopted at a Diplomatic Conference in Portugal in 1997. It has been ratified by most European Member States as well as the Australia and the USA. The Convention represented a significant shift in focus in recognition of degrees, one entitling applicants to a fair recognition of their qualifications within a reasonable time limit and setting out transparent, reliable and agreed procedures.

The Convention highlighted the importance of information and networking at the expert level through national and regional information centres and networks. It also foresaw the need to develop a Code of Good Practice for Transnational Education covering issues such as academic quality, standards, cultural context, staff qualifications and student admission. Subsequent regional and international forums also focussed on the adjustments needed to ensure greater coherence among the regional Conventions and on the development of Quality Assurance and Accreditation systems at the national, regional and global level. Given the growing internationalisation of higher education, UNESCO did try to create a Universal Convention of the Recognition of Degrees as a natural outcome that would crown UNESCO's long-standing work in academic mobility and the recognition of qualifications. The initiative failed, but did result in a document of a lesser binding nature: the Recommendation on the Recognition of Studies and Qualifications in Higher Education.

UNESCO has always been committed to assuring the quality of global provision of higher education, playing an important role in promoting international co-operation towards that end. Recently, it has been involved in the establishment of Quality Assurance and Accreditation (QAA) agencies, Qualification Frameworks and benchmarking in its Member States, and in facilitating the exchange of experience and research on quality issues while supporting the work of regional and international QAA networks.

The preparation of Guidelines for Quality Provision in Cross-Border Education became one of the key outcomes of the policy debates generated at UNESCO's Global Forum on Higher Education. Participants agreed that there was a need to

[3] My colleague Stamenka Uvalic-Trumbic played an outstanding role in this process.

build bridges between education and trade, and that UNESCO, WTO and OECD could act as complementary organisations providing a joint forum on both the cultural and commercial aspects of higher education. Official representatives of almost 100 countries as well as higher education NGOs and experts, took part in the drafting meetings organised jointly by UNESCO and the OECD. The final text of the Guidelines (UNESCO 2006) was approved by the governing bodies of both organisations. While the guidelines address the specific issue of cross-border higher education and its quality, its basic objectives are to support and encourage international co-operation in quality assurance, to protect students and other stakeholders from disreputable providers, and to promote the development of quality cross-border education in ways that better meet human, social, economic and cultural needs.

What about the quality of virtual, cross-border and other new forms of higher education? To protect students and maintain standards, conventional higher education institutions and courses are audited and accredited by quality assurance agencies. The openness and absence of restrictions on what can be put on the web is both its greatest strength and its most fundamental weakness. UNESCO and COL are working with quality assurance and accreditation agencies (QAA) and networks to extend existing systems to cover on-line programmes, virtual universities and off-shore campuses.

The way that the academic game is played reflects the way that status and reputation are attributed, and funding is sourced and allocated. These rules are embedded in national and international indicator systems, quality assurance and accreditation systems, qualifications frameworks and league tables, all of which are weak when it comes to assessing the quality of teaching, if not dysfunctional, when it comes to enhancing community engagement. As Marginson (2007) notes:

> In developing the global comparisons of universities and of national systems, more is needed than just the development of a wider range of indicators of performance, and the formation of choice based systems of comparison. After all, .the objective is not to rank every university as an end in itself or for one's own country to win the world contest, as if higher education was the World Cup. It is everywhere to lift the contribution of higher education and research to public and private goods.

10.8 The 2009 World Conference and the Internationalisation of Higher Education

The second UNESCO World Conference on Higher Education was held in 2009 in Paris. In preparation for the Conference, a series of regional and sub-regional meetings highlighted the key challenges facing higher education. Many developing countries are concerned about being left behind in the global knowledge society and are now struggling to follow the example of developed countries where tertiary gross enrolment ratios now exceed 70 %. In most countries worldwide, government budgets for higher education are declining steadily on a per capita basis. The public sector no longer meets the growing demand and new providers are filling the gaps. These new providers raise a number of issues and challenges in terms of equity,

quality, relevance and purpose. For its part, UNESCO has continued to insist that higher education is a public good, and to work at clarifying the conditions under which globalisation benefits all and the internationalisation of higher education can contribute to the goal of international understanding, co-operation and solidarity (Power 2011a).

One of the most important contributions to the 2009 World Conference was that made by a doyen of international and comparative education, Philip Altbach. Building on the outcomes of the regional preparatory meetings and the UNESCO-UIS data base, Altbach et al. (2009) sought to "track an academic revolution," the revolution now transforming the higher education landscape. The main engines of change identified are massification and globalisation, with inequalities in access singled out as posing a major challenge at both the national and international level. UNESCO-UIS data reveal that by 2009, there were around 150 million tertiary students globally, and that there has been a 53 % increase in enrolments since 2000. In addition, higher education systems have had to wrestle with the implications of diversity and the intensification of the competition for access, funds and status. The Altbach report argues that internationalisation (the policies and programmes that universities and governments implement in response to globalisation) is having a profound impact on higher education and has led to a pressing need for greater international co-operation and standard-setting.

The 2009 UNESCO World Conference on Higher Education reaffirmed the position taken in 1998 that higher education is a public good, and as such is the responsibility of all stakeholders, especially governments. In return, higher education institutions must assume their social responsibility to:

> Lead society in generating global knowledge to address global challenges…increase their interdisciplinary focus … promote critical thinking and active citizenship…..(and)… contribute to the education of ethical citizens (UNESCO 2009).

The 2009 World Conference also emphasised the contribution that higher education can make to achieving the Millennium Development Goals and facilitating learning throughout life. In particular, it called on higher education to scale up teacher education (both pre-service and in-service) programmes, and to ensure that these equip teachers to provide individuals with the knowledge and skills they need for the twenty-first century. Acknowledging that this will require new approaches, emphasis was placed on open and distance learning and the use of information and communication technologies. In essence, UNESCO's position on globalisation and higher education is that:

> Higher education in a globalised society should assure equity of access and respect for cultural diversity as well as national sovereignty. In addition, UNESCO is committed to assuring the quality of global provision of higher education in an increasingly diverse higher education arena and raising the awareness of stakeholders, especially students, on emerging issues in this field. This position aims to establish the conditions under which the globalisation of higher education benefits all (Uvalic-Trumbic 2010).

De Wit (2011) argues that internationalisation has developed from a marginal point of interest to a central factor in contemporary higher education policy and practice. Noting that internationalisation is still seen primarily in instrumental

terms, he lists some of the misconceptions one finds in current higher education policy and practice. For example, internationalisation is often seen as a specific course or subject; it is about studying abroad; its goal is to attract foreign students. De Wit suggests that in pushing internationalisation, we have ignored the debate about what we are doing, why we are doing it and how we are doing it. The 2011 NAFSA Association of International Educators Conference in Vancouver posed the question: Have the means become the goal of internationalisation? At issue is the extent to which internationalisation should be focussed on contributing to teaching, learning, research, innovation, civic engagement and international understanding – building of an empowered global community equipped with the state-of-the art knowledge, skills and determination needed to tackle the challenges facing humanity and our planet. One cannot but agree with Knight's (2011) assertion that there is an urgent need for a much deeper discussion about the values underlying the internationalisation of higher education, which she suggests have shifted from co-operation to competition, mutual benefit to self-interest, exchange and partnerships to commercial trade and activity, and, as illustrated by the rise in influence of global rankings, from capacity-building to status-building.

The public and private costs and benefits of higher education have become increasingly important issues not only for governments, but also for students. The Project on Student Debt in the US estimates that the average college senior in 2009 graduated with $24,000 in outstanding loans. By 2011, student loans surpassed credit cards as the largest single source of debt in the US. Unemployment has hit recent graduates in the US (and a number of other countries) hard, nearly doubling since the post-2007 recession. The result is that the most indebted generation of graduates in US history is without the dependable jobs it needs to escape debt. In the last chapter of this book, we will return to the issues of globalisation and Internationalisation, and the public and private benefits of education.

10.9 Education and MOOCs

Many of the key challenges facing higher education revolve around issues of commodification, commercialisation and trade in higher education goods and services. Some see the internationalisation of higher education as being beneficial, while others seriously questioning the treatment of education as a tradable commodity. UNESCO's position is that higher education in a globalised society should assure equity of access and respect cultural diversity as well as national sovereignty (UNESCO 2004).

There can be no doubt that in a globalised and rapidly changing world it is becoming paramount to create more flexible and affordable pathways to meet the needs of learners throughout life. This was the driving motivation behind UNESCO's Learning Without Frontiers project in the 1990s and its advocacy of the adoption of open education resources (OER) and licensing models by governments, public broadcasters and research journals. The internet combined with open licencing

mean that the marginal cost of replicating digital knowledge is now very low, and that is changing the shape of the way in which we receive and share information. At the higher education level, the vision of OER links with UNESCO's historic mission of promoting the intellectual solidarity and co-operation needed to empower all through education. It is also important to create a better balance between competition and co-operation in higher education. Healthy competition is fine, but cut-throat competition distorts and threatens the basic values and purposes of education. The focus of the leadership of many of today's corporate universities is on money, management, marketing, league tables and status. With that, power and funding are shifting to the centre and away from the community of scholars, away from the academe. The pursuit of excellence in teaching, research and scholarship in the arts, humanities and social sciences, and intellectual solidarity and co-operation has to take second place.

"The end of university campus life. The University as the institution of learning is under threat from digital challengers offering MOOCs – Massive Open Online Courses!" proclaimed Australia's national broadcaster in October 2013. A MOOC is a university course that is provided on the internet free-of-charge to anyone who cares to enrol in it. Stanford University offered the first MOOC (on artificial intelligence) in 2011 and since then consortia of well-known universities have joined forces to create MOOCs (e.g., *Udacity*, *Coursera and edX*) that offer free online courses all over the world. Universities are by no means the only source of information in the digital world. The online encyclopaedia *Wikipedia* now contains more than 15 million articles, all of which are continuously updated and corrected by the subscribers themselves. This is not to say that the university is dead, but universities will need to reinvent themselves, blending old and new ways of teaching, given that the majority of university students now see the tablet and the smart phone as important tools in learning.

On my retirement from UNESCO, Sir John Daniel took my place as ADG for Education in UNESCO and subsequently as head of the Commonwealth of Learning (COL). The two organisations were indeed fortunate to be led by a world leader in open education at a critical point in the history of education. It is fitting then to listen to his voice:

> Discourse about MOOCs is pervaded with hype and myth while reality is shot through with paradoxes and contradictions. However, an important process is underway that will chart new paths for the universities involved and for higher education generally. We envisage that MOOCs will have an important impact in two ways: improving teaching and encouraging institutions to develop distinctive missions. But first what MOOCs will not do is address the challenge of expanding higher education in the developing world. Current xMOOCs pedagogy is pretty old hat but this will change fast. Various actors will be publishing assessments of xMOOC courses. These will quickly be consolidated into league tables that rank courses and participating universities by the quality of their offerings. Institutions that rate poorly will either have to quit playing xMOOCs or raise their game. This, in turn, will put a focus on teaching and pedagogy. With luck, the dream of the great American educator Ernie Boyer may even come true: "We need a climate in which colleges and universities are less imitative, taking pride in their uniqueness. It's time to end the suffocating practice in which colleges and universities measure themselves far too frequently by external status rather than the values determined by their own distinctive mission." (Daniel 2012)

Concluding Comments

Some 2,500 years ago, Confucius developed a philosophy of education based on the principle that education plays a fundamental role in the development of society and individuals alike. In his philosophy, an education that raises individual moral standards can help render society in its entirety more virtuous. Breaking the aristocratic monopoly on learning and civil service appointments, Confucius set up an academy that was accessible to rich and poor alike, and whose education and subsequent careers in government aimed to bring about the ideal of a nation managed with integrity. From their earliest classical origins, the universities of the West also saw education not just in terms of acquiring knowledge, but also building "character." John Stuart Mill in his 1867 inaugural address as rector of St. Andrews University said: "The object of universities is not to make skilful lawyers or physicians or engineers, but capable and cultivated human beings."

In most countries, high status and powerful leadership positions tend to go to the graduates of prestigious universities. The latter may aspire to produce graduates who are capable and cultivated professionals, but all too often higher education institutions have remained trapped in their own traditional practices. Given that the most desirable form of higher education in a democracy occurs when institutions draw able students from all sectors of society, ongoing inequalities in access constitute a considerable challenge, especially where access is restricted and highly competitive. To preserve the legitimacy of higher education in today's world, the diversity within society must be reflected in the enrolment of a student body that reflects the broader society.

Barnett (1997, 2000) has argued that the Western University as we have known it is all but dead, but a new university can arise. The modern world and its key institutions, including the university, face constant changes and super – complexity, a world in which our very frames of understanding, action and self–identity are all being continually challenged. Barnett calls for a reworking of the western concept of critical thinking as a defining concept for the university, enlarging its scope to include critical self-reflection, critical reason and critical action as the foundations of learning.

Knowledge, critical thinking and innovation have become the currency of the new global market. The most successful nations, higher education institutions and individuals in the future will be those that optimise the creation, distribution and utilization of knowledge. The rest, sadly, are likely to fall further and further behind. The time has come to build on the dialogue leading to and following World Conferences and Forums on higher education. There is a need for a global policy space to deal with issues of balanced and sustainable global development. In an increasingly unequal, polarised and unstable world,

(continued)

the building rather than the demolition of national higher education capacity and assuring cultural diversity within education must assume a much higher priority.

Reflecting on the challenges facing higher education, we might well revisit the great thinkers both East and West who built the first academic institutions. At a recent graduation ceremony at the Hong Kong Institute of Education, I argued:

> If universities are no more than social machines for the manufacture of private benefit in the labour market, there is no rationale for public universities. And with that, public universities will wither, and the advances they have made in serving the education, health and other basic needs of all will grind to a halt. If progress is to be real and sustainable, we need to blend what has proven to be of value from both the East and the West. Universities must continue to push forward the frontiers of knowledge … but university research, teaching and community service need to rest on a set of ethical values, an ethic that is not at all evident in the league tables, quality assurance systems and higher education policies of the West. "My teaching" declared Confucius, "is open to everyone, without distinction, and the goal of education is to produce capable individuals who combine competence with virtue." What we need today is virtuous universities, not just virtual ones, universities that serve the common good, not just private interests. (Power 2011b)

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Chapter 11
Games and Game-Changers in Teaching and Learning

The teacher is to students what the rain is to a field

(Zaira, a young Mexican pupil)

Speaking from personal experience, Nelson Mandela once said: "Education is the great engine of personal development. It is through education that the daughter of a peasant can become a doctor, that the son of a mine worker can become head of the mine, that a child of farmworkers can become the President of a great nation" (Mandela 1994).

But how does the "great engine" of education work? What is happening in the minds and lives of our students as they learn and find their way in life? The extent to which learners are empowered through the "great engine" of education depends on the learning experiences they encounter, both formal and non-formal, and how these experiences shape and reshape the way they think and act. In other words, what and how much is learned depends on how and how well the teaching-learning game is played.

In this chapter, the focus is on the most important players in the "language game of the classroom" – learners and teachers. In particular, it seeks to give an account of the ways in which UNESCO has been working to improve the quality, relevance and effectiveness of the education being provided. Previous chapters have touched on some of the ways in the "game" is changing as global forces reshape the world. This chapter looks in more detail at one of the major game-changers of our time, Information and Communication Technologies (ICTs).

11.1 On Learners and Learning

The story of the power of education begins, as it should, on the ways in which learners are empowered through education. Indeed, the prime focus of education, formal and non-formal, must always be on the learner.

C. Power, *The Power of Education*, Education in the Asia-Pacific Region:
Issues, Concerns and Prospects 27, DOI 10.1007/978-981-287-221-0_11

Human development depends on the interaction between two key factors, growth and learning. Whereas the factors that influence human growth are to a large extent genetically determined, those influencing learning are a consequence of events and experiences in an individual's learning environment. Events in the home, school, community and other developmental contexts, determine what each individual learns, and to a large degree, the kind of person he or she becomes. Education is about the deliberate selection and provision of learning activities and experiences deemed to be crucial for the development and well-being of individuals, communities and nations. While one can agree on some of the areas (such as literacy and numeracy) that are important for all children in today's world, making judgments about which learning experiences and outcomes are worthwhile is a value-laden process. What one deems to be important is also dependent on the target group and the context in terms of time and place. Above all else, if educators are to have any chance of meeting the learning needs of their students, young and old, they must listen to their voice. They need to understand the world of their students, to recognize and develop their talents, and to help them overcome their difficulties.

The founders of UNESCO included many of the greatest educators, development psychologists, scientists and artists of their day. Dewey, Montessori, Julian Huxley and the first ADGs for Education in UNESCO (Jean Piaget and Clarence Beeby) were particularly critical of the mechanistic models of teaching that had dominated schooling in the past and that still persist today: notions of the school as an efficient way of mass producing the skilled workers needed by industry, of the mind of the pupil as an empty vessel to be filled, as a computer to be programmed.

For John Dewey (1916), "nothing but the best, the richest and fullest experience possible, is good enough for man." Dewey took the view that the universe is marked by a dynamic process of development through the interaction of events, and that human beings in body, mind and social life are part of this natural process. The kind of person who should emerge from a truly liberalised education would be prepared to learn throughout life, capable of acting in his or her natural and social world effectively, and with a sense of obligation to human society: learning by doing was, for Dewey, an education for democracy.

Maria Montessori, one of the giants of early childhood education, saw the liberty of the learner as the fundamental principle of education: the liberty of free activity balanced by order and control, not by the teacher, but through the organisation of a learning environment which is rich and diverse. For her, this means the designing of activities and materials which enable the child to learn through activity and experience. A powerful advocate for peace, Montessori insisted that UNESCO and its Institutes must "blaze a new path for education in which education is a support to the inner life of human beings" and that "all the care lavished on the child would be wasted unless it made him a responsible citizen, strong to meet the challenge of our age" UNESCO 1997).

Piaget[1] served as the Director of the International Bureau of Education (UNESCO-IBE) and then the first ADG for Education. Along with Dewey and Montessori, he was a leading figure in the "new education" movement in the first half of the twentieth century. The movement questioned traditional approaches to instruction, arguing that learning is an active not a passive process. Piaget's theory emphasised the processes taking place as mental structures (or "schema") are built up as our minds assimilate and accommodate new information and experiences. Piaget famously suggested that there are four stages of intellectual growth: sensorimotor, pre-operational, concrete-operational, and formal-operational, and that education should facilitate the development of these mental structures (Piaget 1952).

Standing on the shoulders of giants, UNESCO continues to foster international co-operation and the sharing of research on learning and innovations in education. For example, soon after the establishment of its regional office for Asia, UNESCO set up an educational research programme for Asia in collaboration with the National Institute for Educational Research in Japan. By the 1970s, five regional programmes for educational innovation, research and development had been established. Notable examples include APEID (the Asia-Pacific Programme of Educational Innovation for Development); all-European Conferences of Directors of Educational Research Institutes and CODISEE (Co-operation in Research and Development for Educational Innovation in South-East Europe); and CARNEID (Caribbean Network of Educational Innovation for Development).

Over time, research being shared through such networks has broadened our knowledge of the ways in which the human brain works and how human beings learn. Every moment of our lives, our brains sort through the mass of inputs from our immediate environment to identify those which, given our priorities at the time, we need to act upon, the rest it ignores. Change our priorities (say from listening to the teacher to reacting to a poke in the back from another student) and our brain immediately identifies different inputs. It does this endlessly and effortlessly. The workings of the brain more closely resemble "the living ecology of a jungle than they do the activities of a computer," as Nobel Laureate Gerald Edelman (1992) put it. The human brain is a particularly complex biological system, not a machine. Each context for learning has its own complex ecology: learning and development are culturally embedded and constituted by a matrix of social relations, interactions and processes – realities that would-be reformers, educational policy makers and every teacher must always bear in mind.

Many education reform movements have drawn inspiration from the work of Dewey, Piaget, Montessori and the educational leaders and thinkers who followed in their footsteps. Sternberg (1998) and others see human abilities as forms of developing expertise. If this is the case, education needs to shift away from traditional approaches towards practice grounded in research on the development of knowledge-based and

[1]The IBE was created in 1925 as a private Swiss association. It became an intergovernmental organisation in 1929 with Jean Piaget as its Director (1929–1967). In 1969, the IBE became an integral part of UNESCO.

skills-based expertise. In the Asia-Pacific region, educational reforms and innovations are increasingly being informed by research on learning for achievement, problem-based learning and evidence–based collaborative enquiry, Singapore's *Thinking-Schools, Learning Nation* and the paradigm shifts in education in Hong Kong being good examples (Cheng 2006; Chi-Hung and Renshaw 2007; Tan 2007).

If the workings of the human brain resemble the living ecology of a jungle, so too does life in schools and tertiary education institutions. Observational studies of classrooms around the world confirm that the language game in traditional classrooms does have a distinctive outer form: teachers and their pupils play the game within the "frames" dictating the rules of the game. The game also has an inner form, reflecting the diversity of individual needs, talents, cultures and dispositions of the students one finds in every school and classroom. The different ways in which learners play the game does have a significant impact on their learning, attitudes and social status. And teachers and teaching styles also vary. Designing successful learning environments for different types of pupils and different objectives is a tricky business, technically and ethically, but gradually our understanding of what does and does not work in different contexts is being refined as the research-based models of teaching and learning suggest (Good and Power 1976; Maclean 2007; Power 2007).

The 2005 EFA Global Monitoring Report reminds us that education should be inclusive, responding to the diverse needs and circumstances of learners, giving appropriate weight to the abilities, skills and knowledge they bring to the teaching-learning process. Education that is not inclusive is unlikely to bring or sustain improvement in the quality of education.

11.2 Teachers and Teaching

Today, there are more than 60 million teachers, making teaching arguably the world's largest profession. If learners are at the centre of education, its lifeblood as it were, then teachers are its heart. It is their task to help unlock the treasures that lie hidden within each learner, to share the gems of knowledge and skills embedded within each culture with the next generation.

In the aftermath of World War II, UNESCO helped establish and rebuild teacher education institutions in countries ravaged by war and in newly independent countries. Ever since, the demand for education has often exceeded supply, and many countries have adopted ad hoc measures to meet the shortfalls, notably by employing untrained and poorly educated teachers. To address this situation, UNESCO continues to support the efforts of Member States to expand the provision of pre-service teacher education programmes where needed, and to strengthen their quality. For the most part, it has focussed on capacity building through the sharing of research and experience via its regional networks, UNESCO Chairs in Teacher Education, and by supporting the work of NGOs like the International Council on Education for Teacher Education.

One of the key issues to be addressed in many countries has been the precarious status and situation of teachers. In the early 1960s, UNESCO and the ILO joined forces to develop a standard–setting instrument, the 1966 Recommendation Concerning the Status of Teachers.[2] The Recommendation sets out standards relating to education personnel policy, recruitment and initial training, the continuing education of teachers, teachers' employment and working conditions. The overall aim of the Recommendation is to provide guidelines to education authorities for improving the status of teachers and the quality of teaching. A Joint ILO-UNESCO Committee of Experts on the Application of the Recommendation was set up to receive and consider reports from governments and organisations representing teachers. As ADG for Education, I had to report on the work of the Joint Committee at meetings of UNESCO's governing bodies. It was a frustrating exercise, given that so few useful responses were forthcoming. We moved to a more focussed approach combining case studies with analysis of the statistics used in educational planning, management and monitoring the supply and qualifications of teachers.

In 1992, over a coffee, the General-Secretary of the World Confederation of Teachers and I discussed strategies we might use to improve the status of teachers. We came up with the idea that the anniversary (5th October) of the adoption of the 1966 ILO-UNESCO Recommendation should be designated as World Teachers' Day, a day on which the work of outstanding teachers should be recognized. Ultimately, the idea approved, and World Teachers' Day was launched on the 5th October in 1994 at a special ceremony at UNESCO. As Federico Mayor explained:

> Teachers are absolutely fundamental. They have been, are and will be the essential pillars of education and therefore of our future. We cannot enter a learning society, an information age, without giving our teachers the recognition they deserve. Each year, on World Teachers' Day, Education International and UNESCO highlight that important message.

Educational International (EI) and UNESCO mounted a campaign each World Teachers' Day to help give the world at large a better understanding of teachers and the invaluable role they play in the development of students and society. Each World Teachers' Day, TV campaigns in co-operation with TV5, BBC World and CNN reach hundreds of millions of viewers. UNESCO and EI distribute well over 100,000 items each year. These include media kits, press releases, posters, videos and newsletters. In addition, extensive use has been made of the web and social media. Each year, the focus is on a particular theme, the first 5 years of the campaign covering the themes "Teachers make the Difference," "Teachers in difficult circumstances," "Teachers on the front line," "Teachers as peace makers," and "Teachers awaken potential." The materials we developed give concrete examples of the amazing work being done by great teachers from all corners of the globe (see Box 11.1). They present a refreshing reminder that education is about human development and culture, about knowledge and commitment, about teachers and students, and not just markets, money and machines.

[2] http://www.unesco.org/education/information/nfsunesco/pdf/TEACHE_E.PDF

Box 11.1: The Quiet Peacemakers – Azijada's Story
The ugly term "ethnic cleansing" first appeared in 1992 in former Yugoslavia. Extreme nationalists among the Bosnia Serbs carried out a policy of mass murder against non-Serbs. Later, Bosnian Croat extremists did likewise. The resulting death toll exceeds 250,000. Like many others, Azijada Borovac lost several family members as well as her home. Although teachers were not paid during the war, she continued to teach at Osman Nakas School, even though the school was a permanent target. The children in her school were deeply affected: "Some refused to speak, others had behavioural problems. It was not easy to get through to them. I couldn't handle it," she admits." We need serious training for work with traumatised children." These days, Azijada spends less time healing the scars of war and more on everyday issues such as teasing and bullying. She takes the same patient approach to these. Her goal is always to help her pupils find a solution. "Children are tolerant and accept everything that is positive and presented as such," she remarks, "tolerance you teach only by being tolerant."

Source: *The Quiet Peace Makers: A Tribute to Teachers:* UNESCO–EI 1997.

The Delors Report also put great emphasis on the importance of the role of teachers. The Commission acknowledged that new media, new methods of communication, new types of learning opportunities are broadening the spectrum of learning possibilities, and that education establishments will have to integrate and take advantage of these new possibilities. But the teacher will still, in the view of the Commission and UNESCO, remain central to learning. Nothing will replace the interaction between teacher and learner: the awakening of curiosity, the testing of ideas or new knowledge, the value of example. Teachers play a crucial role in preparing young people not only to face the future with confidence, but to build it with purpose and responsibility. The challenges facing education in the twenty-first century, the Report argues, places enormous responsibilities on teachers, hence the emphasis given to improving the recruitment, training, status and conditions of work of teachers, and professional development.

In 1996, UNESCO asked the children in its ASP schools around the world "What makes a good teacher?" Over 500 contributions of children aged 8–12 years from 50 countries were received. The contributions reveal the love and respect of children for their teachers, while at the same time reminding us of what lies at the heart of what it means to be a good teacher (see Box 11.2). Children have a far deeper knowledge of the realities of life in the schools and classrooms than most policy makers and would–be-reformers.

Box 11.2: What Makes a Good Teacher?

I like a teacher who helps me think and get answers for myself. (Bongani Sicelo, 9, Zimbabwe)

You need to be kind, trusting and friendly to me. You must understand us all. Never lose your temper or ignore us. I like a smile and a kind word. (Rose, 9, New Zealand)

It is pleasant when you sing, play with us, treat us equally, and understand the feelings, aspirations and moods of each one of us. (Le Nhu Anh, 9, Vietnam)

A good teacher loves the job – good teachers are well prepared to do their work and are proud of teaching their pupils. (Tapsola, 12, Burkina Faso)

To be a good teacher, you must not only teach children, but you must learn from them. (Taska-Leigh, 12 Jamaica)

A good teacher doesn't come drunk to his classes in the morning, and doesn't hit his pupils or sleep in the classroom. (Maurice, 12, Gabon)

They shouldn't be very strict and angry because it makes children afraid of them and unwilling to go to school. (Jana, 12, Czech Republic)

Even when we become adults, we should not forget the good teachers we have had, We have to remember their birthdays. (Odise, 12 Albania)

Source: *What makes a good teacher?* Paris: UNESCO, ED-96/WS/36. 1996.

The 1996 International Conference on Education (ICE) focussed on teachers and teaching in a changing world, giving a detailed analysis of the changing status and profile of teachers, teaching methods and new technologies. The data and reports to the ICE from Member States showed that the shortage of qualified teachers is still a major issue. Many developing countries were struggling to meet their EFA targets because they do not have enough qualified teachers; teacher training facilities are inadequate; schools and classrooms overcrowded and poorly resourced; teachers are poorly paid, if at all; and little or no provision is made for professional development. In Togo, for example, one-third of their primary school teachers possessed only a primary school-leavers certificate, and 36 % had received no training at all. Developed countries also have their problems. In some, many experienced and well-qualified teachers are leaving the profession. To cut costs, supply gaps are filled by temporary or short-term contract staff or recruited from a developing country. World-wide, teacher supply problems are particularly acute in science, technology, mathematics and foreign language teaching – even in developed countries, 14 % of full-time teachers and 31 % of part-time teachers at the upper secondary level fail to comply with official training and qualification requirements (UNESCO 1998). The situation is infinitely worse in developing countries.

Given that the theme of the 1996 ICE was on teachers and teaching, I argued that accredited education NGOs should be entitled to participate, providing their own reports on the status of teachers and helping to shape the recommendations of the ICE. At the same time, status and respect must be earned, and teachers' organisations need to work harder to protect the integrity of the profession, collaborating with national regulatory bodies for the teaching education to set, maintain and enhance professional standards and codes of ethics such as those set out in the ILO-UNESCO Recommendation. Our students deserve nothing less.

That did stir up a hornet's nest. The Council of the IBE did not want to break with tradition: the ICE has been the World Ministers of Education Conference since 1934. As the major employer of teachers, governments were reluctant to embark on an open dialogue on teaching with organisations representing their employees. In the end, for once, both parties were at the table. A significant step towards building a better understanding between governments and the teaching profession was made as a result. At the ICE, Federico Mayor paid tribute to the dedication of teachers and pledged UNESCO's ongoing commitment to improving the conditions for teaching and learning worldwide. I added:

> I am very proud of the fact that I am a teacher. I know the joy of helping young people to learn to know, to do, to be and to live together. Having taught in several countries and in some difficult circumstances, I also know about large classes, inadequate teaching resources and violent communities. But I love teaching. There is no nobler profession. (UNESCO-IBE 1997)

Throughout my professional career, I have often been called on to contribute to Committees of Inquiry, reform commissions and major national and international conferences on teaching and teacher education. The 1990s were no exception, but two events were particularly memorable: the Pedagogica 97 Conference in Cuba, and the Second World Congress of Education International in Washington in 1998.

Though poor, Cuba is proud of its record in providing education and health for its people. For the left-wing teacher unions of Latin America, Fidel Castro is an icon, a national leader who has supported, and is supported by, teachers and the organisations that represent them. Therefore, representatives of teacher organisations throughout Latin America are very keen to attend the pedagogical congresses hosted by Cuba. In 1997, I was asked to give the keynote address at Pedagogica 97 on the theme "Education for the 21st Century: the Challenges for Teachers and Teaching." It proved to be a challenge for me as well.

Havana and Cuba are fascinating, culturally, politically and educationally: a rich cultural heritage, politically pro-Castro and anti-American, and surprisingly vibrant school environments. Cubans seem to be able to do a lot with little – somehow they keep the American cars inherited from a bygone era alive. Throughout the 1990s, Cuba was desperately short of the paper needed to produce school textbooks, a situation created by the trade embargoes imposed by the USA. With the help of Norway, UNESCO was able to obtain the paper the Ministry of Education needed. On my arrival in Havana, the Minister of Education outlined what Cuba had achieved in the face of difficulties created by the embargo and briefed me on Pedagogica 97.

Two challenges were immediately evident: Fidel Castro would speak first, but no one could predict how long he would speak (at times he spoke for hours). Second, the Congress was large, with 7,000 attending, and I do not speak Spanish. "Will there be simultaneous translation?" I asked. "Of course," the Minister replied. "How long should I speak?" "About 45 min, and after that you will be expected to answer a few questions from the floor." No problem, I thought. Castro was surprisingly brief (for him), but simultaneous translation was a surprise. It took the form of loud, loud speakers simultaneously blasting out in Spanish what I was trying to say: "the extent to which a nation can provide quality education to all of its citizens depends on its ability to attract, recruit, train and support competent, caring and committed teachers. Education is strongest in those societies which value and support their teachers and public education systems, and in which the status and morale of teachers is high." Question time was a surprise – so many questions from all parts of the Latin American region on all sorts of issues, and where UNESCO stood on them. My speech took 45 min, question time over 2.5 h.

That evening, a dinner was organised in my honour at the State House where I was the sole guest. Having thanked me for UNESCO's help, Castro asked: "Mr. Power, what was the literacy rate in India and China in 1949, and what is it now in both countries?" This was a politically loaded question, 1949 being the year the Communist Party assumed power in China. Castro's hidden message was that a Communist revolution is the only way in which countries can ensure that the masses have access to education. Fortunately I was able to provide something of an answer: "Well UNESCO did not begin to collect data on literacy until 1952, but our best estimates would put the literacy rate in both countries in 1949 at around 30 %. By the mid-1990s, roughly 72 % of adults in China were literate, while the literacy rate in India was below 55 %.[3]"

President Clinton was the highlight of the Second Education International Conference organised by EI in Washington in 1998. In the midst of the impeachment crisis facing the President, he seemed so relaxed, so much at home speaking to the 3,000 or more teachers attending. He spoke warmly of the schools that he had attended and the teachers who did so much to guide and help him. Most memorable was the comment made by one of his elementary school teachers: "Bill," she said "I don't know what your future holds – you have the ability to become the President of this great country of ours, but you could also end up in prison. So chose your path carefully." Clinton mused, "I made it to President, but I might also end up in prison – unjustly, of course." He went on to argue that the information age is, first and foremost, an education age in which education must start at birth and continue throughout a lifetime. That theme was reiterated by Federico Mayor, who added that teachers are the essential pillars of education, and therefore of our future:

> Books and computers hold a treasure of information. But it is the teacher who first awakens the intellectual and creative capacities of the child which allow that information to be converted into knowledge. Each time teachers create a tolerant, supportive classroom atmosphere –where children develop their self –esteem and problem-solving skills- they diffuse

[3] China's literacy rate is now over 95 %, and India's about 65 %.

> conflict and build peace. An empowering education can counter that lack of direction, that lack of an anchor which so many young people feel today, both in deprived and affluent communities alike, and which leaves them in a vacuum.

For my part, I contributed to seminars on the implementation of the ILO-UNESCO Recommendation on the Status of Teachers and the challenges facing the teaching profession. At the strategic level, I met with Richard Riley, Clinton's well-respected Secretary of State for Education, Mary Futrell (President of Education International), Sandra Feldman (American Teachers' Federation), Robert Chase (National Education Association) and the State Department. Federico Mayor did likewise at meetings with the US scientific community and national leaders. We reached agreement on precisely how we would join forces in support of teachers, and what needed to be done to convince the US Congress that it would be in the best interests of America and the world community if the US was to re-join UNESCO. Clinton, Al Gore and Riley agreed. Two years later, Congress passed the motion approving America's return to UNESCO.

The 1998 World Education Report (UNESCO 1998) focussed on *Teachers and Teaching in a Changing World,* drawing on the UNESCO-UIS global data base, the reports of Member States presented at the 1996 ICE Conference, and inputs from Education International, the ILO and education experts. We noted that, for the most part, the status of teachers has not really been a central concern in education policy at any level of education. Most governments and education authorities have focussed on coping with the demand for education, while holding down educational expenditure and striving to make education systems and institutions "more accountable." In essence, the policy environment sidelined teachers and the teaching-learning process.

Since the 1990s, there has also been increasing concern over the quality and standards, at least in terms of student performance in national and international assessments and league tables. All too often, hasty conclusions are drawn and politically expedient policies, reforms and quick-fixes put in place, ignoring the observational studies of the teaching-learning process undertaken in the 1970s that led to the conclusion that the teaching-learning process is constrained and to a large extent determined by a set of "frame factors." Teaching and learning in educational institutions are "framed," regulated by national educational laws and policies, organisational structures, timetables, the curriculum, textbooks, assessment systems, and in the information age, the web and multi-media packages. Many attempts to reform teaching fail, simply because they ignore the extent to which the work of teachers and schools is tightly controlled.

The 1998 US National Commission on Teaching and America's Future concluded that the reform of elementary and secondary education depends first and foremost on investments in teaching. Drawing on analyses of hundreds of studies of teaching, schooling and reform initiatives, the Commission concluded that:

1. What teachers know and can do is one of the most important influences on what students learn

2. Recruiting, preparing and retaining good teachers is the central strategy for improving schooling
3. School reform cannot succeed unless it creates the conditions in which teachers can teach and teach well.

A large body of research confirms that teacher education, ability and experience along with small schools and lower teacher-pupil ratios are associated with significant increases in student achievement, and that teacher knowledge of subject matter, students' learning and development, and teaching methods are all important elements in teacher effectiveness (Darling-Hammond 1998). The most successful teachers then not only have adequate preparation in their subject matter, but they have also studied and worked at mastering the art and science of teaching.

The EFA Monitoring Report on *The Quality Imperative* (UNESCO-EFA 2005) provides a policy framework for improving the quality of education, starting, as we must, with learners at the centre. It proceeds to consider ways in which the teaching-learning process in the classroom can be genuinely responsive to learners so as to be inclusive and to better achieve the intended learning outcomes. Beyond the classroom, there are many ways to create an enabling environment that is conducive to teaching and learning. Attracting the right recruits, better training, ongoing professional support, better conditions in schools, better schools, whole school development, better management and leadership, learner-centred and learner-friendly institutions, safe and supportive school environments, engaged parents and communities, and a strong professional knowledge infrastructure can make a considerable difference to the quality of teaching, and thus to learners and learning.

11.3 Teaching and Learning in the Information Age

The twentieth century witnessed the invention and development of many new information and communication technologies (ICTs). The ever more sophisticated tools and systems of interpersonal communication are now small and powerful yet cheap enough to be widely available for use in homes, offices, school and tertiary institutions in the developed world, and by increasing numbers of people in the developing world. The impact of this rapidly growing field of education has been greatly accentuated through the development of ICTs, and in particular, the World Wide Web.

In the world of education, the use of communication technologies is hardly new. The printing press ignited the first, and arguably, the most profound revolution in teaching and learning, and the radio has long been an important tool in the delivery of distance education programmes. From its first days, UNESCO promoted the use of audio-visual technologies (films, radio, television, audio and video-cassettes, programmed instruction) and contributed to the development of educational programmes using the "new" technologies of the day. Each "new" technology has given rise to fresh hopes for improving access to, and the quality of education,

while reducing the costs, hopes that have been at best only partly fulfilled. Asked if technology will replace teachers, Bill Gates blunt answer was:

> No … the information highway won't replace or devalue any of the human educational talent needed for the challenges ahead: committed teachers, creative administrators, involved parents, and, of course, diligent students. However, the technology will be pivotal in the future role of teachers. The highway will bring together the best work of countless teachers and authors for others to share. Teachers will be able to draw on this material, and students will have the opportunity to explore it interactively. (Gates 1995)

In 1989, UNESCO held the First International Congress on Education and Informatics in Paris. Even at this stage, it became clear that teachers, educational institutions, planners, administrators and policy makers were making increasing use of the opportunities to reach the unreached and to enhance management, teaching and learning created by the new ICTs. However, at the time, ICTs could be found only in a very small proportion of schools, colleges and training departments of the world. Advocates of the use of ICT in education had to prove these new technologies could do more, that they are powerful and beneficial agents for change.

At the Congress, producers of ICT hardware and software not only exhibited their products, but they began to establish public-private partnerships with countries in which they were not well represented. Immediately after the Congress, UNESCO worked with IBM to set up an education server on which information on the education policies, activities, publications, multi-media training packages of UNESCO, its Member States and NGO partners were to be made available on the internet. It was the first and most comprehensive UN portal for education. Soon afterwards, UNESCO launched its "Learning without Frontiers" (LWF) programme. The aim was to help Member States to "reach the unreached" at all levels of education using ICTs, distance and open-learning systems. In developing the programme, we worked closely both with other inter-governmental agencies (notably the Commonwealth of Learning and the World Bank) as well as the major hardware and software developers (e.g., Apple, Microsoft). Computers were originally introduced into education systems to facilitate administration and planning. Subsequently, the "computer literacy" rationale was, and still is, a major driving force behind the introduction of computers into the school system, generally as a separate subject and housed in a computer lab.

By the time the Second International Congress on ICT was held in Moscow in 1996, the power and capacities of the personal computer had greatly increased, unit prices had fallen, and computers became more user-friendly. Educational institutions had steadily increased their purchase of computers, and software developers had become more interested in what was rapidly becoming the global education market. Since then, the personal computer, tablet and the smart phone have become the favoured tools for accessing information and communication in an increasing number of countries throughout the world. In assessing the support that computers can potentially provide for teachers and student learning, the Congress noted the unique contributions that the new technologies provide: their simulation capability (students can watch how plants grow, bridges collapse, model how changes in

climate might impact on food supply), the creation of input-output devices that enable disabled students to access information and to overcome communication problems, to name just two. My opening remarks at the Moscow Congress elaborated on the opportunities created by ICTs:

> They offer students the possibility of assuming greater control over their own learning, of working more effectively and at their own pace. They place at their disposal a wide range of information sources, scarce expertise, the net, virtual reality and resource materials. They can free teachers from whole class lecturing, enabling them to help individual pupils and to become managers of learning rather than solitary information providers. The new technologies have the potential to enable us to reach the unreached, by eliminating barriers to knowledge created by distance, family circumstances, physical disability and the formal education system itself.

The openness and freedom of the net can be used to strengthen international and intercultural understanding, and make the world's natural and cultural treasures and the latest advances in knowledge accessible to learners on the net. But the impact of the new ICTs depends on who controls them and how they are used. Because the West has been largely responsible for the development of ICTs, its worldview and languages dominate the information super highways, leading to the homogenisation of education and cultures. Moreover, a powerful technology dominated by one set of beliefs and interests can become divisive. It can even play a key role in inflaming old hatreds (as radio did in Rwanda). Yet, the technology also has the potential to facilitate international solidarity and understanding. To realize that potential, the Education and Communication Sectors of UNESCO have worked in partnership and with Member States, relevant NGOs and the private sector to establish an appropriate framework for the use of ICTs in harmony with internationally agreed goals (e.g., EFA, MDGs).

Overshadowing the utilization of ICT in education are the lingering disparities within and between countries. The cost of the hardware (computers, tablets, mobile phones) may be declining, but in most cases, the poor and impoverished educational institutions cannot meet telecommunication, servicing, training and software costs, even if they do have the hardware. The dangers of a widening gulf between "information rich" and "information poor" are real. If governments and communities in developing countries face real problems in finding the resources needed for low-cost technologies (e.g., radio, television, textbooks) and basic infrastructure (electricity, sanitation, potable water, desks), then the education sector hardly represents a promising market for more costly innovations.

The telecommunications infrastructure in most developing countries is severely limited, particularly in its coverage of remote and rural areas. In 1995, globally 16 million people had access to the internet, just 0.4 % of the world's population. In Chad, the sole university had no mainframe computer, just four desktops. However, the situation is changing rapidly. By 2013, an estimated 2,749 million people had access to internet, 39 % of the world's population. Nonetheless, there is still a gap: the percentage of the population in Africa with access is now about 16 % compared with 79 % in North America.

Access to learning venues with ICTs and connectivity is a pre-condition for the effective use of ICTs in education. It is this element of education, the "place" of educational interaction between the learner and the teacher – real or virtual – that is crucial if learning is to take place. In response, many countries have been redefining the nature of learning sites, developing Community Learning Centres, Multi-Purpose Community Centres, Cyber Cafes and Telecentres where information and educational programmes relevant to the needs of the community and learners are made available. In many cases, such learning sites are connected to data sources and networks providing access to formal education and non-formal training and skills development programmes.

Following the collapse of the USSR, I worked closely with the Russian Ministry of Education on the reform of education at all levels in the Russian Federation, and, in particular, with Vladimir Kinelev, Deputy Chairman of the Government and former Minister of Higher Education. The Russian government was keen to make effective use of its own ICT capabilities as well as to "leap-frog" by taking advantage of the advances in ICT and its use in other parts of the world. To do so, it sought to establish a UNESCO Institute for Information Technologies (IITE) in Moscow with a specific mandate to contribute to the design and implementation of UNESCO programmes in regard to the application of information and communication technologies in education. At the first governing board of the new Institute in 1998, we agreed that it should focus on ensuring wider and more equitable access to the technologies in developing countries and countries in transition to a democratic society, the latter being a priority for the Russian Federation and its former allies.

The use of ICTs in education is still in its infancy. The World Wide Web did not exist in public service before 1990, and the first web-based course did not appear until 1995. Despite the strong pressures on educational systems and institutions to use ICT, there are also many constraints: the technology is very new and evolving rapidly; it requires significant up-front technical and financial investment; adequate training and support is rarely provided. The web and the internet are "disruptive technologies" in that they demand a fundamental rethinking of teaching practice. Students are no longer required to be at a set time or place to learn. Until the early 1990s, libraries, books and teachers were the major sources of information. But in the knowledge society, scientific knowledge doubles every year or two, and most of the information is in digital form, only a quarter of which is available in text form.

One of the greatest challenges to be faced by humanity in the future stems not from the lack of information, but our ability to cope with it, that is, to selectively use information to deepen our understanding and to strengthen our talents and expertise. As yet, the educational benefits of investing in on-line learning are not clear, in part, because good and bad results are primarily the product of good and bad teaching, real or virtual. It makes sense, therefore, to be cautious before rushing to adopt the latest technologies, but we do need to take advantage of their potential benefits, blending good teaching with smart use of the new technologies (see Box 11.3).

Box 11.3: Class Acts: Awakening Potential – Dominique's Story
Once a peaceful Gallic village on the Seine, Vitry-sur-Seine is a sprawling Parisian suburb where unemployment is high and incomes low. Many of the children attending the local school are from immigrant families, living in broken or single-parent homes. "Their command of French, or any other language for that matter, is poor," Dominique Nicolas, a pedagogical counsellor in informatics told us. In 1995, she helped set up a project called "Les Classes Lecture-Ecriture" – 3 weeks of intensive reading and writing during which 9-year olds attend workshops devoted to poetry, anagrams, the novel, crosswords and games where they work and play with letters and words. Then, excitedly the children join Dominique in the computer room. "Children, especially those in difficulty, love computers," she says "They are wonderful tools. But, of course, there is always a teacher behind the tool. Here they have a heyday writing up their poems, nonsense rhymes and stories. They may describe a fat man with large, bold letters, or write 'the day is fading' using smaller and smaller letters." Sometimes the teacher will shoot out an idea like: "Once upon a time, a butterfly lost its colours" asking the children to continue the story. Roman, for instance, wrote: "They sent him to a special class but it didn't help. He was so ugly nobody wanted him. So he flew desperately around and ended up in a home-improvement mega-store. The customers fled, spilling over cans of paint. This is how the butterfly got his colours back." After each session, Dominique puts out a magazine with photos and examples of each child's work. "It is essential that each one leaves a trace," she says. "We try to unblock them, convince them they are not stupid. When they see the result in elegant, clean font and style, their self-esteem soars. Our work is difficult to evaluate, but we have awakened something in them."

Source: Class Acts: How teachers awaken potential. UNESCO-EI 1998.

The quality of teaching depends on the richness and appropriateness of learning experiences provided, assessments made, and feedback given to the learner. The preparation of good educational software, on-line courses, distance and open-learning programmes requires a wide range of professional and technical skills that can only be provided by multi-disciplinary teams with the appropriate training and expertise. The involvement of experienced and well-trained teachers is crucial if one wishes to minimize the difficulties encountered by learners and to maximize learning.

Government leaders are well aware that ignoring the impact of ICT on education could substantially reduce their nation's ability to prosper in the twenty-first century. But few developing countries have the resources, the technological infrastructure or the skilled workforce necessary to make on-line learning available on a large scale. When resources are scarce, they need to be concentrated and carefully focussed. One major policy issue is the balance between investment in "virtual education"

using the newer ICTs, compared with distance and open-learning systems using older technologies (e.g., print and broadcasting) and with traditional school, college and university education. The economies of scale of the mass-media-based open universities using print and broadcasting offer considerable cost and sometimes quality advantages over conventional universities. Open universities (such as the Indira Gandhi National Open University in India) therefore still provide a viable route for mass higher education. Wherever there is a reasonably wide and affordable ICT infrastructure, virtual education will play an increasingly important role in teaching and learning in educational settings, as well as in the home and the workplace. UNESCO's position has always been to work with governments, sharing experience and research pertinent to decisions about the use of ICT in education, developing their capacity to make their own informed decisions, never to present any particular technology as the "silver bullet," the solution to all their problems.

What if not only the research generated by universities but also the educational materials developed by schools, universities, national TV networks (like the BBC) were seen as a global public good and made available to all? This is the objective of the Open Educational Resources (OER) Movement. OER refers to digitalized material offered freely and openly to educators, students and independent learners to use and re-use for teaching, learning and research. With support from the Hewlett Foundation, UNESCO-IIEP has created a large community of over 700 members from more than 100 countries. In its regular structured virtual seminars, members learn from experts on issues such as copyright, intellectual property rights, e-publishing, language and cultural concerns. The 2012 UNESCO OER Declaration encourages all UNESCO Member States to openly release any educational materials that are produced under government funding. With open licencing, the marginal cost of replicating digital information and material is near zero, and that is changing the shape of the way we can receive and share information.

Concluding Comments

The central theme of this book is that education is, and must be, about the empowerment of learners, communities and nations. In examining the role played by international organisations like UNESCO in improving access to and the quality of education, we returned in this chapter to the heart of education, to learners and teachers, both real and virtual, and the question of what has and what needs to be done to empower them.

Whereas teachers are often treated as technicians and civil servants, to be a good teacher, one must be an outstandingly sensitive, creative and skilled professional. Moreover, teachers, schools and higher education institutions are constantly being asked to take on new roles and deal with the difficulties

(continued)

facing young people in a world of change. They must then also be models of lifelong learning, constantly involved in the process of professional development and in the pursuit of excellence in teaching and learning. If teachers are empower learners with the knowledge, competencies and inner resources needed to make their way in a changing world, they too must be empowered. We need many more teachers like Monsieur Germain (see Chap. 1). To achieve that goal, governments and non-government education institutions need to work together, learning from each other's success and failures as they seek to attract and retain good teachers. That indeed is one of the reasons why UNESCO was created.

The power of education rests on the extent to which it provides learners with the knowledge, competencies, inner resources and passion for learning they need to continue to grow and develop not just as workers but also as human beings. Young people, empowered as their understanding of the world deepens, are using the new tools of communication to speak out on the issues important for their future and that of the planet – the abuse of power, youth unemployment, underemployment, marginalisation, exploitation and injustice, human rights, environmental issues. In an open learning society, teachers, education authorities and intergovernmental organisations become learners, and learners become teachers. The new technologies will become game changers only if we learn to use them to learn from each other, to deepen our understanding and capacity to find innovative solutions to the problems facing humanity, and use advances in science and technology wisely and responsibly.

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Chapter 12
Science, Technology, Health and Sustainable Development

I fear the day that technology will surpass our human interaction. The world will have a generation of idiots.

(Albert Einstein)

Science, mathematics, technology and development are interrelated activities, their roots reaching back to the stone age and early Egyptian, Greek, Chinese and Arabic civilizations. Advances in science and technology in the twentieth century have reshaped our world: most of the infectious diseases that killed hundreds of millions of people are a thing of the past; television, computers and smart phones have changed the ways we communicate; a host of new technologies are transforming the way we live and work; advances in science are helping us to live longer and to do things faster and better. New developments in the physical and life sciences, ICT and interdisciplinary fields are also revolutionising the ways in which research and innovation are organised, creating greater transparency and levelling the playing field: research and innovation are no longer the sole prerogative of the highly developed nations of the West.

Within UNESCO, the Science Sector is responsible for facilitating international co-operation and capacity building in science and technology. Working closely with the scientific community, it focuses on advancing and sharing knowledge in science, engineering and interdisciplinary areas such as sustainable development, renewable energy, water management, bioethics, poverty reduction, ICT and disaster prevention. The Science Sector is also responsible for the Intergovernmental Oceanographic Commission (IOC) and Man and the Biosphere (MAB), and plays a key role in drawing together the science behind work of the Intergovernmental Panel on Climate Change (IPCC).

The rapid advance of science and technology creates both benefits and challenges. For countries and individuals to be truly independent and to take their place in the knowledge society of the future, they need to be in a position to understand science and technology well enough to use it to meet their own needs, to assess risks and possible unintended consequences, and to make informed decisions about how new knowledge and technologies are to be used. However, access to scientific knowledge and new technologies is uneven, and science and technology can be misused and abused in ways that threaten our very survival. The enormous arsenals

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of nuclear weapons, genetic engineering, global warming and surveillance technology highlight ethical issues in access to research and in the use of science and technology.

The Education and Science sectors of UNESCO have long worked to promote science education, public understanding of science, environmental awareness and the challenges posed by advances in knowledge and technology. Working across sectors on the reform of science and technology education, UNESCO has sought to break down the walls separating science, technology, education and society, to make the "marriage" work internationally and in its Member States. In this chapter, the focus is on the role played by UNESCO and its NGO partners in the development of science education and allied areas (such as health, HIV-AIDS, population, physical education and sport, the environment and sustainable development).

12.1 Science and Technology Education

Immediately after World War II, qualified teachers, equipment, laboratories, textbooks and everything needed to teach science and technology effectively were in short supply. Affordable solutions were urgently needed. UNESCO pooled the available science teaching expertise in its Member States to produce manuals, monographs and training, and to develop low-cost science teaching equipment, methods and materials. It also placed great emphasis on the peaceful uses of nuclear energy and science for social responsibility. The launching of Sputnik led scientists and science educators in the West to join forces, creating the first major reform movements on science teaching, the focus being on upper secondary chemistry, physics, biology and earth science curricula. First produced in 1956, UNESCO's *Source Books for Science Teaching* quickly became best-sellers – repeatedly being reprinted, translated and revised, helping thousands of science educators like me to improve their courses and teaching.

As secondary education for all became a reality, the gaps between the ways in which science was being taught and how it is used in everyday life became ever more evident. In the 1980s, UNESCO, the Commonwealth Secretariat, the International Council of Scientific Unions (ICSU), the International Council of Associations in Science Education (ICASE) and the Commonwealth Association for Science, Technology and Mathematics Education (CASTME) worked together to promote the "science for all" agenda. The ICSU/ICASE International Conference on Science and Technology Education and Future Human Needs in Bangalore (India) made an important contribution, examining ways in which science and technology education can be made more relevant to the needs of society in eights areas of concern: health; food and agriculture; energy resources; land, water and mineral resources; industry and technology; the environment; information transfer and technology; and ethics and social responsibility. UNESCO's International Network for Information in

Science and Technology Education also ran many workshops and produced the *Innovations in Science and Technology Education* publications to help build science education capacity at the national and regional level.

In promoting an integrated approach to science education at the primary and lower secondary level, Sheila Haggis, Chief of Science Education in UNESCO in the 1980s, played a leading role. It was within this context that she asked me to help organise the UNESCO International Consultation on Integrated Science Teaching and the 1988 World Conference of Science and Technology Education. Working with the Australian Academy of Science and the Australian National Commission for UNESCO, we organised these international events to coincide with the Australian Bicentennial celebrations.

In 1990, the World Conference on Education for All (WCEFA) saw "scientific and technological literacy" as the key to "self-reliant development." Building on the commitments made at the WCEFA, UNESCO launched *Project 2000+*: *Science and Technology Education for All*. The Project 2000+ Forum held at UNESCO in July 1993 brought together some 400 science education experts from 80 countries. Project 2000+ is based on the rationale that science and technology education must be seen as relevant in the eyes of the learners, and be taught in the same way as it is now practiced, in multi-disciplinary structures, bringing together all kinds of students to learn within a system of results-oriented team work and inquiry. While promoting science education for all, UNESCO also continues to facilitate the reform of the more specialised programmes in the various scientific disciplines at the post-basic level.

A highlight of the Forum was the contribution made by a great pioneer in oceanography, Jacques-Yves Cousteau. Reflecting on the 1992 Rio Conference on Environment and Development, he concluded that while falling short of expectations, Rio did make business as usual difficult to justify. Cousteau reminded us that scientific and technical programmes have successfully fought sickness, increased average life span and improved living conditions, while inevitably creating some risks. The tragedy, he asserted, is that technocrats believe that the public is not able to understand the problems, that they are the only ones who know what to do. It is the right of all people in a democracy to decide what risks they will or will not take to protect the quality of life of future generations.

Over dinner, Cousteau spoke warmly about the work of the International Oceanographic Commission (IOC), and despairingly of the pollutants, plastics and garbage dumped into the sea; of ships floundering with their loads of arsenic, pesticides and defoliants; of black tides of crude oil multiplying at a rhythm of almost one a week. Were he alive today he would be even more outspoken, as our oceans are ruthlessly plundered and despoiled, as they warm and acidify, as levels of CO_2 rise. We agreed that an empowering education, one that equips future decision-makers with the knowledge and skills needed to make a difference, has become our last recourse. It is the only counter to governments and corporations that deny "an inconvenient truth" – our planet is in trouble, and we are the major cause.

Box 12.1: In the Wake of Cousteau

Commander Jacques-Yves Cousteau was among the first to raise awareness about the importance of the marine environment. He became the torchbearer and champion of sustainable development. Since its launch in 1994, the UNESCO-Cousteau Ecotechnie Programme (UCEP) has consistently promoted inter-disciplinary research and education to ensure future decision-makers are comprehensively trained in ecology, economics, the social science and technology irrespective of the boundaries dividing those disciplines. Equal importance is attached to forging links between the public and the private sectors. UNESCO–UCEP Chairs link universities in the north and the south in Belgium, Egypt, India, Romania and Sweden. It also organises seminars that bring together key actors from all the relevant fields, and supports pilot projects aimed at revitalizing decision-making approaches by giving priority to long-term vision in environmental and development matters. For example, the Yunnan University Project on sustainable natural resource management in the Mekong River includes bamboo afforestation and cultivation along with its use in handicraft products and in industry.

Source: *UNESCO at the Dawn of the 21st Century*. Paris: UNESCO 1999.

The heritage left by Cousteau has not been forgotten. In 1994, UNESCO set up the UNESCO-Cousteau Ecotechnology Programme to promote the research and education for sustainable development (see Box 12.1). In addition, UNESCO hosted many workshops to share experience and to build national capacity. The *Project 2000+ Resource Kit* (UNESCO 1999) was produced to explain the purposes of Project 2000+. The kit includes 26 exemplar interdisciplinary modules covering topics like fuels for the future, managing water resources, solar heating, wind power, and a 30 min videotape showing traditional and innovative teaching styles in a variety of contexts.

One of the more interesting follow-up events was an International Conference on Science and Technology Education hosted in 1996 jointly by UNESCO and Israel, a country well-known for its expertise in science and science education. On visiting the state-of-the-art laboratories at the Hebrew University of Jerusalem, I gained an insight as to why. Groups of gifted high school students worked alongside leading scientists on cutting-edge research projects, and scientists regularly take master classes in high schools throughout Israel. I also visited the Education Exhibition held each year in Jerusalem – an amazing display of science and technology projects generated by gifted teams of primary and secondary school students. Israel is a classic example of what is possible when governments and the scientific community are serious about the cultivation of young talent.

The Prime Minister of Israel at the time, Shimon Peres, was guest of honour at the Conference dinner. On taking my place at the high table, I was asked by the Israeli security to move to the opposite side of the table, as this was where they wanted the

Prime Minister to sit. Next day I discovered why. In the case of a terrorist attack, my original place was the safest position, while where I was asked to sit was in the direct line of fire.

Much of our work in the 1990s focussed on the gender gap in science. For example, to mark the 100th anniversary of the discovery of radioactivity, UNESCO convened an international encounter of high school students to encourage young people, especially girls, to choose scientific studies and careers. Some 140 teenagers from 31 countries took part. The encounter was launched by the first French woman astronaut, Claudie Andre-Deshays, the remarkable young scientist who became Minister of Science and Technology in 2002. She paid tribute to the first women pioneers in science – to Marie Curie and others who "opened doors, doors we are still seeking to open. We all have a guiding star – we must learn to follow it and make our dreams come true."

At the 1999 UNESCO World Conference on Science in Budapest, I (Power 1999a) reflected on the state of science education at the turn of the century arguing that science and technology education must be seen as a basic human right for all, as the foundation of sustainable development and active citizenship as well as lifelong learning. Noting the decline in interest in science among young people, the Conference expressed its concern that, all too often, science is still taught in a didactic manner inhibiting active engagement in science and society. It is important to at least get the foundations of science education right. The scientific and science education communities need to work closely together, as was the case in the 1960s and 1970s. From the perspective of lifelong learning, the content and approach to science teaching at all levels needs to be rethought, and it is time to ask anew what needs to be done to enhance public understanding of science, particularly the science of global warming and climate change.

Today's world is marked by the spectacular growth of knowledge: the number of articles reporting new discoveries in prestigious scientific journals now exceeds one million a year, and technologies we have not even dreamed of are transforming the way we live and work. There is no choice but to constantly update and reform science and technology education. In 2007, UNESCO again joined forces with ICASE to sponsor a World Conference on Science and Technology Education in Perth, Australia. The Conference expressed strong concern about the sorry state of science education worldwide, given that most education authorities face grave difficulties in attracting, recruiting and retaining well-qualified science and teachers. Moreover, student interest and enrolments in science-based courses are declining.

After the Conference, Peter Fensham (2008) was commissioned by UNESCO to identify the issues to be addressed in science education policy. His analysis emphasizes the need to strengthen interest in and about science through a context-based approach, giving more attention to developing an understanding of the nature of science and inquiry, and replacing the generic use of "scientific literacy" with more precisely defined scientific knowledge and abilities needed by students at different stages of education. Clearly as well, science teachers need to constantly update their knowledge and skills. Governments need to demonstrate that they are serious about

quality by increasing their investment in what makes the difference: well-qualified and experienced science teachers whose efforts to strive for excellence are well supported. Sadly, few governments do so.

12.2 Global Challenges, New Roles for Education

In reviewing the first 50 years of UNESCO's work in education, we noted that by the 1970s, a whole series of problems for society emerged, all of them characterised by their global scope and by their immediate and long-term repercussions (UNESCO 1997). What is often lacking is the protective function of caring and connectedness to family, community and school, these being contributing factors in the rising levels of youth suicide, depression and other mental health issues. Substance abuse, bullying and peer group pressure are also part of the social context in which many of today's schools must operate. What schools and communities must do better is to create a sense of belonging, a culture of caring and respect for others.

Degradation of the environment, the population explosion, the abuse of drugs, the AIDS pandemic threaten the future of our species and the planet. World Summits organised to find solutions to problems that can no longer be confined within national frontiers turned to the UN system for help. In response, several UN agencies were created to mobilize the necessary resources: funds for population (UNFPA), the environment (UNEP), drugs (UNFDAC), HIV-AIDS (UNAIDS) and children in emergency situations (UNICEF). UNESCO's role has been to assist its Member States and these funds to tackle these challenges by working together, sharing research and experience, and reaching agreements on what needs to be done. What are often presented as distinct problems are interconnected, leading to the quest for a single, unifying concept, education for sustainable development.

12.3 Facts for Life, a FRESH Approach to Health

Each year, almost 11 million children die before their fifth birthday. Diarrhoea kills 1.5 million young children each year, and over 210 million children and adults suffer from malaria (UNDP 2013). Most of the deaths and suffering could have been prevented.

Primary health care includes education focussing on prevailing health problems and methods of preventing and controlling them; food supply and nutrition; safe water and sanitation; maternal, child care and family planning; prevention and control of endemic diseases such as malaria and cholera; and combating substance abuse. The twin goals of Education for All and Health for All are inseparably linked. Good health is essential for effective learning, and education is a powerful means of enabling children, youth and adults to attain and maintain good health. At the EFA

Round table on Health Education for All in 1990, we endorsed the policy position put forward by the International Union for Health Education:

> Any subject, whether AIDS or tobacco or nutrition, is best taught, not as a single stand-alone course, but rather within a more comprehensive school health programme that provides planned sequential education at every level. (UNESCO 1992)

Sadly, not all schools serve as models of good health and nutrition. Many schools in poor countries lack safe potable water and basic sanitation, and in wealthy countries, the food provided often compounds rather than tackles the mounting problem of obesity. We agreed that it is essential to practice what we preach, to work together to ensure that all schools are "health promoting schools."

Each country needs to assess the extent to which its schools are "health promoting," while at the same time drawing up its own list of essential topics for health education. In the least developed countries, the list is likely to focus on survival (e.g., malaria, malnutrition, safe water, sanitation), while in affluent countries problems of substance abuse, teenage pregnancies and obesity may assume a higher priority. Health education does not begin or end with schooling – its impact is greatly intensified by a supportive network of school, home, media and community links.

WHO, UNICEF and UNESCO have a long history of working together. For example, we joined forces in 1989 to launch the "Facts for Life" programme. The facts are simply and vividly presented, but beneath them is a wealth of research and experience driving home each basic fact: women need to space births, pregnant women must have access to trained health workers, infants should be breast-fed, children need to sleep under treated mosquito nets, school feeding and immunization programmes are effective ways of reducing malnutrition and infectious diseases.

When in a developing country, I always tried to visit education projects being supported by UNESCO. On one occasion, visiting a village school in southern India, the principal was proud to inform us that the school at last had toilets, tanks, had distributed insecticide mosquito nets (ITNs) and that the immunization programme was working well. As we entered a classroom, the children began to cry and cringe visibly. It turned out that two of the women in our party had worn white dresses. Mistaking them for nurses, the children were not keen to be immunized again. Preventative health education programmes do work: simply using ITNs saved the lives of 250,000 children in Sub-Saharan Africa; immunization programmes have helped wipe out infectious diseases like polio; oral rehydration solutions saved an estimated 50 million children in the past 25 years. No wonder UNICEF's Jim Grant always carried a dehydration package in his coat pocket.

During the 2000 World Education Forum in Dakar, a joint programme of UNESCO and its EFA partners "Focusing Resources on Effective School Health" (FRESH) was launched. Its aims are to strengthen the links between education and health, and assist ministers and decision-makers to create more effective inter-sectorial policies and programmes for school and community health, and to achieve the Millennium Development Goals. An effective school is a healthy school.

Such schools promote physical and emotional health not only by providing access to information about the factors that affect health, but also by equipping children and young people with the skills and attitudes needed to make informed health choices, now and in the future.

12.4 HIV-AIDS, Drugs and Population Education

The "S Factors" – shame, silence and stigma – the denial of the reality of sexual activity, abuse and incest along with cultural and religious beliefs are among the basic reasons behind the continual spread of HIV-AIDS. Fear of the disease leads to denial, blame and discrimination against the victims compounding the problems they and their families must face. In 1986, WHO assumed responsibility for what was at that stage a new problem, HIV-AIDS. By the mid-1990s, an estimated 33 million were living with HIV. An expanded and more co-ordinated international effort was needed. In 1996, six UN organisations (one of which was UNESCO) joined forces to co-sponsor UNAIDS, the UN Programme on HIV-AIDS.

The epidemiological data collected by UNAIDS show clearly that at the global level more than half of the new infections occur among young people aged 15–24. In numerous countries, at least one quarter of young people have had sexual relations before their 15th birthday. Early marriages, sexual abuse, sexual relations for economic survival, rape, as well as the powerlessness of young girls and women to negotiate safe sex, increase the risk of infection. Lack of knowledge about HIV-AIDS is still widespread, and this lack of knowledge is compounded by limited access to general, sexual and reproductive health services.

There is as yet no vaccine, thus prevention remains a priority. Education, formal and non-formal, is the best available means to halt the spread of HIV-AIDS. As Peter Piot, Executive Director of UNAIDS, told African Ministers of Education at UNESCO's General Conference in 1999:

> Education is central to the fight against HIV and AIDS, just as it is central to the future development of your nations. Teaching young people can save their lives and change the course of the epidemic. The impact of AIDS on education is clear. When children are kept from school to care for their ill parents or for their brothers and sisters when their parents die, when children are infected with HIV, when teachers are dying, then the education systems of your countries are put in jeopardy and with them, the future of your countries.

UNAIDs found that In Africa, girls aged 15–19 years were almost six times more likely to be infected by HIV than boys of the same age, that is, young girls are being infected by older men, soldiers in war-torn countries, friends of the family, neighbours, even, at times by teachers. Schools and adult education programmes can help girls to have the courage to say No, and to make it clear that it is not acceptable for older men to prey on young girls. Educated young women have greater opportunities for economic advancement and independence, delay their first pregnancy, seek prenatal care and take better care of their children (Power 2011).

The children who are not in school are highly vulnerable and are in urgent need of the HIV prevention and life-skills training. The HIV-AIDS pandemic coupled with

Box 12.2: War on AIDS
The UNESCO World Foundation for AIDS Research and Prevention adopts a global approach: the AIDS epidemic must be vanquished worldwide. The Foundation is chaired by Professor Luc Montagnier of France, who is credited with having discovered the killer virus. Its task is to set up research and training centres and to promote North-South co-operation. The centres offer clinical care while at the same time conducting research, providing training and establishing partnerships. For UNESCO prevention is a must. Within the framework of the UNAIDS inter-agency programmes, UNESCO brings together representatives of Ministries of Education and research centres to develop the strategies and materials needed to tackle what in many countries are no-go areas, sexuality and HIV-AIDS.

Source: *UNESCO at the dawn of the 21st century*. Paris 1999.

poverty and discrimination places a special burden on girls and young women: less education, higher vulnerability to violence and unwanted sex, isolation, discrimination, no hope for the future.

Education's potential to curb the pandemic is being underutilized in many countries through the world. Even though national policies are in place in most countries, implementation often lagged behind at the local level. Teachers were given no training, no support, and the HIV-AIDS materials we developed often did not reach them. Little wonder that the less than one in four young people in Africa in the 1990s knew how to protect themselves. In 1993, UNESCO established the World Foundation for AIDS Research and Prevention, and to lead North-South co-operation in preventative education, training and knowledge-sharing (see Box 12.2).

In 1999, on behalf of UNESCO I launched an appeal for the children who have been orphaned by the death of their parents by AIDS. Many AIDS orphans are not in school. Absenteeism and dropout rates are high, especially among girls – they must take care of sick parents or their orphaned younger siblings. Orphaned children need a home and care, but often this is denied because relatives and communities fear this dreaded disease. UNESCO developed a global strategy for assisting orphaned children, and through its regular and extra-budgetary programme, it has provided about $40 million dollars annually to support programmes for AIDS orphans and children in need.

Geraldine Cox is one of the remarkable women who have set up orphanages and safe houses to help children in need. She established the Sunrise Children's Village, the Australia-Cambodia Foundation's orphanage in Cambodia. Her book (Cox 2000) tells the story of the millions of orphans whose parents perished during the years of war and in the killing fields of Cambodia, or who were the victims of HIV-AIDS, the epidemic that is so rife in all war-torn countries. A safe haven, love, caring and education can make all the difference to shattered lives – the love of people like Geraldine Cox. The orphaned children at Sunrise Village call her *Madai Thom Thom* – Big, big, mother.

The UNAIDS Inter-Agency Task Team on Education was created to support accelerated education sector responses to HIV-AIDS, one in which UNESCO, as the UN agency responsible for education and science, plays a prominent role. Ensuring access to school is an important aspect of HIV prevention as higher levels of education are associated with safer sexual behaviours, delayed sexual debut and overall reduction in girls' vulnerability to HIV. Recent HIV-AIDS Global Progress Surveys (UNDP 2013) reveal that HIV prevalence fell by more than one-quarter in 33 countries between 2001 and 2009. There have been significant improvements in the delivery of both formal and community-based HIV-AIDS education programmes; new HIV-AIDS infections and AIDS-related deaths have fallen to their lowest levels since the peak of the epidemic in the mid-1990s, and new infections and deaths have fallen by about 20 %. In developing countries, only 24 % of young women and 36 % of young men in 2010 were able to identify ways of preventing the sexual transmission of HIV. However, young people who have stayed longer in school are more aware of HIV-AIDS and more likely to take preventative measures such as using condoms, seeking counselling and testing, and discussing AIDS with their partners (UNESCO-EFA 2012).

Like HIV-AIDS, rapid population growth places considerable stains on the provision of health care, on agricultural production, food and water supply in impoverished countries. Population continues to grow at an alarming, exponential rate, especially in Southern Asia, Sub-Saharan Africa and the Arab States. As the nineteenth-century mathematician and demographist Thomas Malthus predicted, should our efforts in curbing population growth through population education and other measures fail, we face the possibility that "gigantic inevitable famine stalks in the rear and with one almighty blow levels the population with the food of the world" (UNESCO 1992).

Population growth also places the education sector under continuous pressure – to build more schools, to recruit more teachers, to provide enough textbooks, to provide access, and to improve the quality of education. Yet it is also clear that education, especially education of girls and young women, is the key to curbing population growth. Thus, there has always been a close working relationship between UNESCO and UNFPA both on population education and in responding to the impact of migration, demographic changes, rapid growth and other population issues on the education systems of their Member States.

The WCEFA Round Table on Population Education set out the concepts underlying population education: self-respect and self-esteem, especially for girls; respect for others, especially persons of the opposite sex; family planning; learning how to withstand social pressures from peer groups in societies where early sexual activity is prevalent. Given the controversial and sensitive nature of some of the issues to be addressed (such as sexuality, contraception, female genital mutilation), much remains to be done to overcome the obstacles to inclusion of population education programmes and activities.

At the 1993 UNESCO-UNFPA International Congress on Population Education and Development in Istanbul, we shared research and experience in tackling such obstacles with a view to improving the effectiveness of our programmes. By 2012,

Box 12.3: Standing Up to Gender-Based Violence

Sadi, a 13 year-old Kenyan girl was constantly being pursued and raped by a 32 year-old man. Her parents pleaded with the local chiefs to rescue their daughter, but in vain. They felt voiceless, like most poor families in the area. Cases of early pregnancy and school drop-out among girls in the district are rampant. Then Sidi's mother met Christine, a community monitor and resource person trained by the Coastal Rural Support Programme. Christine started by counselling Sidi who had dropped out of school, and succeeded in convincing her to go back. She reported the matter to the area chief, and after the perpetrator failed to turn up despite three summonses from the chief's office, she took the matter to the District Officer. The perpetrator was summoned twice but again he did not comply. Christine took the matter to the police, but no action was taken., Then young Sidi became pregnant, making Christine even more determined to bring the perpetrator to justice. She went to see the District Commissioner, and within 2 weeks, the perpetrator – who seemed to be untouchable- was arrested. His case was heard and he received a 35-year jail sentence. With the right approach and determination, effective action is possible. Christine is not just a monitor, she has become the voice of the voiceless.

Source: *Commonwealth Education Partnerships*. Commonwealth Secretariat, London, 2012.

population education projects, formal and non-formal, were making a difference in 140 countries, reducing maternal deaths, teenage pregnancies, HIV-AIDS and sexually transmitted diseases, assisting with family planning and empowering girls and women to stand up against violence and enforced marriages (see Box 12.3).

One of the dark sides to globalisation has been the upsurge in the trade in illicit drugs. Each year, billions of dollars from drug trafficking are laundered and invested in organised crime and armed conflicts. Massive drug abuse is one of the indicators of the social well-being of a society. Over and above personal responsibility, it is the responsibility of society as a whole to combat the problem and to promote a lifestyle where drug abuse has no place. UNESCO's role is to facilitate the sharing of research experience and the development of national and regional capacity on the prevention of drug abuse through education (e.g., the UNESCO-European Community Joint Programme, PEDDRO).

On behalf of UNESCO, I regularly reported on the "state-of-the art" research and the progress being made through our preventative education projects to the UN Sub-committee on Drug Control and to the governing bodies of our partner organisations. For example, in 1991, I joined Cardinals and Queen Sophia of Spain at a major symposium on drug education at the Vatican. His Holiness Pope John Paul II was a driving force behind the efforts being made by the church and its schools around the world to tackle roots of the moral crisis lying behind its many

manifestations – substance abuse, illicit drugs, teenage pregnancies, violence against women and children. Pope John Paul II[1] reminded us that "respect for life, and above all for the dignity of the human person, is the ultimate guiding norm" for all educational policies and programmes, and that modern society will find no solution to the problem "unless it takes a serious look at its lifestyle."

Most preventative education programmes focus on promoting a healthy life-style, autonomy and strategies for dealing with peer group pressures and conflicts. Programmes built on a well-established theoretical and research base are more likely to be effective, as proved to be the case in the programme that we developed at the Flinders University of South Australia (Mann et al. 1989) and the UK Positive Future Programme. Learning to know, to do, to live together and to be (the "four pillars") must come together if young people are to make informed and responsible choices, and if preventative education and treatment services are to be effective.

Adopting an inter-sectorial approach, the Social Science and Education Sectors of UNESCO have worked on a research project to generate a better understanding of the social aspects linked to drug abuse and trafficking. The project provided a valuable input to the UN Special Session on Drug Control held in June 1999. The UN Guiding Principles on Drug Demand reduction is a manifest recognition by the international community that supply reduction is not sufficient to overcome the problems created by the upsurge in trafficking. Education, youth and the media are vitally important as well, a point driven home by the Secretary-General (Kofi Annan) throughout the Special Session at the UN on drugs.

Young people are not merely the targets of preventative education programmes: they must be the vanguard in the fight against substance abuse, violence against girls and women, and HIV-AIDS. Regional and International Youth Consultations have been an important part of our effort to mobilize and support young people. Young heroes from our ASP schools, the arts and sport serve as UNESCO Good Will Ambassadors, encouraging their peers to adopt positive and healthy lifestyles.

Many preventative education programmes make extensive use of sports and the arts as catalysts to engage young people and by providing access to role models and mentors, their heroes. More generally, schools, colleges and universities play an important role in promoting a healthy life-style by providing opportunities for young people to actively engage in Physical Education and Sport, both formally and through extra-curricular activities.

Sport at the global level? One immediately thinks of the Olympic Games and the work of the IOC (the International Olympic Committee). But governments and intergovernmental organisations must also be involved, creating the rules within which international games are played. UNESCO is the intergovernmental organisation mandated to facilitate the international co-operation needed to help nations to develop physical education and sport and to tackle violence and drug use in sport. In 1976, it held the First International Conference of Ministers and Senior Officials responsible for Physical Education and Sport. The Charter for Physical Education

[1] Message of His Holiness Pope John Paul II for the celebration of the World Day of Peace, 1 January, 1990.

and Sport was approved by Member States at the UNESCO General Conference in 1993, and UNESCO set up an intergovernmental committee (CIGEPS) to monitor its implementation.

UNESCO's priorities as reflected in EFA led me to push at CIGEPS meetings for greater equity in the provision of the infrastructures and facilities necessary for young people in poor countries to participate in sporting activities. In this, the IOC and athletes played a significant role in helping secure the additional funding needed. The Director-General and I also shared the passion of the President of the IOC, Juan Antonio Samaranch, for promoting the Olympic spirit through education. We shared as well IOC's concern about rising levels of violence, corruption and use of drugs in highly competitive sports. UNESCO's Charter insists: "physical education and sport should make a more effective contribution to the inculcation of fundamental human values underlying the full development of peoples," not erode them.

Clearly drug education overlaps with the issue of doping in sport, the global issue tackled at the 1998 World Conference on Doping in Sport in Lausanne. Representing UNESCO, I (Power 1999b) argued that sport, doping and foul play are "an unacceptable combination," and that "the ethical and moral values of physical education and sport must be protected by both governments and sports federations, legally and operationally." Doping, violence and excessive commercial pressures threaten the image and prestige of sport.

12.5 Environmental Education and Sustainable Development

In the 1960s, growing public concern about the state of the environment evolved into a powerful grass-roots movement. Governments could no longer ignore environmental issues: environmental education programmes were introduced, environmental laws passed, and protection agencies created. In 1972, the UN Conference on the Human Environment focussed attention on the need for international agreements and action, leading to the establishment of the United Nations Environment Programme (UNEP). UNESCO quickly forged a partnership with UNEP, undertaking joint activities within the framework of UNESCO's Man and the Biosphere (MAB) programme and the UNESCO-UNEP International Environmental Education Programme.

International conferences on environmental education (UNESCO 1997) helped to clarify the concept of environmental education as a component of sustainable development. In my view, environmental education should be much more than simply "a component of sustainable development" but its bedrock, for all too often short-term economic and political interests dominate in the corridors of power at the expense of "our common future."

At the WCEFA Roundtable on Environmental Education, we noted that early thinking in environmental education had assumed that behaviour can be changed by simply making people more aware and knowledgeable about the environment. For learners to change their behaviour, they need also to be able to make informed decisions when problems have become issues, that is, in situations where people have different values,

Box 12.4: Magic Eyes: Help Keep Thailand Green and Clean
The Thai Environmental and Community Development Association (TEDCA) began work in the 1980s at a point in time when environmental education in Thailand was a relatively new concept. EDCA began as an anti-litter campaign, children and young people being the primary target (60 % of Thais are under 25 years old). A series of cartoon advertisements on television was used to encourage the young to put rubbish in its proper place and to "shame" adults to do the same thing – with the message "Ah-ah! Don't litter! Magic Eyes see you." Life size puppets, badges, stickers, T-shirts, posters and handbooks were also used to promote the Magic Eyes. The programme then expanded to address the serious problems of water pollution and forest destruction. In developing the programme, partnerships have been built up with various sectors of the community, especially schools. The TEDCA programme has been very successful in improving local environmental conditions. The number of people actively participating in the programme reached over 500,000 by 1989.

Source: *Education For All*: *Purpose and Context*. Paris. UNESCO 1991.

beliefs and priorities concerning the best ways of dealing with an environmental issue. Learners need to have a sense of "ownership of the issue" and "empowerment." Issue ownership implies that a person has a real understanding of the issue and that it is extremely important. Moreover, many of us feel helpless and disenfranchised. Young people and communities need a sense of potency, of empowerment, to acquire the skills involved in responsible decision-making and to develop team and leadership skills if they are to make a difference in addressing issues important to them. At the Round Table, the Thai Environmental and Community Development Association provided an example of the role played by NGOs in involving children and local communities to deal with an environmental issue (see Box 12.4).

The Brundtland Commission (1988) found that deep public concern for the environment led not just to protests but also to changed behaviour. The challenge is to ensure that these concerns are more adequately reflected in the principles and operations of political and economic structures. The Commission argued that to assure our common future, development must be sustainable, not only from the ecological, but also from social, economic and cultural points of view. Thereafter, the term "sustainable development" became a popular, unifying concept, one that continues to evolve as research and modelling of the impact of human activities highlight new risks and deepens understanding of the issues to be addressed.

The global threats stemming from global warming and climate change have been brought into sharp focus by the 1992 UN Conference on Environment and Development in Rio. UNESCO was given the responsibility for Agenda 21, education for the environment. Strengthening worldwide co-operation in environmental, health and population education was seen as an important way of helping each

country to devise better ways to enable all of its peoples to contribute to the common end of improving living conditions of the present generation without denying a decent life for generations to come.

In 1994, EPD, the interdisciplinary Environmental, Population and Development Education project, was launched by UNESCO, as an attempt to merge the key issues raised in the world summits within a single unifying concept – education for sustainable development. Sadly as so often has been the case in the past, most governments and world summits have proved to be high on rhetoric but low in execution, making it difficult for intergovernmental organisations like the UN, UNESCO, UNFPA and UNEP to be effective. We did try our best in UNESCO, producing many publications and running many regional and sub-regional workshops, but our EPD staffing and budget was minute, and in tough economic times, most governments were much more focussed on assuring economic growth and their position in the global market than on what we are doing to our planet. UNESCO was able to forge a strong international alliance in support of EFA, but only a weak one for EPD and education for sustainable development.

The period 2005–2014 was designated as UN Decade for Education for Sustainable Development (2005–2014), UNESCO being the lead agency. In 2004, UNESCO was assigned the responsibility of devising a "vision" for a world where everyone has the opportunity to benefit from a quality education and to learn what is required for a sustainable future. At the launch of the decade, UNESCO argued that the principles of sustainable development must be embedded in schools, higher education, non-formal education and community based-learning activities if sustainable development is to become a concrete reality for all of us in our daily decisions and actions. Education for sustainable development generally is seen as relating to three areas of sustainable development:

- *Society*: understanding of social institutions and their role in change and development, as well as the participatory systems for democracy, the protection of fundamental rights and freedoms, and the resolution of conflicts.
- *Environment*: awareness of the fragility of the natural environment and the effects of human activity, with a commitment to factoring in environmental concerns in social and economic policy.
- *Economy*: sensitivity to the limits of economic growth and its impact on society and on the environment, with a commitment to assess personal and societal levels of consumption out of a concern for the environment and for social justice.

Underlying these three pillars is Culture, the various ways of being, behaving, relating and acting that shape how people live, deal with change, interact with other cultures, and relate to the natural environment. In developing the framework for *Caring in the Pacific* (APCEIU 2009), we used the concept of "caring" as a unifying theme underlying what is in essence a programme for education for sustainable development for primary schools in the Pacific. The five themes (Caring for myself, for family, for community, for country and our Pacific) are key elements in sustainability of one's culture and environment, and in our values, rights and responsibilities. As our Pacific peoples reminded us: everything in our lives is related and connected – the

world, earth, heaven, people, the *Vanua* (the spirits), everything that lives in the forest, everything, everything.

Learning to be and to live together in ways that are sustainable includes, but necessarily goes beyond, formal programs for education for sustainable development (ESD): the principles of sustainable development need to be installed in all levels and to cover all types of education, training and learning. Particular attention needs to be given to pre-and in-service teacher education, an area in which UNESCO has long been active in both running training workshops and producing manuals (UNESCO 2002).

A number of countries have taken steps to develop policies and some ESD programmes are operating for schools, Technical and Further Education (TAFE) Colleges and higher education institutions, but progress has been slow and erratic. One study of the environmental attitudes and beliefs of 10,000 young people from throughout Asia and the Pacific (Fien et al. 2002) revealed that the media, particularly television, is the major source of information for young people, not schools. Young people in the region rank environmental problems as amongst the most significant facing their societies, but there are significant gaps in their understanding of nature of the problems to be faced, the possible solutions and how they can make a difference. Both national and international studies are needed to assess the outcomes of the explicit attempt to install ESD into formal and non-formal education. Over the past 30 years, UNESCO capacity to provide the leadership in science and environmental education and ESD at the pre-university and community level has been severely eroded as staff and budgets were cut. UNESCO's work in this area needs to be substantially strengthened if it is to provide the leadership needed at the international level to tackle what has become one of the greatest threats to our common future, global warming.

Moreover, from a lifelong learning perspective, ESD needs to be a key part of the effort to raise public understanding and awareness of such issues as the relationship between carbon emissions and global warming and biodiversity, leading to significant shifts in community attitudes and behaviour. Non-formal, adult and continuing education, within-industry training, research and innovation directed at finding affordable and renewable sources of energy form part of a lifelong learning agenda, one that also involves the media, web-based learning and networking, and public awareness campaigns.

Clear goals and simple messages helped set the agendas of EFA ("Education for all") and MDG ("End extreme poverty"). But the goals and message of the post-2015 development agenda are not yet clear or agreed. In 2012, the UN Conference on Sustainable Development (Rio+20) began the process of working towards a set of agreed future international development goals and indicators that are "action-oriented, concise and easy to communicate, limited in number, global in nature and universally applicable to all countries, while taking into account different national realities, capacities and levels of development." The Rio+20 document "The Future We Want" does identify focus areas for priority attention: green jobs, youth employment and social inclusion; energy access, efficiency, sustainability; food security and sustainable agriculture; water; sustainable cities; management of the oceans, fisheries and other marine resources; improved resilience and disaster preparedness.

The world's civil society organisations list included sustainable consumption and production; climate sustainable livelihoods, youth and education; biodiversity; environmental justice for the poor; and basic health. A global "My World" survey indicated a universal preference for education, healthcare, jobs and honest and responsive governments as well as sustainability as being important elements to be included in the sustainable development agenda post-2015, the focus of the major International Symposium on the post 2015 Agenda to be held in Sydney Australia in November 2015.

The effects of human activity on the environment are showing up with increasing intensity: global warming, climate change, destruction of habitats, deforestation, acidification of oceans, loss of wetlands, bleaching of coral reefs, rapid and continued loss of biodiversity, to name a few. The human ecological footprint has tripled since 1961: the earth's resources are being used at a rate at least 25 % higher than the planet's ability to regenerate. Since the 1950s, the atmosphere and ocean have warmed, the amounts of snow and ice have diminished, sea level has risen, and the concentrations of greenhouse gases have increased. Global emissions have increased by 46 % since 1990 (IPCC 2013). As climate change accelerates, hundreds of millions of people are likely to be deprived from access to water, and millions more will be displaced as sea levels rise, floods and droughts become more prevalent and crops fail. In some parts of the world, it is predicted that there will be sharp rises in death toll from climate-induced diseases (Commonwealth Foundation 2007; IPCC 2013).

While a number of powerful world leaders denied the growing body of scientific evidence confirming that levels of carbon dioxide are rising and the globe is warming, the issue of climate change began to feature more prominently on the global agenda, being highlighted by Al Gore's advocacy (*An Inconvenient Truth*), the Stern Review, the Intergovernmental Panel on Climate Change, and the Kyoto Protocol. Global temperature will continue to rise with the attendant devastating consequences for vulnerable communities. A few governments have begun to act, but most are reluctant to take the tough measures required now to cut carbon emissions. The challenge to nations, industry and communities is to take decisive and urgent action of key issues relating to sustainable development.

Acting on ESD is primarily an issue of political will, or the lack thereof. And it is also a question of justice in governance: where there are privileged minorities in leadership positions, there is no urgency to legislate for poverty alleviation or indeed for sustainable development. It is not a question of education coverage or of ESD, but simply that governance matters. Existing systems of governance at the national and international level are simply not working well enough to get at the heart of such problems as inequality, injustice, corruption, violence and the abuse of human rights. Amid all the jockeying for a place on the post-2015 agenda, one can only hope that governments and international organisations do not lose sight of what lies at the core of what it means to be sustainable. In the end, we must learn to live together and in harmony with nature if we are to have "a common future." The challenge is to develop sustainable development goals that have "wide political and policy appeal" and will help focus attention on the kind of education needed to empower individuals, organisations and nations with the wisdom and determination needed to make the changes necessary to achieve them.

Concluding Comments

The reality is that within nations and the international community, the rich and powerful are in no hurry to surrender their princely lifestyles and extravagant levels of consumption for the sake of the poor or the environment. Sadly, governments in most wealthy countries predominantly act in what they see to be the "national interest," generally narrowly defined in terms of short-term political and economic goals deemed to be necessary to maintain their power base and competiveness in global markets. The governments of most poor nations simply cannot afford to meet the education, health, sanitation and other basic needs of all. They lack both the resources and the political will to deal with the ecological and human havoc created by climate change and environmental degradation.

Challenging the market-based thinking that dominates the policies of powerful governments and corporations will not be easy. Governments are likely to act only if there are strong pressures within and from the international community to do so. One of the key tasks of the re-engineering of education systems being called for is that of empowering all, but especially marginalised groups, with the knowledge, skills and confidence to join the struggle to create a better world. To be sustainable, development must be equitable and the rights of all to health, education, justice and security respected. Concerted action will be needed to build a global community in which a "culture of peace" and "our common future" take precedence over vested national and personal interests.

The reports of the Intergovernmental Panel on Climate Change (IPCC) paint a gloomy picture of our planet's future. In defiance of all the evidence, the governments and corporations of some of the world's most powerful countries have mounted a concerted attack on the science behind global warming, censoring the work of the world's leading climatologists and downplaying the risks and costs associated with human activities that are threatening our future. But the reality is that as we pump more greenhouse gasses into the atmosphere, temperatures rise. The consensus among climatologists is that if the level of carbon dioxide doubles, the temperature will rise by about 3°. As climate scientists gather evidence for the next IPCC Report, things are looking even gloomier.

It will be "people power" that forces governments to introduce the tough measures needed to reduce greenhouse emissions, to eradicate poverty and to provide quality education for all. But to generate that power, all young people and adults (including politicians, the media and corporate leaders) need to have a basic understanding of science. In addition, governments will need to assign a much higher priority to investing in science and environmental education, research and innovation, for it is on that base that the solutions to reducing human dependency on fossil fuels rest. All young people have a right to know how global warming and unsustainable human activities will affect them, their children, grandchildren and all species on our planet.

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Chapter 13
On Building and Rebuilding Nations

A national system of education is a living thing, the outcome of battles and struggles of long ago.

(Sir Michael Sadler)

Historically, political legitimacy was founded on dynasty or religion. Education was primarily a private matter. The responsibility for passing on essential skills, knowledge and values to the young rested with the family, religious bodies, guilds and local communities. With the rise of the Nation State, education became the responsibility of the State. The most important task assigned to the national systems of education has been education for citizenship, the task of nation building.

As nations move towards democracy, the locus of power shifts: political legitimacy rests on popular sovereignty. Public institutions (legal, health, education etc.) become more inclusive and constraints on the abuse of power are built into the rule of law. Creating a strong, independent, productive, socially cohesive and peaceful nation rests on ensuring that all citizens acquire the knowledge and skills needed for development, and that they embrace the shared beliefs, norms and values that are crucial for stability and social cohesion. The story of the spread of democracy and education for citizenship are thus intertwined. However, no political or education system is perfect, even if some are more effective and sustainable than others.

In this chapter, the focus is on the role played by education in the building and rebuilding of nations, both in the consolidation of democracy and in the aftermath of political upheavals, conflict, natural and man-made disasters.

13.1 From Technical Assistance to Co-operation for Development

Immediately after World War II, war-torn countries sought emergency assistance from the international community to help rebuild their shattered education systems. Providing emergency assistance is also essential after natural and man-made disasters, a role played predominantly by organisations like UNICEF, WFP and the Red Cross.

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For its part, UNESCO has provided technical assistance in the rebuilding of schools and educational infrastructures after conflicts and natural disasters. In the wake of earthquakes, cyclones and floods in places like Armenia, Bangladesh, Chile, Egypt, Honduras, the Philippines, the Caribbean and the Pacific, UNESCO professional staff and experts helped oversee and co-ordinate the school rebuilding effort, setting technical standards for school construction in disaster-prone areas, building local capacity, and developing innovative, appropriate and affordable technologies for the construction and equipping of schools. UNESCO also has played an important role in the production of safety manuals, awareness programmes and training to assist schools in dealing with the traumas and hardships suffered by children and teachers after disasters (see Box 13.1). Estimates made by the Red Cross indicate that natural disasters already affect 144 million people each year. Global warming and climate change mean that the need for emergency assistance is almost certain to grow exponentially. As the planet warms, there will also be a significant increase in the number of environmental refugees, creating new problems for education authorities in countries already struggling to meet their EFA and MDG goals (Power 2012).

Box 13.1: The Children of Chernobyl

In 1986, the catastrophic accident at Chernobyl nuclear plant in Ukraine released large quantities of radioactive particles into the atmosphere. Over 116,000 people living within 30 km of the plant were immediately evacuated. Ultimately approximately 626,000 people were displaced and some five million people affected as the residual radiation contaminated rivers, lakes, ground-water and food supplies. The children and adolescents of Chernobyl had significantly higher levels of thyroid cancer, leukaemia and birth defects, and the stigma of being an "exposed person" created high levels of anxiety, confusion and feelings of helplessness. The UNESCO Chernobyl Programme was part of a co-ordinated effort from the international community. UNESCO focussed on the education and psychological rehabilitation of displaced children and adolescents. The programme procured over $6 million in extra-budgetary funding to provide specialised training for hundreds of counsellors and teachers; to develop and supply educational materials and equipment for schools built to receive children displaced by the accident; and to establish psychological rehabilitation community centres to help in the counselling of victims. A drawing given to me by a 12 year-old girl at one of the schools set up for the children of Chernobyl is a constant reminder of the long-term nature of the traumas and suffering created by man-made disasters. She lost her father to cancer – he was 1 of 350,000 workers sent to the plant to contain the meltdown.

Source: field notes.

Over the years, increased emphasis has been given to co-operation for development and capacity-building. In particular, UNESCO's International Institute for Educational Planning (IIEP) has helped Ministries of Education to strengthen their expertise in education policy making, planning and management through its specialised training programmes (Sinclair 2002). The high quality and relevance of the training provided by the IIEP reflects the quality of its leadership and staff – from its first Director (Philip Coombs) to those that I had the privilege to work with (Jacques Hallak, Gudmund Hernes, Mark Bray), to the present day.

UNESCO's network of regional, sub-regional and national offices plays a key role in supporting capacity building at the grass-roots level. For example, UNESCO's Principal Regional Office in Asia and the Pacific (PROAP) facilitates the development and reform of education systems, and the sharing of innovations, research and experience. Member States throughout the region consistently have expressed their appreciation for the work done by the Directors and staff in the PROAP Office and the sub-regional office for the Pacific. Analyses of national reports from Asian-Pacific Member States reveal that while emphasis and approach vary, governments generally give priority to the need to:

(a) build social cohesion and national identity
(b) preserve the nation's cultural and natural heritage
(c) impart shared cultural, ethical and moral values
(d) assure nation's economic well-being, productivity and competitiveness
(e) improve the quality of education and raise levels of achievement.

What differs is how educational authorities fund and tackle these tasks, and the extent to which the systems they have developed are inclusive of the diversity within each nation. Education for national unity is the dominant thrust in centrally developed national curricula and examination systems, especially in the more homogenous countries like Japan and Korea. Tolerance and understanding of other cultures and religions is a theme in the moral and values education programmes one finds in many countries. One major difference between countries is the role played by religion. For example, national curricula in most Arab States, Indonesia, Malaysia and Pakistan include Islamic studies and values. Public education systems elsewhere are generally secular, while non-government schools and school systems tend to reflect their religious origins and affiliations.

13.2 On Nation Building, Social Cohesion and Democracy

Nation building begins with the quest to establish social order, either by force or consent of the governed, evolving over time to meet the changing needs of the labour market and to build social cohesion and harmony. Historically, at least six ways for dealing with diversity have been utilized:

- *Elimination:* "national purity," deficit theory, eliminate "other" by oppression, genocide
- *Assimilation:* imposing a common nationality

- *Melting pot:* gradually developing a unique national culture
- *Differentialist:* establishing a common nationality, minimize interaction between cultures
- *Multiculturalism:* developing social cohesion, accepting difference – a mosaic
- *Inclusiveness:* developing social harmony, deconstruct prejudice, ensure equity, unity in diversity.

Nation building is about creating unity within a society. Historically, this has often been achieved by suppressing or eliminating diversity. But none of the attempts to impose unity at the expense of diversity have succeeded. Eventually, every authoritarian regime and empire has crumbled. Diversity without unity also does not work either, as the history of failed states, religious and ethnic conflicts remind us. The same is true globally. In our shrinking global village, we must learn to live together and recognize our dependence on each other and nature. We must create unity while nurturing diversity. We do need to get the balance right.

As an ideal, democracy seeks to create such a balance: it is the product of a long and ongoing struggle for freedom, equity, human rights and justice, one that has led to the establishment of not just a "political democracy" with an elected government, but a "liberal democracy." A liberal democracy is one characterised by inclusive political, legal, socio-economic public institutions, checks and balances, the rule of law, the protection of individual rights and freedoms against abuses of power. Nations in which democracy is a way of life usually can accommodate ethnic, religious and economic divisions without violence or terror. In establishing a democracy, liberal education plays a key role in the building of shared values, a sense of common identity, of belonging that embraces diversity and freedom.

In 1900, very few nations had a government created by free and fair elections in which every adult citizen could vote. Today, the majority of countries do (Freedom House 2013). But much remains to be done to build nations in which government of the people is actually by the people and for the people. US President Thomas Madison long ago recognized that even democratic societies are plagued by one problem above all else, the special interests of powerful groups. Democracy has spread, but the balance of power is shifting as governments succumb to the pressures exerted by large international corporations and powerful elites. Another ever-present danger is that national leaders can come to believe that they have absolute sovereignty. With that, power becomes centralised, inconvenient truths are censored or buried, and dissent ignored or suppressed. Most of the major problems facing humanity today have been created not by ordinary people, but by those who wield power, political and corporate leaders. An enlightened and empowered citizenry is still the best defence against the erosion of basic human rights and freedoms.

To date, the history of education has been largely national in character. Educational programmes based on the formal concept of citizenship generally portray the State as a source of protection of the rights of citizens, while seeking to promote their duty to be loyal to the State. This often leads to an idealised picture of

the State in which its history and political development are presented as a continuous story of progress. But in a globalized world, people, information and ideas move more freely: we are "citizens" both of a nation and the world, each being an integral part of our identity, each bringing with it rights and responsibilities.

No nation aspires to be poor, weak and unstable. Yet many are, while others have high standards of living, and are strong, stable and vibrant. But how can we account for the huge differences in development? In *Why Nations Fail*, Acemoglu and Robinson (2012) suggest that the differences stem from the political and economic institutions that determine who has power in a society and to what ends it is used. Failing states have "extractive institutions," institutions that are controlled by, and serve the interests of, those in power at the expense of the masses. Access to education is limited. The education system serves as an instrument for the reproduction and legitimation of the existing order. But history is littered with examples of failing states, of endemic corruption, violent conflicts, coups and regime changes that succumbed to "the iron law of oligarchy and replaced one set of extractive institutions with even more pernicious ones." On the other hand, the political, legal, economic and education institutions of the most vibrant and harmonious nations are "inclusive," that is, they provide the policy and procedural framework necessary for stability, sustainable development and social harmony, namely:

- Belonging (shared values, shared identity, commitments, caring)
- Inclusion (equal opportunities, access, co-operation)
- Participation (engagement in structures, systems, decision-making)
- Recognition (respect, rights, dignity, acceptance)
- Legitimacy (pluralism, consent, justice, rule of law).

Governance in the inclusive education systems of liberal democracies is based on recognition of the rights and responsibilities of all stakeholders, devolution of authority, and the sharing of power and responsibility. In education as in other areas, top-down decision making by a single powerful person or elite is replaced by inclusive, consultative processes of educational policy development, strategic decision-making and management. Typically, the education systems of inclusive societies are decentralized.

Conversely, the national systems of education in states that are failing are unequal and excluding rather than open and inclusive. Governance is top-down and management highly centralised and bureaucratic. Access to quality education (elite schools and universities) is restricted, while what education is available to the masses is minimal and of poor quality. Typically, girls and women, disadvantaged and marginalised groups are excluded when policy decisions affecting them are made. Social mobility is limited in what are typically highly differentiated and selective education systems. The more divided and unequal the education system of a nation, the more likely it is that the system and the nation will become polarised, trapped in recurring cycles of stagnation and conflict – and fail.

Democracy and inclusive national systems of education cannot be imposed by foreign military, political or economic intervention. Freedom, equality and justice are the outcome of internal battles as groups and individuals courageously seek to build more inclusive and equitable institutions in the face of strong opposition from powerful regimes and elites. What is common among those that have been successful, is that the processes of empowerment through education have been translated into collective action. Inclusive education systems are the product of the long struggle to realise the right of girls and women, the poor, the disabled and marginalised groups to a quality education that empowers them. In the end, it is "people power" that has led to the embodiment of the right to education in national legislation and the break-down of highly centralised and bureaucratic national systems of education.

As has been argued throughout this book, quality education for all, one provided by an inclusive national system of education, is the key to empowerment of individuals, communities and nations. But that key has to be forged, and in the heat of the political, economic and religious furnaces of our time, that takes courage, skill and determination.

13.3 Rebuilding Shattered Nations

For nations suffering from conflict and for the victims of violence and oppression, education for all is of fundamental importance. The 2011 EFA Monitoring Report (UNESCO-EFA 2011) focusses on the damaging consequences of conflict on the goals of education for all and outlines an agenda for protecting the right to education during conflict and emergency situations. It tells the story of the rebuilding of education systems in dozens of countries torn apart by violent conflicts and civil wars (e.g., Afghanistan, Angola, Burundi, Guatemala, Mozambique, Solomon Islands and Timor-Est). It is the story of genocide in Cambodia, Rwanda and Bosnia-Hercegovina; of countries like Pakistan, Guinea-Bissau and Kyrgyzstan where expenditure on arms is more than three times that of education. It is a sordid story of armed attacks on children and teachers, rape and torture, of child slavery and starvation. It is the story of the 43 million displaced persons and refugees stuck in camps in all corners of the globe. The first question refugees and displaced persons often ask is not "Where do we eat and sleep?" but "Where is the school?" They want to know if their children, and they as a people, have a future. For far too many, the answer is no.

Rebuilding the education system of a nation is crucial if recovery after conflict is to be sustainable, and that is a role in which UNESCO has always played a key part. A crossroads for trade, religion, culture and politics, the Middle East has had a long and tumultuous history. Weakened by internal political, ethnic and religious conflicts, many territories in the region repeatedly have been invaded and subdued,

and their peoples divided, traumatised and scattered. Palestine and the Lebanon are classic examples.

At the end of World War II, Palestine was inhabited by 1.3 million Arabs and a small number of Jews and Christians. It was not, as the Zionists had claimed, "a land without people for a people without a land." Waves of Jewish settlers escaping persecution and the horrors of the Holocaust laid claim to Palestine, and conflicts escalated as Zionist militia clashed with Arab Palestinians. The British overlords withdrew, and civil war erupted. In 1948, the State of Israel was created. In what the courageous Israeli historian Pappe (2006) documents as a Zionist policy of ethnic cleansing, more than 800,000 Palestinians were driven from their homelands. To provide humanitarian aid, UNRWA (UN Relief and Works Agency for Palestinian Refugees) was established in 1950.

During the 1967 Six Day War, Israel occupied the West Bank, Gaza and the Golan Heights. With US support and the Arab deterrent removed, Israel continued its expansion into the occupied territories. Despite all the UN resolutions, peace accords and road maps, the conflicts continue to this day. Thousands of Palestinian children, women and men and hundreds of Israelis, killed and wounded. The vast majority of Palestinians, especially in the Gaza, are unemployed and live in poverty. Their mounting frustration has become a seed-bed for the growth of terrorism and extremism. There was a brief moment of hope when Rabin and Arafat agreed to lay down their arms, but before long, violations from both sides re-ignited the conflict. How to secure a relatively peaceful co-existence between Israelis and Palestinians remains a seemingly intractable question.

The dismemberment of Palestine is reflected in its education system. The responsibility for the education of Arab Palestinians living in Israel (20 % of Israel's population) rests with the State of Israel, while UNRWA and UNESCO are responsible for the primary and lower secondary education of half a million Palestinian children living in refugee camps. For more than 40 years, schools in the West Bank followed the Jordanian curriculum; schools in the Gaza followed the Egyptian curriculum; and in the Golan Heights, the Syrian curriculum.

The first Palestinian Intifada against the Israeli occupying forces in the West Bank and Gaza spanned the years 1987–1993. It was in this context that I first visited Israel and the Occupied Territories, witnessing the consequences of the Intifada and Israeli military reprisals, seeing the tears and frustration as teachers and children spoke of the loved ones that they had lost, the homes they were forced to abandon, the schools that were damaged, closed or obliterated. I was amazed when children asked by their teacher in a school in the Gaza "What is the capital of Palestine?" They replied: "Cairo, Miss." The school followed the Egyptian curriculum. They were being taught to be Egyptians. It was as if Palestine never existed.

On my return, I met with Omar Massala, the representative of Palestine in France and UNESCO. I asked why there was still no Palestinian curriculum. "The USA and Israel would never allow it, for to have such a curriculum implies that there is, or

should be, a Palestine," he replied. "But surely," I suggested, "Palestinian children need to understand who they are, their history and culture." The first workshop on a Palestinian Curriculum for primary schools was held at the IIEP in Paris in 1990. In September 1993, the PLO (Palestinian Liberation Organisation) and Israel signed an agreement based on the principles of limited self-government set out in the Oslo Peace Accords. The Palestinian Authority was established and assumed responsibility for education for the two and half million Palestinians living in the Gaza strip and the West Bank. In an address to UNESCO's Executive Board 1 month later, Yasser Arafat (Chairman of the PLO) shared his hopes for the future of Palestine:

> We are about to give reality to dreams: our dreams to establish a democratic and open country which will reaffirm respect for individual and human rights. A country that will establish firm guarantees for pluralism. We will give reality to our dream of building a modern and progressive society which can draw upon world experience and avoid repetition of errors.

The Director-General and I discussed the challenges facing education in the new Palestinian Authority with Arafat. It suffered from a badly deteriorated educational infrastructure. Desperate, the newly-appointed Palestinian Minister of Education pleaded for our help: he had no Ministry, no staff, no educational legislation, no funds to pay teachers, or to rebuild shattered schools. Immediately, I took the unusual step of hiring eight Palestinian educators to serve as UNESCO Consultants, their task being to assume responsibility for running the key Directorates in the new Ministry. Under an Italian funds-in-trust project, UNESCO-IIEP provided training for Ministry Directors and the head-teachers of 774 schools in the West Bank and Gaza. The Ministers of Education in Malaysia, Tunisia and Finland provided opportunities for key personnel in the Palestinian Authority to work with, and to be mentored by, senior staff in their Ministries. UNESCO's Architecture for Education Section developed plans for the rehabilitation, furnishing and equipping of schools. With support from Saudi Arabia, the newly established Palestinian Directorate of Buildings and Projects and UNESCO specialists supervised the reconstruction programme (UNESCO 1999).

In co-operation with the Palestinian Council of Higher Education, UNESCO organized a second workshop on a Palestinian curriculum for secondary schools in East Jerusalem in 1993. But Israel did not allow Palestinians freedom of movement and so many of the nominated participants were prevented from attending. For those who made it, this was the first time in years they had seen many of their relatives and friends. The foyer was full of Palestinians hugging and crying for joy as they were reunited with their loved ones. Addressing the delegates, I argued that Palestine should not follow an Egyptian, Jordanian, Syrian, Israeli or even a UNESCO curriculum, but that it is up to the Palestinian people to develop their own curriculum and system of education. Under a UNESCO-Italy funds-in-trust programme, the Palestinian Curriculum Centre was established in 1995 to prepare curriculum documents, guidelines, textbooks, and run professional development programmes.

Box 13.2: Portraits in Courage – Samih's Story
Every day, 49 year-old Samih Mesad travels from the Palestinian village of Jalam to the UNRWA school in Jenin and back, trying to think of answers to his pupils' questions, which usually revolve around why they are living in a refugee camp and what life was like in their village before 1948. In 1995, the Palestinian Authority took over an education in ruins: "Some buildings have actually collapsed and others threated to do so. Going to school, particularly in villages, is extremely hazardous," Mesad told me. In the Jenin camp on the West Bank, some 12,000 Palestinian refugees live. Frustration reigns due to the lack of progress and the hopes that Palestinian refugees have pinned on peace talks to improve their situation. Housing has the appearance of a shanty town, and epidemics created by the antiquated drinking water system are not unknown, 1,100 pupils attend the UNRWA primary schools in the camp. Visiting the schools, I could not but note the overcrowded classrooms, the lack of basic facilities, the dilapidated conditions, the damage caused by Israeli bombardments. Exposure to conflict, Mesad says, means his young pupils always seem to be interested in violent games, and the image of the armed revolutionary has become a model for them. "I gradually overcome these problems by involving the pupils in organised communal games, treating them with friendship and compassion and concentrating on non-curricula teaching in order to change the way they think. Unemployment makes the general outlook difficult. They constantly question the benefits of an education that is unable to provide even university graduates with a job." But Mesad feels great pride in those who manage to complete their education: "I feel I am cultivating trees which yield fruit. The feeling that I am helping to build my society and the respect with which I am treated by my pupils who graduate from university and embark on working life are enough for me."

Source: UNESCO-EI, *Portraits in Courage,* 1997. Field notes.

During the Intifadas, the schooling of children and young people was uncertain and at times non-existent (see Box 13.2). To deal with the problem, the "Youth of Intifada" project focussed on teenagers aged 15 plus, providing basic education and training to enhance their employability and to lay the foundations for social harmony and peace. After opening a youth centre in Hebron in 1997, I meet with Yasser Arafat at the Palestinian Authority's headquarters in Ramallah. Lunch with Arafat and the Mayor of Hebron was a curious affair. Our formal meetings had been friendly and open, yet not a word was spoken over lunch. While no one spoke while Arafat was eating, an animated discussion followed immediately – in Arabic of course. I asked what the discussion was about. "Water." The richest half of the land in the West Bank has been taken over by Israeli settlers, and water in this arid land is a key issue. In the West Bank, legally it is Palestinian water, but supply is under the

control of the Israeli military forces. The Israelis were charging Palestinians living in Hebron eight times the amount being paid by Israeli settlers.

The educational infrastructure in the West Bank and the Gaza continues to suffer. The Israeli military attacks in 2008 and 2009 left some 280 schools in the Gaza alone severely damaged or destroyed. An assessment of the impact on education in the Gaza undertaken by UNESCO in 2010 revealed the immensity of the traumas created by the Israeli military operations on this tiny strip of land: 250 students and 15 teachers were killed, 83 % of students in the Gaza reported serious psychosocial problems (UNESCO-EFA 2011). Sadly, the violence erupted again in mid 2014: dozens of Israelis and hundreds of Palestinians have been killed.

By the 1990s, a number of small universities and community colleges had been set up in the West Bank and the Gaza Strip. The Palestinian Ministry of Higher Education was established with Hanan Ashrawi as its Minister. An extraordinarily talented scholar, she was the spokesperson for Palestine on the world stage. The PEACE (Palestinian, European, American Co-operation in Education) programme was launched as an international network to support Palestinian universities and to provide scholarships and loans for students. Over a small dinner one night, Hanan Ashrawi expressed her gratitude to UNESCO for the role it has played, and her frustration with both the Israeli regime and Arafat and his Fatah appointees – she represents a minority faction in Palestinian politics. Sadly, she was replaced as Minister of Higher Education in 1998.

To be strong and sustainable, a nation must be socially cohesive. The key institutions (political, economic, legal and educational) need to be inclusive, reflecting the diversity of political, religious, economic and ethnic groups within society. In developing the Palestinian curriculum and education system, we sought to build unity in diversity, emphasizing the shared values, language, literature, history and other components of Palestinian culture that binds the various political, religious and ethnic groups together, while celebrating and reflecting their richness and diversity. But Palestine today is still a politically as well as a geographically divided nation, the political chasm between the West Bank and the Gaza and infighting further weakening a country already torn apart.

So many dreams. So many valiant efforts to resolve conflicts between Israel and Palestine. So many broken promises. So many on both sides killed. So many schools destroyed, rebuilt and destroyed yet again. Yet as Nicholai (2007) concluded:

> Against all odds, the Palestinian education ministry managed to elaborate and introduce a new comprehensive curriculum. Thanks to strong leadership and external support, it has managed to keep the education system functioning and maintain enrolment and attendance rates, despite recurrent instability and violence.

During the 1990s, I went many times to Israel, the West Bank, Gaza, Egypt, Jordan, Lebanon, Iraq and Kuwait seeking to build peace, but seeing at first hand the human tragedies, suffering and destruction created throughout the region by the years of conflict. Conflicts between neighbouring states made regional co-operation difficult. It took years before finally we were able to hold an Arab Ministers of Education Conference in Cairo and an Arab Conference on Higher Education in

the Lebanon. Originally UNEDBAS, the UNESCO Office for Education in the Arab States, was located in Beirut but moved to Amman as the long and bitter civil war in Lebanon made it impossible for the office to serve as a regional centre. Peace was restored in 1990, and it was agreed that the UNEBAS office should return in Beirut. The move led to tragedy. At a UNEDBAS staff meeting in Amman, the driver of the Director of the Office went berserk. Opening fire with an automatic weapon, he killed the Director and wounded several staff.

The story of the effort made by Lebanon to rebuild the nation and its shattered education system after years of conflict highlights the importance of ensuring political and educational systems are inclusive, and the dignity and rights of all groups in society are assured. It is a story that is being retold in all regions of the world as nations torn apart by conflict struggle to rebuild. Initially, the "Arab Spring" brought hope for the future as entrenched systems of control in the Arab world began to give way.

A key problem facing the non-oil-rich Arab countries with long-standing authoritarian regimes (such as Tunisia, Egypt, Libya and now Syria) has been that their moribund economies have not been able to provide enough jobs for the rising number of young people graduating from high school and university. Power, wealth and access to well-paid jobs have been restricted to the ruling elite. Frustration and anger has grown within the mass of educated but excluded young people. The "Arab Spring" began in Tunisia as a popular protest movement against the authoritarian regime of President Ben Ali. Real-time images of repression on the social media helped ignite the combustible mixture of exclusion, unemployment, inequality and corruption that eventually led to the demise of old regimes. The events of the Arab Spring were not the first, nor will they be the last, manifestations of uprisings against the abuse of power. In Syria, for example, the unemployment rate for males aged under 25 years in 2010 was 67 % and for females 53 % (Lesch 2012). The violent response of the Assad regime to the uprising has left in excess of 100,000 casualties and over two million refugees. The struggle for power continues, and with that, new waves of refugees are fleeing from conflict as edifices of power outlive predictions of their imminent demise.

As levels of education rise and access to information expands, the legitimacy of extractive and inequitable political and economic systems will increasingly be questioned by young people with little or no hope for a better future. Inclusion and meaningful employment of those empowered by education will have to be part of the post-2015 development agenda.

In Afghanistan, the national government works with development agencies and NGOs to create a national system of education that builds on the many pathways to education for all that developed during the years of conflict and oppression: a mix of government schools, community-based schools, private schools, non-formal programmes and literacy classes. In areas controlled by the Taliban, one can still find "home schools" and secret classes for girls alongside the religious "schools" provided for boys. The concept of community-based schools has a long history in Afghanistan. Government supported *Dehati* (village) schools have been the only way to provide learning opportunities in areas where there was no government

school because villages were too small and scattered. In 2011, some 7,100 community-based education classes catered for about 210,000 students. It is the only education programme that has ever accommodated more girls than boys. In order to provide a legal framework and over-arching guide for community-based education, a comprehensive national policy was put in place. The Afghan national curriculum is used in both government and community-based schools and includes lessons on national unity, gender equity, tolerance, human rights, civil liberties, democracy, self-sufficiency and peace (UNESCO-EFA 2011).

According to official estimates, nearly two million Cambodians were eliminated during the Khmer Rouge regime. Teachers and educated persons were among the first victims. When education was restored in 1980, enrolments in secondary and higher education were only 55 % of what they had been in 1969. Today, primary gross enrolments exceed 100 %, and secondary, technical and higher education enrolment are rapidly increasing. The Ministry of Education has been able to move from *ad hoc* rehabilitation and reconstruction to a more inclusive, systematic reform strategy, one utilizing a sector-wide approach. The relationship between the Ministry of Education and donors has changed from fragmented, donor-dominated assistance to integrated, government-led partnerships based on extensive consultation with all internal and external stakeholders in education. The new curriculum seeks to help young Cambodians understand what happened in their country. It provides what most regard as the Cambodian version of a truth-and reconciliation commission with genocide education helping to prevent further human rights violations. The progress made in rebuilding the nation and its education system has been impressive in a country with a weak administration, dependent on a multitude of external donors and led by a government operating under tense political conditions. The key factors singled out by UNESCO-IIEP in its work with Cambodia have been: strong government commitment to system-wide education; leadership by the Ministers and Ministry of Education; inclusiveness and building a sense of ownership in reform by involving all key stakeholders at critical moments in decision-making; a surprisingly good information and planning department; and transparent communication and information sharing within the education sector (Carron 2003).

After a long and bitter civil war (1977–1992) and its first democratic election in 1995, Mozambique began the difficult task of rebuilding its shattered education system. Mozambique is one of the poorest countries in the world. In 1995, its per capita income was less than $140 p.a. and the net primary enrolment rate was less than 40 %. In 1995, UNESCO worked with the Ministry of Education to develop an Education Sector Strategic Plan. A review of education sector studies conducted in Mozambique revealed that some 40 studies had been undertaken, but it was impossible to develop adequate baseline data for monitoring the implementation of the strategic plan. Involvement of Mozambicans, accessibility and use of existing studies were all limited, there being no cumulative process of constructing knowledge from previous sector studies. The UNESCO team recommended the establishment of an education policy unit within the Ministry of Education. Mozambique qualified for the World Bank's Fast Track initiative, now known as the Global Partnership for

Education. The number of children-out-of-school is falling and the illiteracy rate fell from 60 % in 1996 to under 45 % in 2010.

South Africa is a classic example of a nation that had to be rebuilt when its white Afrikaner minority lost power. As a doctrine that asserts the genetic inferiority of non-white races, apartheid constituted a serious breach of the anti-discrimination clauses of every UN human rights convention, including UNESCO's Convention on Discrimination in Education. Two quite separate education systems were set up, one for a privileged class (whites) and the other for the rest (non-white). Under apartheid, whites had assured access to whites-only high quality schools, colleges and universities, while a totally inadequate and very limited education was provided in the bantustans (black homelands granted nominal independence by the regime) and in the schools reserved for non-whites.

My involvement with South Africa began early in 1989 when the Foreign Ministers of Member States of the Commonwealth, anticipating the collapse of Apartheid, set up a Task Force on Human Development for the New South Africa (Harker and Power 1991). Meeting after meeting with representatives of the ANC and civil society organisations working in South Africa revealed the appalling consequences of apartheid: very few non-whites in South Africa or the diaspora had the qualifications or experience needed to assume joint responsibility for administration, and illiteracy and drop-out rates were very high. A remarkable programme co-ordinated by the Commonwealth Secretariat was set up to ensure that those assuming key positions in the new South Africa acquired the expertise and experience they needed.

Released from jail, Nelson Mandela came to Paris to meet with two of the long-time supporters of the struggle against the apartheid regime, President Mitterrand and UNESCO. Mandela underlined the most demanding task before the African National Congress (ANC): transforming an illegal underground liberation movement into a legal mass political party able to assume the responsibility for building a new South Africa. I asked him how UNESCO could help. His answer: we need help to overcome the enormous education deficit left by apartheid. More than 80 % of our people are of African origin, and more than four million are illiterate. The problems will be compounded when the thousands of young uneducated freedom fighters are released from prison. They need to be helped to forgive, and must be given the opportunity to acquire the knowledge, skills and values needed to build a new South Africa:

> I have always known that deep down in every human heart, there was mercy and generosity. No one is born hating another person because of the colour of his skin, or his background, or his religion. People must learn to hate, and if they can learn to hate, they can be taught to love, for love comes more naturally to the human heart than its opposite ….. Man's goodness is a flame that can be hidden but never extinguished (Mandela 1994).

For Mandela and the ANC, there were, of course, many difficult decisions to be made and conflicts to be resolved arising out of the clashes between the ANC and the Inkatha Freedom Party, and with white supremacists. Mandela's office phoned me pleading for UNESCO's help as the swarm of development agencies threatened

to swamp South Africa with their pre-packaged policy solutions. We need, Mandela insisted, to set our own agenda for reform and to resolve internal conflicts without the heavy hand of "big brother." When the ANC came to power in 1994, UNESCO did work in partnership with the new Ministry of Education to help build national capacity in education, and to restore the links with other nations that had been severed during the apartheid era. It was a great privilege to meet with Mandela again in Johannesburg and later in Pretoria, and to work with those who were responsible for building the new national education system. One could not but be humbled yet at the same time inspired by the most outstanding moral and political leader of our time. There was no glimmer of hate, no resentment, only the burning desire to build a nation in which black and white live in freedom, peace and harmony. I will always remember him as a quiet and humble man, one whose power came not from his position but from his integrity, courage and vision.

In the critical early years of the new South Africa, the task of rebuilding South Africa's education system was extraordinarily challenging. Ministers Bengu and Asmal provided outstanding leadership, ably supported by the new South African Department of Education. They were determined to replace the repugnant apartheid education system with an inclusive one. The aim of educational reform became that of creating a civic consciousness, with overarching common ideals to which all citizens, white and non-white, can subscribe. Moving from an apartheid education system to an inclusive one is, however, difficult. In South Africa's case, it involved dismantling and replacing all the old apartheid education departments, legal and policy frameworks, equalizing expenditures, re-distributing resources, dramatically improving access and quality in rural and slum areas. Education for all brought with it the challenge of coping with a rapidly expanding school population using teachers who themselves were the product of poor quality apartheid-era Bantu education. Today, virtually all children now attend and complete primary school. Racial and gender gaps have narrowed as the number of "no-fee schools" increase and bursaries make further education and training possible for more young people. Mass literacy campaigns reached more than 4.7 million adults, and 90 % of adults are literate.

At the African Ministers of Education Conference in Durban in 1998, Kader Asmal, the South African Minister of Education, served as the President of the Conference. Asmal informed me that he intended to set up a working group on Values, Education and Democracy to provide a framework for educational reform, the essence of which would "uphold a critical understanding of the construction of identity and ethnicity." The history curriculum during the apartheid era presented a seriously flawed, partial and racially-biased picture of the past. The 1996 core curriculum moved beyond "white" history, but it retained an essentially traditional approach to history and civic education. A radically different approach to education for citizenship was needed. The South African History Project sought to promote a more critical and empowering approach to learning from the past, one that helps to prevent amnesia and manipulative use of history, providing an "educational buffer against a dumbing down of our citizens." Instead of reducing education for peace, human rights and democracy to a set of worthy homilies about what is good or bad,

the new history curriculum aims to contextualize these issues by careful and systematic study of the past and a critical evaluation of sources and evidence.

Mandela dreamed of an inclusive South Africa, one in which race was no longer an issue, where whites and non-whites could live and work together side-by-side in harmony. The hope was that the Truth and Reconciliation Commission would restore the tranquillity in a nation that had been at war with itself. In this, education is playing a key role. The highest levels of public satisfaction with the progress made after apartheid have been in education and health (Kunene 2009). However, education is not immune from the social and economic problems that beset the country. There is a growing disquiet about the slow progress being made in tackling problems of unemployment, crime, poverty and financial mismanagement.

In the aftermath of conflict, one frequently finds that many outside agencies become involved in the reconstruction of nations that have been torn apart. Each agency tends to have its own agenda. As in the cases cited above, most begin with a sector analysis or evaluation as a prelude to the development of an "evidence-based" strategy for the reconstruction of the education system. But all too often, the educational data on which the conclusions are based are flawed, the analysis is "donor driven," and often inaccessible to the key stakeholders in education. Sector studies should not only serve the interests of the sponsors, but also those most affected by the educational programmes under review and serve to strengthen the capacity of national institutions in data collection, analysis, planning, research and evaluation.

As I often told my staff, "Our job is to make ourselves redundant as quickly as possible. Our task is to empower nations, Ministries, schools and universities, not to disempower them." As the next chapter details, the responsibility for developing and managing education is being taken out of the hands of the Ministries of Education in developing countries, and the capacity of UNESCO to help build national capacity is being eroded. The stories of waste, duplication and lack of co-ordination in countries rebuilding their education systems after conflict are no means unique – the same mistakes are likely to continue to be made.

13.4 Education for Citizenship in Small Island States

At the heart of many of the educational, social and political problems faced by small countries and minority groups is the loss of cultural identity stemming from globalisation and the dominance of Western culture with its emphasis on individualism, competition and consumerism. Pacific Island Countries (PICs) are seeking to create a better balance between traditional knowledge, skills and values on the one hand and the new knowledge and skills required for young people to take their place in the modern world. The APCEIU (2009) Handbook *Caring in the Pacific* gives a framework for education for citizenship in PICs, the focus being on their shared cultural heritage, values, environment, rights and responsibilities, on "learning to care for one's self, family, community, country and our Pacific."

Many of the small island states of the Caribbean and others like Mauritius, Malta and Singapore have a more secure sense of their national identity than one finds in some parts of the Pacific, one born out of their long struggle for freedom and independence, and the importance given to education as the key to national development. Their active involvement in the programmes of organisations like the Commonwealth Secretariat and UNESCO is crucially important for their development. The Commonwealth Secretariat and UNESCO are important to them because the two organisations have consistently spoken out on their behalf when decisions are being made about priorities for international education and development.

13.5 Education for Citizenship and the Transition to Democracy

Building democracy has not been easy in countries where centralised control, planning and red tape have dominated thinking and behaviour for generations. The transition to a market economy raised many hopes for fast and easy reform, but the "quick fixes," "silver bullets" and "shock therapies" used for economic reform demolished social welfare and pension funds. Education budgets were halved in real terms, making education reforms even more difficult. The economic benefits of "democracy," the deregulation and privatisation being pushed by market economists in the USA, were appropriated by those seizing control of power and resources in the vacuum created by the collapse of Communism. The masses were left to fend for themselves. An economic and political "wild west" is a mild way of describing the early years of the transition to democracy.

Immediately after the collapse of the Soviet Union, UNESCO responded to the pleas for help from the newly established independent countries and countries in transition as they began to set up their own education systems. Educating for democracy in the Russian Federation, Georgia, Byelorussia, Ukraine, the Balkans and Central Asia has not been easy. Rebuilding the education systems and the transition to democracy in countries like the Czech Republic, Hungary, Poland and the Baltic States (and reuniting East and West Germany) are less problematic: each of these countries has a strong sense of national identity and purpose borne out of their long struggle for freedom. Having been part of the UNESCO family but excluded from the intergovernmental organisations of the West, the countries of Central and Eastern Europe turned immediately to UNESCO for help, especially in education. Their requests were often quite specific. Generally we were able to respond quickly, at times surprisingly so. For example, soon after Hungary regained its independence, its new Minister for Education rang me in my office in Paris. "We threw out the legislation imposed on our nation by the Communist Party, and have drafted a new set of laws for education. They are scheduled to be tabled in parliament in three weeks' time. Could you send us an expert as soon as possible to help us review what we have done?" Fortuitously, that morning Professor Don Anderson happened to be chatting to me about new education legislation for the Australian Capital Territory on which he had worked. "Would you mind

going to Hungary for a few days?" I asked. The very next day, he was on a flight to Budapest. Two weeks later I addressed the Hungarian parliament on educational legislation and democracy. UNESCO is at times slow and bureaucratic, but it can also be extraordinarily efficient and effective in responding to requests that fall within the programme priorities set by its Member States.

My colleague, Wolf Rissom, served as the co-ordinator of UNESCO's education programmes for Europe. He played a key role in facilitating education in the consolidation of democracy in Central and Eastern Europe and bridging the East and West throughout the 1990s. By the mid-1990s, many players from the West had become involved, with the Council of Europe and UNESCO playing a key role in providing national and sub-regional briefings, training, workshops, seminars, documents and handbooks on civics education and education for citizenship.

Working with the governments and education ministries of the new countries created after the breakup of the Soviet Union, I often began with the question of identity, before raising questions about diversity and the transition to democracy. "The borders of Poland have changed many times in the past, and many Poles live in other lands. So what does it really mean to be Polish?" "What is Kazak?" "Bosnia is a mix of religions, languages and cultures – so what unites you as a people? What will help prevent your new country from falling apart?"

"How" I asked at the 1995 European Conference on Civic Education in Central and Eastern Europe "can education help effect the transition in people's minds and lives from communism to democracy as a way of life?" To assure peace and social harmony in the countries in transition, education must be part of a wider agenda: it must help forge a sense of shared national and shared European identity. Keen to make education a vehicle for training active and responsible citizens of a more united Europe, the Council of Europe officially launched its Education for Democratic Citizenship project in 1997, complimenting the work being done globally by UNESCO, and giving added emphasis to the major challenges facing Europe in the post-Cold War period: the rise of intolerance, racism, the growth of individualism, discrimination and social exclusion, low involvement in politics and civic affairs, and lack of confidence in democratic institutions. For both the Council of Europe and UNESCO, education for democratic citizenship is a set of practices and activities designed to prepare people to live in a democratic society by ensuring they actively exercise their rights and responsibilities. It includes human rights education, civics education, intercultural education and education for peace and non-violence.

In 1997 UNESCO, the Council of Europe, the USAID and CIVITAS International formed a global coalition for the promotion of civics education for democracy. At the opening session of the International Partnership for Civic Awareness, I reminded participants of the challenge that faced Ghandi as he sought to build a culture of non-violence in the newly independent, multicultural India:

> I do not want my house to be walled in on all sides and my windows to be stuffed. I want the culture of all lands to be blown about my house as freely as possible. But I refuse to be blown off my feet by any.

Having "won the Cold War," the US pushed for the spread of democracy, its form of democracy. But each nation needs to build its own education system, one consistent with the basic principles of democracy, but not walled in by the structures imposed from outside. Each nation must build the institutions of democracy – inclusive educational, political and economic systems with the legal and regulatory frameworks and infrastructures needed to ensure an orderly transition to democracy. For its part, UNESCO rejected the one-size-fits-all approach, working in partnership with the new Ministries of Education on the development of legislation, policy, civics education, language and history teaching within the broad framework provided by internationally-agreed normative instruments on education.

In international affairs, UNESCO and the Council of Europe are at best minor players, readily pushed aside by the nations and organisations in which power and wealth are concentrated. The political and market reforms and the shock therapies pushed by the US and the IMF prevailed in most countries in transition. All too often, these led to disaster – to economic failure and to increased poverty and inequality, compounded by the rise of the mafia, oligarchies, corruption and abuses of political power.

13.6 Education for Citizenship in Established Liberal Democracies

Liberal democracies like Australia, Canada, New Zealand and the UK are gradually learning that diversity of cultures and views is the source of their vitality, a treasure within, not a threat to social cohesion. But even in well-established democracies, the will to embrace cultural, religious and racial diversity is not assured. At first, immigrant groups and the establishment tend to live out their separate lives, coexisting with limited interaction or understanding of each other. Yet the intertwining of cultures ultimately leads to programmes and policy initiatives designed to respond to and manage diversity. It was in this usage that 'multiculturalism' first gained currency.

In the normative sense, multicultural, intercultural and inclusive approaches to education represent a position about the place of cultural identities in contemporary society: acknowledging religious, linguistic and ethnic diversity and ensuring the rights of individuals and groups to retain their culture should go hand-in-hand with full participation and acceptance of the basic principles and values of the nation. Seeking to build social cohesion and harmony, education for citizenship in liberal democracies focuses on providing children and adults with opportunities to develop to a reasonable level of competence in both the national language and their mother tongue, as well as an understanding of the major cultures (languages, literature, history, religious values, etc.) of the nation and its neighbours. Participation in the knowledge society of the future will demand even higher levels of language competence and cultural awareness and sensitivity as the world shrinks.

A number of difficult policy issues confront education systems and institutions seeking to promote unity within diversity. For example, a policy of multiculturalism demands that a nation must decide which literatures, histories, religions and languages are to be included, and see that how these are taught contributes to building understanding and mutual respect. But overcoming entrenched beliefs, prejudice and harmful stereotypes is not easy. Even when multicultural education has been official policy, governments are reluctant to endorse history and civics education programmes that promote critical thinking about sensitive issues for fear that the full extent of past and present injustices, discrimination against minorities, dirty secrets and abuses of power will become evident.

At times, multicultural education policies and programmes have tended to highlight what is unique about different cultures and religions rather than what they have in common. In themselves, innovations, curriculum reforms, new accountability and assessment systems are not sufficient to ensure equality, participation, mutual respect, understanding and the peaceful resolution of conflicts. The effectiveness of policies and programmes for managing diversity and building cohesion and harmony depend not on any initiative, but on their cumulative effect.

Australia is a constitutional democracy based on a federal division of powers. Its history, politics and education systems are inextricably linked with the arrival of successive waves of settlers. Australia today is a multicultural society with high living standards, a peaceful, democratic nation. Its stability and prosperity are the product of policies, structures, processes, programmes and practices that are, for the most part, inclusive rather than extractive. In the early 1970s, multicultural education became a key component of Australian education policy. While the balance between unity and diversity has shifted from time to time, inclusion and learning to live together in a multicultural society remain central themes in the development of educational policy, management and curriculum reform. As new waves of migrants and refugees from Asia and the Middle East arrived, education for citizenship has assumed a higher priority and renewed pressures to develop a more cohesive national approach to education and training. In 2008, the Australian Government established a National Curriculum Board to develop a nationwide K-12 curriculum, one founded on the principle that education is crucial for nation building, promoting an informed awareness and critical understanding of one's heritage, national identity, societal values and mutual interdependence.

The Australian Government's Civics and Citizenship Project covers two domains:

(a) *Civics*: knowledge and understanding of Australia's civic institutions and processes in Australian democracy, government, law, national identity, diversity, cohesion and social justice
(b) *Citizenship:* Dispositions and skills for participation, understandings related to the attitudes, values, dispositions, beliefs and actions that underpin active democratic citizenship.

The national *Discovering Democracy Project* is a good example of the resources being developed in support of education for citizenship. The Project has generated a wealth of excellent teaching and learning materials that cover the development of

democratic principles, institutions and legal frameworks in Australia, the USA and UK. Considerable progress has been made as indigenous and immigrant groups become empowered through education and begin to assume positions of responsibility both in government and in the private sector. Nonetheless, state and territory education systems in Australia still struggle to be inclusive of indigenous Australians, refugees and Islamic minority groups. Just what should be included in the history curriculum and how critical events in Australia's history are to be presented and interpreted remain contested issues. International assessments reveal that there are worrying gaps between the stated goals of civics education and student outcomes: only half of Australian 14 year-olds had a grasp of the essential pre-conditions for a properly working democracy, and Australian students display a low level of support for civic engagement compared with their international peers (Mellor et al. 2002).

New Zealand education policy aims to promote unity through a strong focus on the promotion of equal opportunities for all students through programmes that are gender-inclusive, non-racist and non-discriminatory. Unity is also emphasized through the requirement that students develop the values needed to become full members of New Zealand society. At the same time, curriculum policy demands that the expertise, cultural traditions, histories and languages of all New Zealanders are recognized and valued. Values, particularly those essential to learning to live together, are conveyed not just through one part of the curriculum, but through the entire life of a school, college or university, and the ways in which they engage with students, teachers, parents and the community. New Zealand reforms in education brought with them a new emphasis on local autonomy, collective responsibility and cross-cultural understanding between the indigenous Maori people, Pacifica peoples and Pakeha (the white majority). Many schools and communities in New Zealand are good examples of how indigenous and Western approaches to teaching, learning and school management can be melded together to create an entirely new ethos in an educational institution (Arini et al. 2007). In seeking to create unity in diversity, both New Zealand and Australia have found that it is crucial to focus on identities and values that are shared by many cultures and to stress the dignity and worth of all individuals, rather than highlighting what is different about the "other."

In UK, the Advisory Group on Citizenship (UK 1998) argued for the teaching of democracy to all pupils, the aim being no less than a change in political culture, both nationally and locally. It its view, education must help people to think for themselves as active citizens, willing and able to weigh evidence before speaking and acting. Education for citizenship should extend to young people the best in existing traditions of community involvement and public service. It should make them individually confident in finding new forms of involvement and action. The Advisory Group took the view that young people need to appreciate the effect of their actions on their own lives and those of others, to understand the difference between right and wrong, to internalise codes of personal and social behaviour and learn how to deal with risks and challenges (e.g., teenage pregnancies, drug misuse, crime and truancy).

Democracy, inclusion, quality, equity and freedom are not static, inflexible concepts, but dynamic, active principles that need to be continuously adapted, revitalised and cultivated. What has become increasingly clear is that there is a need

to change the way in which education systems, schools, colleges and universities relate to students and communities, moving away from the focus on "difference" on the one hand and xenophobic obsession with order and the "national interest" on the other. In my view, seeking to restore the balance between unity and diversity, national systems of education even in well-established democracies need to give greater attention to what unites us as human beings, the values we share, our rights and responsibilities as global citizens, the challenges all national and individuals must face if we are to share the benefits of advances in knowledge and to have a common future.

Concluding Comments

Nations are relatively recent inventions, created as tribes, clans and kingdoms occupied and assumed control over a land, defining and protecting what became the borders of the nation. Putting the pieces together, building or rebuilding a nation is primarily the responsibility of the national government, one in which the type of education system it creates plays a crucial role in building social cohesion.

The Delors Commission insisted that choosing a type of national system of education means choosing the type of society to be built. Governments have the duty to define the goals and responsibilities of the education system, and to create the framework within which the system for which it is responsible is funded and operates. To build a democracy, the Commission argued that governments must ensure the active involvement of all stakeholders in decision–making, balancing quantity with relevance and quality with fairness. Each nation also needs to ensure that it has within its workforce, the range of skills and areas of expertise required to function effectively, to be productive and innovative. For all nations, learning to live together is crucial to assure social cohesion and harmony. Governments must deal with the possibility that elements of certain cultures and religious beliefs in a society may conflict with the values seen to be the essence of national identity and citizenship. In such cases, the principles enshrined in the Universal Declaration of Human Rights provide a morally defensible basis on which such conflicts can be resolved.

It takes time to heal the wounds created by bitter political, religious, racial and ethnic conflicts, and time to build an education system than is inclusive and to rebuild a nation. One of the biggest difficulties we now face is that of dealing with religious, ethnic, racial and political extremism. While love, tolerance and respect of the "other" are common themes in all the mainstream religions of the world, extremist groups cling to the belief that theirs is the only true faith, the superior pathway, race or nation. It becomes dangerous when extremist groups seek to impose their beliefs and way of life on others. Our best defence against extremism and terrorism lies in providing quality education for all.

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Chapter 14
Power, Policy Making and Globalisation

Three passions have governed my life: the longing for love, the search for knowledge and unbearable pity for the suffering of mankind.

(Bertram Russell)

This book has primarily been about the role played by the UN family over the past 25 years in the promotion of quality education for all, the type of education that empowers individuals, groups, communities and nations, enabling them to assume control over their own destiny and to build the foundations for a more peaceful, just, equitable and sustainable future. It seeks to demonstrate that despite its weaknesses, the UN system (and particularly, UNESCO) has played an important role in the development of educational policy at the international level, in promoting education for all and in facilitating the international co-operation needed to tackle the global challenges facing education systems at the dawn of the twenty-first century.

It must be acknowledged that the ideals and rhetoric of the institutions that are part of the UN often fall short of expectations, for both external and internal reasons. In one sense, UNESCO is an easy target: its goals are lofty, but it lacks the resources, power and at times the moral and intellectual fortitude to rise above the bureaucratic obstacles it has created for itself, and to overcome the political obstacles that limit its effectiveness.

In Chap. 1, it was argued that in the shrinking global village, our collective well-being will increasingly be dependent on the extent to which education contributes not only to the empowerment of individuals and nations but also to the entire global community. Building a powerful and equitable interlocking system of international organisations with the collective intellectual capacity, moral integrity and courage to tackle the great challenges of our age is no easy task. In this chapter, the focus is on the power, role and impact of the key international players in education. Having touched on the political and institutional difficulties facing intergovernmental organisations like UNESCO, some suggestions are put forward as to what needs to be done to strengthen the capacity of the international education and development community to be more effective in promoting education for all throughout life.

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14.1 Power, Politics and Responsibility

UN agencies do matter because they provide purpose and structure to the collective effort to deal with global challenges, empowering people and nations to work towards shared goals that are important for all of humanity. They have the global authority vested in them by the governments of the world to work towards the objectives set out in their Constitutions. In UNESCO's case, it is responsible for contributing to "peace and security by promoting collaboration among nations through education, science and culture in order to further universal respect for justice, for the rule of law and for human rights and fundamental freedoms."

Like other parts of the UN system, UNESCO was born of, and remains subject to, politics. Soon after the UN was established it became clear that if it cannot do more than it has to build a better world, the fault lies largely with the Member States who created and control it, and who, it seems, still prefer the tooth and fang to international law and order. The UN system is tightly controlled, manipulated and, on occasion, bypassed by the world's super powers. The world's most powerful countries want the UN and UNESCO to be the way they are – powerless by design.

It needs to be emphasised as well that the responsibility for education policy, programmes and funding in every country rests with its government, not with any external agency. At the operational level, UNESCO does respond to requests from its Member States for technical assistance and capacity building, and it helps developing countries to secure additional resources for education and training from donors and development banks. But it is not, and was never designed or funded to be, an aid agency or a bank. Its role is to promote international co-operation in education, to build networks and partnerships, to promote the sharing of knowledge, research and expertise, to act as a global education think-tank and moral compass. UNESCO's work in education then should be judged in terms of the purposes for which the organisation was established, that is, the extent to which it facilitates international co-operation and provides the leadership needed at the international level to promote the type of education called for in its Constitution.

Whereas intergovernmental organisations like OECD and the Commonwealth Secretariat represent the interests of selected groups of countries, UNESCO has a strategic advantage in that its education policies and programmes are generated and approved by the governments of all countries. No other agency has the mandate to collect and analyse the world's education statistics; to monitor the development of education at the global level; or to generate international normative instruments on issues such as discrimination in education, recognition of degrees and diplomas, and cross-border education. UNESCO's image and experience is that of universal, shared endeavours directed towards common agreed aims such as that of assuring the right of all to education.

In the mid-1980s, the USA and UK withdrew from UNESCO, primarily for political and ideological reasons rather than its organisational defects. The reality is that intergovernmental organisations will be severely punished if they pursue

policies that are not deemed by the great powers to be in their national interest – regardless of how crucial these policies may be for peace and the development of education in the rest of the world. Yet the credibility, power and authority of the organisation rests on the principle of universality. The Australian government and the nations supporting my appointment wanted me, as the most senior Anglophone in UNESCO, to help convince the governments of the USA and the UK that it is in their interest to re-join the organisation. Federico Mayor had strong links with the scientific community in the USA and the UK, and I had worked closely with their national education departments, major universities and educational research organisations on areas both countries saw as priorities for international co-operation. Supported by UNESCO's Member States, the Director-General and I engaged with USA and UK national leaders (e.g., Blair, Clinton, Gore), Ministers and Secretaries of Education, leading education, scientific and cultural organisations and higher education institutions. Both countries acted as if, and were treated as if, they were still Member States, even though they had forfeited the right to vote. Having resolved the issues and demonstrated the unique contribution UNESCO is making to education, science, culture and communication at the international level, the UK and USA renewed their membership at the turn of the century.

A decade later, the USA once again drove home the point that its national interests must prevail. The USA refused to pay its membership dues to UNESCO when its General Conference decided to adopt Palestine as a Member State in 2011, in effect acknowledging its right to exist and the rights of its people to a nationality (Article 15 of the Universal Declaration of Human Rights). The resulting savage reduction in UNESCO's budget severely weakened the organisation's capacity to implement the programme approved by its Member States, and to provide the leadership role expected of it in education, science and culture.

The USA played a major role in the establishment of the UN and UNESCO, promoting the idea of empowering individuals and nations to build a more peaceful, ordered and sustainable world through international co-operation in education, science and culture. The ideal is still valid, one that all nations, including the USA, need to work together to realise. Significant changes do need to be made in the way in which the UN and UNESCO operate to restore their validity and effectiveness, and the USA along with other powerful nations need to play a leading role in the rebuilding process.

14.2 International Education Policy Agendas

"If you cannot ride two wild horses at once, you shouldn't be in the circus," the former Prime Minister of Australia, Bob Hawke, advised. International politics is like that, only its circus has many wild horses. UNESCO is but one circus performer in the international education and development circus. As Watson (1999) has noted,

its influence has been strong at certain times, but weak at others. To be influential, UNESCO must be able to speak with the intellectual, moral and political authority that stems from its unique position as the intergovernmental organisation mandated to speak and act on behalf of all of the world's Ministers of Education, teachers, learners and scholars. On the other hand, the World Bank and OECD wield a different kind of power whereby education is framed through the disposition of the economic and political power of the world's wealthiest countries.

Throughout its history, UNESCO has always stood for a concept of education as a basic human right and as the key to building peace and democracy. Its emphasis on quality education for all and the purposes of education as set out in the Universal Declaration of Human Rights (Power 2005) has shaped the character of the organisation and its approach to education policy and practice. But its struggle to maintain the "moral high ground" and to provide "intellectual leadership" has always created tensions, both between the bureaucrats and the idealists inside UNESCO, and outside as an increasing number of powerful players became involved in shaping education and development policy at the international level.

The concept of education as a basic human right promoted by UNESCO does not fit comfortably with the agenda of the World Bank, the IMF, OECD and the governments of some of the world's richest and most powerful nations. The latter have adopted a revamped version of human capital approach to education and development, with a market-driven agenda that still is focused on maximizing the economic returns on investment in education, reducing public expenditure, promoting privatisation, competition, deregulation and the opening up of the growing global trade in education goods and services. However, the concepts, theories and ideas that drive governments and international organisations have a history and change over time, including the concepts of human rights and human capital.

At times, each of the key players in EFA (World Bank, UNDP, UNESCO and UNICEF) has tried to occupy centre stage. They have had their differences, but for more than 20 years they have worked together to achieve the goals agreed at Jomtien and Dakar. In the process, they have shared knowledge and ideas, and to some degree at least, all three have ventured outside the cages in which they are trapped to work on what is far more important than the status and power of the institutions they represent – empowering all through education. When the key players in the international community join forces and speak with one voice they can and do make a difference, as the story of the EFA alliance confirms.

The rights-based and human capital approaches to education are not always necessarily in contradiction with each other. Education is both a human right and a good investment. It is of value in and of itself and for the benefits it brings to the individual and society. When resources are limited, decisions must be made about which and whose rights should be given priority. Decisions must also be made about how the resources available are to be allocated and utilised, and for what purposes. It is time, perhaps, for UNESCO and its critics to engage in a more constructive debate about both approaches to education, in the hope that a more coherent, intellectually and ethically defensible model for sustainable development will emerge.

14.3 Globalisation and Internationalisation of Education

Globalisation and internationalisation of education are neither new, nor are the paths they take, pre-ordained. Universities have been internationalised for more than 800 years. The models on which today's national systems of education are based are adaptations of the systems originally set up by Germany (or more precisely, Prussia), Britain, France and the other great colonial powers. National systems of education have always been shaped by the interaction between the national and the global.

The term 'globalisation' emerged in the 1970s to describe the new wave of global processes which have flowed from advances in information and communication technology, the opening up of markets, and ideas pushed by economic theorists. These global processes are changing the context within which education systems operate. Developed nations are becoming increasingly multicultural as populations seeking a better life move. New technologies are transforming the way we communicate, teach and learn. Economic globalisation has led to greater privatisation, more intense competition and a widening of the gaps between the rich and the poor. Paradoxically, the quest for certainty and identity in an increasingly globalised world has led to a revival of fundamentalism, tribalism and nationalism.

What was new about the economic globalisation movement was the promise that the opening up of international trade and the introduction of a market economy would help countries grow more quickly and thereby lift all, rich and the poor. But in reality, global changes bring with them a mix of opportunities and threats for every nation, organisation and education system. Certainly, the removal of national barriers to trade in cross-border education and the widespread use of new technologies in education has created new possibilities for the sharing of knowledge, ideas and experience and international co-operation. But as has so often been the case, its advocates promised far more than they could deliver: there has been little or no trickle-down effect and homogenisation tends to reduce cultural diversity.

By the mid-1990s, the cracks had begun to appear. When the market goes too far in dominating economic, social, educational and political outcomes, the opportunities and rewards of globalisation spread unequally and inequitably – concentrating power, knowledge and wealth in a select group of people, nations and corporations while marginalising others. UNDP (1999) joined UNICEF, UNESCO and others in warning that if "global opportunities are not shared better, the failed growth of the last decades will continue." The challenge, the UN system suggested, is to ensure that the international institutions set the rules for stronger governance to ensure that "globalisation works for people – not just for profits."

At the World Trade Organisation (WTO) meeting in 1999, the "Battle of Seattle" reflected the growing resentment of the masses who, to date, suffered more than benefited from the policies pushed by market economists. Saul's (2005) account of the "collapse of globalism" and Stigliz's (2002) insights into the misguided policies and use of power inside the White House, Wall Street and the IMF identify the fundamental weaknesses of the ideology of globalisation.

Since the terrorist attack of September 11, the USA and its closest allies have been focussed on national interest and security. Their human rights records throughout the "war on terror" and legislative changes have made considerations of human rights an embarrassment (Robertson 2006). Human rights no longer feature prominently in their national and international agendas. The global financial meltdown in 2008 did not help: public education and overseas aid budgets were trimmed, making access to quality education at all levels ever more difficult for those living in poverty. Questions were raised about the validity of the economic policies that led to the global crisis, but little changed: the rich and the powerful made sure their interests were protected, and the masses paid the price. Today, jobs, trade, security and economic sustainability seem to be the priorities in the post-2015 development agenda – education, human rights and global warming have been pushed aside. With a few minor adjustments, neo-classical economic theories resumed their place as the handmaidens of "turbo-capitalism."

How have these global processes affected education, nationally and internationally? In part, the answer may lie in existing trends in:

- the delivery of educational programmes and services
- education policy and management
- monitoring and assessment of performance.

14.4 Education Programmes and Services

Educational systems cannot operate without students, teachers (real or virtual), curricula, educational materials and equipment (or "goods") and in the absence of educational "services." Traditionally, only a handful of students studied abroad, but the number of students crossing borders has tripled in the last 20 years. With the diversification and re-internationalisation of higher education and training, power is shifting from the national to global networks and strategic alliances. Taken as a whole, the knowledge-education industry is now North America's second largest, accounting for around 10 % of GDP. It is also its fourth or fifth largest export. For most OECD countries, the export of textbooks, education software, teaching materials and technical-consultancy services is big business, the trade being dominated by a small number of multinational corporations (like Apple, IBM, Microsoft, Ernst and Young, BBC and CNN). In collaboration with some of the world's most prestigious and internationalized universities, the private sector is playing a key role in the "re-internationalisation" of education and research.

If current trends continue, the combination of advances in ICT and commercial activity in education goods and services will continue to grow exponentially, accelerating the internationalisation of national education systems. This is not to say that national governments have no say, or that no adaptations are needed to resolve tensions between the global and the local. China, for example, became a formal member of the WTO in 2002, but has made only partial commitments to opening up the trade in educational goods and services to the outside world – compulsory education and politically sensitive "special fields" are excluded.

14.5 Education Budget, Management and Policy Issues

One of the key policy issues to be faced in promoting education for all is that of who pays for what. Worldwide, 63 % of the cost of education is paid for by the state, with families, communities, the private sector and NGOs providing 35 % and international aid 2 %. Private funding of education is growing, although it still represents only 12 % of education spending in OECD countries. Of the 16 developing countries included in a study of the financing of education (UNESCO-OECD 2003), one sixth of all children went to private schools, most of which are subsidised by the state. The research pertinent to the debates on public and private education provides little support for the myth that privatisation and deregulation can raise levels of achievement at a lower cost (Berliner and Glass 2014; UNESCO-IIEP 2003). The World Bank flirted with the idea of promoting fee-paying basic education, but now accepts that universal primary education will not be achieved unless it is compulsory and free, a point confirmed by the research undertaken by Lewin (2012). If the children of the poor are to have access to quality schooling, there is no avoiding of the state's role in funding basic education. As the demand for post-basic education expands, governments are exploring policy options aimed at cost–recovery, as cost and quality issues become critical where resources are limited. Governments have to decide who and what is to be supported and how, ideally on the basis of wide consultation and evidence pertinent to the national situation.

As the global trade in education goods and services blossomed, powerful new players have entered the educational policy-making arena. Policy and management issues are being discussed and decided on a supra-national basis as countries move away from a more or less closed national system of education towards a more complex one in which the agendas of global as well as national stakeholders are accommodated. Large international management firms, "think tanks" and consultancy services now package and sell NPM ("new public management") techniques and even policy packages to governments and education authorities. Ball (2012) uses the term "Global Education Inc." to describe the emerging global architecture of political and economic interests that link the governments of powerful nations, international development organisations, and transnational corporations. Global Education Inc. operates as an exclusive network through which neo-liberal ideas about education policies and products flow and gain legitimacy. The governments of major knowledge exporting countries are very active players in this game, shaping the rules of border-crossing, knowledge transfer and the international league tables used to enhance the reputation and competitiveness of their universities and colleges.

The danger is that as education policy becomes "globalised," national policy-making capacity and community involvement are weakened. The reductionist logic of market-driven social policies mean that issues tend to be discussed largely in terms of managerial values and practices, narrowing the debate to the economic aspects alone. The focus is on manpower training for wealth creation, spurred on by a market-driven rationale. Discussion in terms of the broader purposes of education figures little. In essence, viewing education and knowledge as a private good weakens

the foundations of democracy and international solidarity. With that, the hopes and expectations of the millions of people who cannot afford to pay for an education which is of quality and empowering vanish, along with any pretence that human rights or the common good matter.

Marginson (2007) argues that at the policy level, education is now being seen as a private economic interest rather than as a public good. Such a reframing of the purpose of education threatens the existence of public education systems and institutions as we know them. Relying on the market to assure access absolves governments of their responsibility to ensure that the right of all to a quality education without discrimination is respected. In addition, applying market principles to research means that access to privately generated knowledge that is in the public interest is restricted, including research that reveals weaknesses and injustices in the education and economic policies of governments and development agencies.

Much the same sort of thinking led the governments of the richest Commonwealth countries to seek to cut education and health from the programme and budget of the Commonwealth Secretariat. Led by Peter Williams,[1] the Executive Committee of the Commonwealth Consortium for Education[2] mounted a battle to retain education as a key part of the Secretariat's programme. The stance taken by the Consortium was strongly supported by the Education Ministers of the developing countries attending the 2012 Conference of Commonwealth Ministers of Education in Mauritius. The battle continues. The High-Level Panel established by the UN Secretary- General to oversee the creation of the Post-2015 Development Agenda seems to be following a similar path: human rights and education are but tiny blips on its radar.

Something akin to the immense effort made since 1990 by UNESCO, many developing countries and the education NGO community to promote and sustain a broad approach to education for all is needed to keep education and human rights on the international policy agenda. The Global Partnership for Education[3] and the UN Secretary-General's Global Education First Initiative are promising developments. They are alliances in which UNESCO is very much involved, but in its current weakened state, struggles to provide the intellectual and moral leadership expected of it within them. But there is hope. As the financial and human costs of market-led policies and "managerialist solutions" become evident, we may yet again see a ground swell of public outcry that forces governments to move to a more balanced policy position. A revitalised and re-professionalised UNESCO is needed to be their voice. It effectiveness should be judged in terms of the extent to which it is that voice.

[1] Former head of the Education Directorate in the Commonwealth Secretariat and a key member of the EFA alliance. The 54 Member States of the Commonwealth Secretariat were at one time part of the British Empire.

[2] I am the Chair of the Consortium and, until recently, Peter Williams, was its Secretary.

[3] The Global Partnership for Education, formerly known as the EFA Fast Track initiative, was set up to help low-income countries achieve their EFA and MDG goals (see www.globalpartnership.org).

14.6 Education Statistics, Indicators and Assessment

Globalisation has brought with it an increased emphasis of the collection of data on education at the global level, the data needed to inform international education and development policy. At the 1987 OECD Conference on Education Indicators in Washington, I spoke about the need for reform:

> While in the end, there is no simple and objective way of measuring the effectiveness of an education system, a more serious co-ordinated approach to gathering information about what is happening in education systems and what is being achieved by them is urgently needed. We can and must monitor the "health" of systems. In so doing, we should be aware of the strengths and limitations, both of the particular indicators and of the approach used.

Within UNESCO, three areas needed urgent attention:

- strengthen UNESCO's technical capacity to collect and analyse statistics on education, science and culture
- revise the International Standard Classification of Education (ISCED) so as to ensure the data provided by Member States are comparable, reliable and policy relevant
- restore the Education Sector's capacity to analyse and report on the development of education at the global and regional level.

In 1994, UNESCO turned to the US Board on International and Comparative Studies (BICSE) to report on the reforms needed, which in turn led to the establishment of the UNESCO Institute for Statistics (UIS). Located in Canada, a Member State recognized for its high level of competence in statistics and ICT, UIS is beginning to play the leadership role expected of UNESCO in the development and analysis of the world's education statistics. Education systems have changed since the 1970s when the ISCED Framework was developed. Joining forces with OECD, Eurostat and selected countries, ISED was revised and adopted by Member States at UNESCO's General Conference in 1997.

One of the key functions of UNESCO is to report on the development of the education policies, trends and statistics. Within the Education Sector, I set up a unit in my office headed by John Smyth to produce a new series of *World Education Reports*, the first being published in 1991. Member States present national reports on their education systems at the biennial International Conferences on Education held at the IBE in Geneva and at Regional Ministerial Conferences. These reports provide the backbone for qualitative analyses undertaken to produce UNESCO's world education and EFA monitoring reports. As noted earlier, there are many problems with the data provided by Member States. The raw statistics, such as they are, need to be repackaged to create sets of indicators akin to economic and financial indicators like GNP and Dow Jones Index. For international education indicators to be useful they need to be policy relevant, reliable and comparable. But how they are interpreted and used is even more crucial in shaping education policy:

> Like the indicators in an airliner, education indicators ought to provide policy makers and the public with an "at a glance" profile of the condition of institutions and the system as a whole. Their function is to alert decision makers to potential problem areas, those which need adjustment and those which seem to be performing as intended. Indicators are designed to "point" rather than to "explain" (Power 1990).

To explain, to understand what an indicator is telling us, one must dig deeper. We need to check the validity and reliability of the data and the indicator, to be better equipped and more careful in interpreting the data, and to undertake further research and analysis, before jumping to conclusions.

Assessing and making judgments about quality and performance turn out to be hazardous affairs. One must bear in mind that global educational statistics, indicator systems and league tables are not perfect. They are only as reliable as the data provided by countries. They do suffer from errors of measurement and problems relating to their validity and comparability. They may have limiting and distorting effects. When the stakes are high, not all schools, universities and nations play according to the rules, and the rules themselves are not free from bias:

> The fact is that essentially all the measures used to assess quality and construct rankings enhance the stature of large universities of the major English-speaking centres of science and scholarship, especially the United States and the United Kingdom (Altbach 2006).

To assure the relevance, comparability and reliability of the world's education statistics and indicators, UNESCO works with experts from its Member States and stakeholder groups such as the OECD and the World Bank. However, for the most part, the indicators used are proxy measures of the quality of education and of what students actually learn. In 2012, the Learning Metrics Task Force (LMTF) headed by UNESCO-UIS and the Brookings Institute, began work on developing a broad international framework for measuring learning outcomes. Doubtless, the international testing industry expected the task force to recommend the establishment of a global assessment regime, perhaps an expanded version of the OECD-PISA programme, but it did not. It listened to the voices of the Ministers of Education in developing countries, NGOs, teachers and researchers. There is a strong interest in areas of learning beyond those that are the focus of the large-scale international assessments. The Task Force opted not to endorse any one testing regime. In its opinion, the one-size-fits all approach will not work. The policy focus of LMTF shifted from seeking to make global-level recommendations on what should be taught and assessed to developing national capacity to measure and improve learning. To be empowering, the global education community must empower teachers, schools, higher education institutions and education ministries, building their capacity to support learning in areas they deem to be important.

14.7 Educational Research, Policy and Reform

Political parties come to power with a manifesto which is, in part, ideologically driven. Public policy and education reforms then reflect the values of those who govern. These values determine the issues to be tackled, how they are approached, how evidence is weighed, and the policy solutions proposed and adopted. Public policy, including national and international education development policy, is not driven by evidence, but hopefully, it is informed by evidence (Power 1995).

The quest to close the gaps between education policy, research and practice has a long history, the most recent manifestations being the call for "evidence-based" and "research-informed" policy. However, rarely if ever does policy or reform develop in a straight-forward and rational manner from an evidence base. Furthermore, educational reforms do not work equally well for all persons and in all circumstances. Ideas, evidence and policies need to be subjected to critical scrutiny from within and without.

UNESCO works both with policy makers in government and education researchers. In the Asia-Pacific region, the Educational Research Institutes Network (ERI-Net) links researchers working on educational issues of particular importance to policy makers in the region. In 2000, the Directors of the key educational research institutes and presidents of educational research associations in the region attended an UNESCO-APEID Seminar at the National Institute for Educational Research in Tokyo. They decided to establish the Asia-Pacific Association for Educational Research (APERA). APERA and APEID are vibrant mechanisms for supporting and encouraging the development of educational research and innovation in the Asia-Pacific region, linking researchers and policy makers and teachers through their publications, conferences, networking and training activities.

Globally, UNESCO Chairs, UNITWIN networks and its NGO partners seek to build the knowledge base needed to inform educational policy and practice through symposia and publications. One of the key areas of interest has been the reform of education systems, that is, intentional interventions to change the structures, content, processes of education in defined directions. As such, EFA and the concept of lifelong learning can be seen as global educational reforms promoted by UNESCO (Skilbeck 2006). A study (Connell 1998) of the major educational reforms of education systems and schooling during the twentieth century commissioned by UNESCO charts how education systems and teaching have changed from an historical, multidisciplinary and cross-cultural perspective – a perspective often missing from reform proposals and research journals[4] (Power 2002). Connell concludes that each reform process is shaped by a particular context, reforms are complex and need to be viewed systematically, the teacher is the critical mediator in all education reforms, reforms are dynamic and often unpredictable, the time scales of reforms are long, and successful reform always requires resourcing. McGinn (1998) adds that reform is a normal process; it reflects health rather than the sickness in an education system; it is a process of learning through errors as well as successes; and its success depends principally on political, not technical skills. These lessons need to be borne in mind when seeking to reform the UN and UNESCO.

[4] This perspective drove the editorial policy adopted by the APERA Journal *Educational Research for Policy and Practice* – we wanted to bring a distinctly Asia-Pacific perspective to what counts as knowledge, sound policy and practice, and to promote critical thinking and debate on the reforms needed in education and research.

14.8 UNESCO's Structure and Functioning

UNESCO is a value-driven organisation, born of, and subject to the will of the governments of its Member States. Its core values, structure and purposes stem from its Constitution. As a specialised agency of the United Nations:

> UNESCO contributes to building peace, the alleviation of poverty, sustainable development and intercultural dialogue through education, the sciences, culture, communication and information (UNESCO Mission Statement 2005).

Like all intergovernmental organisations, UNESCO seeks to operate on the basis of shared meanings, values and objectives, but it can only do so within the framework set by its Member States. A brief account of its structure and functioning is needed, therefore, as a backdrop to any assessment of its strengths and weaknesses. The key actors involved in the development and implementation of its education programme include:

1. *The governments of its Member States* whose power and influence is exerted through UNESCO's governing bodies (the General Conference and Executive Board), the Permanent Delegations (Ambassadors and Diplomats based in Paris), UNESCO National Commissions, Ministers and Ministries of Education
2. *The Secretariat*, headed by the Director-General and the Assistant Director-General for Education; Directors of Education Institutes, Centres, Divisions and field offices; education professional and support staff.
3. *The wider international education and development community*, that is, the "outsider-insider" organisations and educators who work with UNESCO and National Commissions as partners in the development of education.

All intergovernmental organisations are governed by their Member States, in UNESCO's case, by its General Conference and Executive Board. In one sense, the governance structure creates a political "iron cage." Within that cage, individual countries push their priorities. UNESCO's regular programme is funded by its Member States. Assessments of contributions are based on a formula reflecting the size of their budgets. Thus, the wealthiest countries take a particular interest in the budget and management issues. More generally, power stems from coalitions of countries with common interests (e.g. developing countries, Africa, the Pacific). However, decision-making in UNESCO is more democratic than most intergovernmental organisations, even if some groups of countries are more equal than others. Most nations have an embassy in France and a Permanent Delegation to UNESCO (headed by the Ambassador to UNESCO or a senior diplomat). On a day to day basis, they work with the Secretariat in Paris in accordance with the instructions from their governments.

Originally, the representatives of Member States at UNESCO's General Conference and Executive Board included some of the world's greatest educators, scientists, thinkers and writers. UNESCO was supposed to represent them as well as the governments of its Member States. Today, the organisation is more tightly controlled by the governments, reflecting a shift from its intellectual and ethical roots

to the political and managerial. Much the same has happened to UNESCO National Commissions: many are hidden away in bowels of Foreign Ministries, and only a minority include the most outstanding educators, scientists, thinkers and artists in their country. To restore UNESCO's intellectual and ethical credibility, its governance structures need to be more open and inclusive, a reform agenda certain to be strongly opposed by governments not accustomed to sharing power.

The General Conference discusses the Draft Programme and Budget (the "C/5") and Draft Amendments put forward by Member States, the end product being an Approved Programme and Budget. It also discusses and approves 6-year strategic plans prepared by the Secretariat (the "C/4"). The first drafts of UNESCO's education programme and budget are prepared in the office of the ADG for Education, based on analyses of the outcomes of Ministerial Conferences and expert meetings, inputs and feedback from Member States, National Commissions and accredited education NGOs. None of this is done in a vacuum. It is driven by the goal of attaining quality education for all. The programmes and budgets prepared by the Education Sector reflect the education priorities of UNESCO's Member States, and thus have had their full support.[5] While inputs are sought and received from the key educational non-government organisations recognised by UNESCO, strengthening their role needs to be an important part of the reform process, a reform consistent with the vision of the world leaders who founded UNESCO in 1946. However, one should add that the governance structures and processes used in preparing, approving and evaluating UNESCO's programme and budget is too cumbersome and costly. Much greater use needs to be made of the new web-based tools[6] being developed to promote wider refection and debate on policy options, to streamline the decision-making process, and with that, to use its limited human and financial resources more wisely.

The Secretariat of UNESCO is responsible for the implementation of the programmes approved by its governing bodies, and its activities are regulated by the rules and regulations one finds in any bureaucracy. Like all large organisations, its structure is hierarchical. The Secretariat is headed by the Director-General, and each major programme area (education, science, culture, communication) by an Assistant Director-General (ADG). The extent to which power is devolved within UNESCO depends on the leadership style of the Director-General, and in programme sectors, the ADGs. Within the "iron cage" of bureaucracy, units within UNESCO work together to realize its key objectives, while competing for their share of the resources available. The programme ADGs have to deal with the same types of tensions facing Member States: they must resolve conflicts over resources, deal with large and unexpected cuts in budgets, and live with the frustrations created when recommendations regarding policy, staffing and budget issues are overturned

[5] The Draft Programme for Education is introduced by the ADG/ED and debated in Commission II of the General Conference, e.g. see Education Policy Debate, UNESCO, ED-96/WS/25.

[6] For example, the Eidos Institute (www.eidos.org.au) developed Mindhive for this purpose. It is now being used by the Australian and Queensland governments to help engage government, academia and private enterprise in the development of public policy.

for political or bureaucratic reasons. As in most bureaucracies, power tends to be concentrated in central services.

Education is the largest and most decentralised sector in UNESCO. In many ways it resembles a national Ministry of Education with Divisions, Sections and Units covering the major types and levels of education, plus regional and field offices. There are now six UNESCO education institutes: three well-established (International Bureau of Education, International Institute of Educational Planning, UNESCO Institute for Lifelong Learning) and three set up in the 1990s (International Institute for Information Technologies in Education, UNESCO Institute for Capacity Building in Africa, UNESCO Institute for Higher Education in Latin America). Most of the funds and staff allocated to the institutes come from the Education Sector's budget, but they have their own boards and are autonomous. In addition, a number of UNESCO Centres, funded largely by the Member States in which they are located, make important contributions to UNESCO's work in education – UNEVOC, APCEIU and INRULED being good examples.

In addition to the new education institutes and centres created in the 1990s, many new field offices were created. As has been the case in many a Ministry of Education, decentralisation and devolution of power and resources has the advantage of closing the gaps between the global and the local. However, the spreading of resources thinly tends to weaken the capacity of UNESCO to provide leadership at the global level. Devolution of a function to an Institute, Centre and or field office does make sense, provided that its responsibilities are clear and it has the staff and resources to be effective. For example, the IIEP focusses on educational planning and management, the UIL on lifelong learning, UNEVOC on TVET, APCEIU on education for international understanding in Asia and the Pacific, and major regional offices on UNESCO's regional programmes. Problems arise when responsibilities and lines of authority are not clear and contested, resources are limited, and cuts have to be made.

14.9 Strengthening UNESCO's Role in Education

Unity in diversity and inclusiveness are just as important in building international education policy and programmes as they are in building a nation. In seeking to reform UNESCO, the role of headquarters, its Institutes and major regional offices needs to be rethought. In particular, as the power and influence of Asia rises, UNESCO needs to recognise and build on the knowledge and expertise that is driving the development of education in Asia and the Pacific. It must make better use of its regional networks, centres, UNESCO Chairs and affiliated higher education institutions. The pieces must come together, and so the ADG for Education must play the role of co-ordinator, the conductor of the UNESCO education orchestra, an orchestra with strong sections led by able directors, all of whom need to be, and to be seen to be, world leaders in education.

To provide the leadership needed at the global and regional level, UNESCO's Director-General, the ADG for Education and the Directors of its Institutes,

Centres and regional offices[7] must be able to articulate a clear and principled vision for the future development of education. Exercising leadership is not about imposing one's views and demanding that others follow, but about subjecting policy ideas and approaches to critical scrutiny, building a shared vision and working together to realise that vision. It is about inclusiveness, about utilizing the strengths of one's Member States and partners in development and accommodating their goals and expertise. Leadership is, in my view, about engaging in a subtle process of mutual influence, infusing evidence, thought, feeling and action to produce the co-operative effort required to realize a shared vision.

Rich and powerful countries tend to downplay the need for global multilateral co-operation in education, preferring to resort to bilateral arrangements and outsourcing to large transnational corporations based in their country. As this book has sought to show, multilateral co-operation may prove to be a more affordable, sustainable and equitable than the competitive, privatised approach advocated by the Washington Consensus and market theorists.[8] Indeed, this seems to have been the experience of the many countries, education institutions and NGOs that have found value in UNESCO's approach to education and capacity building. Thus, for example, the High Commissioners of most of the Commonwealth countries based in London pressured the UK to re-join UNESCO. Similarly, many Asian-Pacific countries told the Australian government that UNESCO was very important to them and to the region when they discovered that Australia was contemplating withdrawing from UNESCO as part of a Foreign Affairs budget-cutting exercise in 1997. The Foreign Ministry took the view that Australia's closest political allies are members of the OECD, and it plays an important role in serving the economic-education policy agendas of wealthy countries. However, most Asian-Pacific countries are not members of the OECD. UNESCO's orientation towards education and culture is much more closely aligned with the needs of Australia's Asian-Pacific neighbours and its work covers areas of education, science, culture and communication that are important for all nations, a point driven home by the Australian delegation at the Lisbon Conference on Recognition of Degrees and Diplomas. The Australian Prime Minister of the day (John Howard) recognised that UNESCO's work in education, science and culture is important for Australia as well as its neighbours. Australia continues to be an active and valuable Member State of UNESCO.

In the mid-1990s, the USA Accounts Office undertook an external audit of several UN organisations, including UNESCO. Its report to the USA Congress singled out the Education Sector of UNESCO as being one of the most decentralised, transparent, efficient and well-managed of the UN units that it had assessed. Nonetheless, like most bureaucracies, UNESCO does tend to be a highly centralised, hierarchical, top-down organisation with overly politicalised personnel systems, weak training and a culture that stifles internal critique. To a certain degree, the Education Sector is trapped in the "iron cage" of bureaucracy.

[7] Collectively, the Directors of UNESCO field offices I worked with provided outstanding educational leadership in the development of UNESCO's regional programmes.

[8] It would be good to see some research and critical thinking to check out this hypothesis.

Evaluations of UNESCO have tended to focus on the bureaucracy and political games played at its headquarters that have led to the "de-professionalisation" of multilateral organisations like UNESCO in an age where leadership at the global level is urgently needed. Jones (1999) spoke of the dominance of "political expediency, budgetary considerations and bureaucratic factors" in shaping UNESCO's programme, budget and personnel policy, while analysing the role played by UNESCO and other international organisations from a normative, technical and policy standpoint (Jones 2005). Many have noted that UNESCO's broadly-based mandate carries with it the risk of diffusion of effort and overlap with other international organisations. In 1999, Jones and other contributors to the *International Journal of Educational Development* called on UNESCO to break away from its "excessively ideological positions," "highly ritualised" and "inward-looking" organisational practices and to encourage independent thinking, critical debate and creativity. These critiques pose the question as to whether UNESCO as it is currently structured can shape the educational debate on the future of education, and whether the role for which it was originally created is sustainable.

Most of those of us who have served as ADGs for Education (Burnett, Daniel and I) agree with the overall thrust of the reforms that its critical friends see to be crucial. Within UNESCO, programme ADGs, Directors of UNESCO Institutes, Centres and field offices have long battled against the bureaucratic practices and politicisation of UNESCO. We all have expressed concern about the decline in UNESCO's capacity to provide the knowledge, professional expertise and leadership needed to address the substantive issues facing the world's education systems.

Klaus Hüfner (2013) makes the point that as a way out of UNESCO's current crisis, it should focus on its role as a "think tank" involving intellectuals rather than being controlled by the technocrats of its Member States. UNESCO Institutes were granted autonomy so that they, like universities, could fulfil that role. Some critical thinking is needed to see how the Institutes can better strengthen the intellectual leadership capacity of the organisation to which they belong. The withdrawal of the USA and UK weakened UNESCO's ties with the intellectual communities in which much of the research on education policy is being done. It is critical that those ties be restored. The power and authority of a specialised international agency like UNESCO depends not only on the expertise of its professional staff, but also on the extent to which it draws on the expertise within higher education institutions, research institutes and the policy arms of Ministries of Education within its Member States. If UNESCO is to provide intellectual leadership in education at the global level, it must break out of its "iron cage." It must reach out to the educational research community, for therein lie hidden treasures, the gems of wisdom and state-of-art research needed to restore its intellectual credibility and authority. There are governments, non-government organisations and talented professionals within UNESCO's family willing and able to work at breaking the bureaucratic and political chains that bind the organisation. A strong alliance (akin to the EFA alliance) will be needed to overcome the obstacles that powerful governments and a bureaucracy clinging to the status quo will put in their way.

What is at risk if UNESCO's identity were to be submerged in some efficiency-based restructuring of the UN system or allowed to wither away? It is the loss of

that broader view of education, science and culture and the international solidarity needed to create a more inclusive, equitable and informed international educational community. What is lacking, at times, is that UNESCO's efforts are not firmly aimed at achieving explicit and agreed outcomes making full use of the wider intellectual and ethical constituency in Member States to carry its agenda forward in educational action.

UNESCO also needs to rediscover its heart, its ethical roots, engaging both the intellectuals working on the ethical issues facing those who shape national and international policy, and the NGOs who are speaking out in defence of the millions whose basic rights and freedoms are being denied (e.g. Save the Children, Oxfam, Medicines Sans Frontiers, Amnesty International). Most governments do not want to hear the voice of the organisations representing the interests of those who teach, or of those who dare to question the wisdom and integrity of their courses of action. It is "people power," the collective voice of those empowered through education that will make a difference. The passionate voice of a young woman like Malala (see Box 14.1) speaks to the heart of the matter, demanding that the right to education of all girls be met, the right to be free.

Box 14.1: Portraits in Courage – Malala's Story

The day that everything changed for Malala was Oct 9, 2012. The school was not far from my home and I used to walk, but since the start of the year I had been going with other girls in a rickshaw and coming home by bus. I had started taking the bus because my mother was scared of me walking on my own. We had been getting threats all year. The bus suddenly stopped. …A young man in white approached the back of the bus. "Who is Malala?" he demanded. "Several of the girls looked at me. I was the only girl with my face uncovered. He fired three shots. The first went through my left eye socket and out under my shoulder. I slumped forward onto (my friend) Moniba, blood coming from my left ear, so the other two bullets hit the girls next to me. By the time we got to the hospital my long hair and Moniba's lap were full of blood." In July 2013, Malala put on the shawl of the assassinated Pakistani leader Bonazir Bhutto. On a day named in her honour, she gave a powerful speech at the UN: "They thought that bullets would silence us, but they failed. And out of that silence there came a thousand voices." Malala's dream is to see every child educated, partly with the help of her newly launched fund (malalafund.org) and later when she becomes a politician fighting for children's rights "I don't want to be thought of as the girl who was shot by the Taliban, but the girl who fought for education. My mother told me to speak up for your rights and speak what is true." Of her father, she told the UN: "He has given me the right to make my own decisions. All girls have these rights, but some parents take it away."

Source: Malala Yousafzal (2013) *I am Malala*. Melbourne: Hachette Australia.

Concluding Comments

This book is about the power of education, the quiet revolution that is taking place as more and more people and nations acquire the knowledge, skills and confidence they need to make their own way in the global knowledge society of the future. It began with the story of the girls and women in a small Indian village who are being empowered through education. It spoke of the treasures within Asia and the Pacific, of communities and nations being transformed through the power of education. It is the story of a quiet revolution that is empowering nations like China, India and Indonesia – education for all. It seeks to demonstrate that quality education for all is a global public good, the key to peace, the alleviation of poverty, protection of basic rights and freedoms, and sustainable development.

Many players, public and private, are now involved in the development and implementation of education policy at the global level. For its part, UNESCO continues to press the key principles that have always driven its policies and programmes. At the Senegal Global Consultation on Education in the Post-2105 Development Agenda in 2013, Qian Tang insisted that the vision of education in that agenda must reflect two fundamental principles: the right of all to quality education as a fundamental human right, and education as a public good. The state must be the custodian of these principles, paying particular attention to equality. Concern for peace and sustainable development should be at the centre of efforts to promote inclusive and sustainable development beyond 2015. At the Consultation, it was stressed that, the link between education and other development sectors must be strengthened, and a framework for learning in the twenty-first century must be elaborated that promotes inclusive lifelong learning systems. "Global citizenship cannot just be an ideal – it must be a practice that is taken forward by each of us everyday. It is about human rights and dignity. It is about the responsibility we have towards others and the planet" (Bokova 2013).

Despite its weaknesses, UNESCO has achieved more than is commonly acknowledged, but If UNESCO is to be a significant player in the post-2015 game, it must redefine itself. A strong, inclusive international organisation is needed to ensure that education policy and practice are not dominated solely by the interests of the rich and powerful in the global knowledge economy. To be that organisation, UNESCO's governing bodies and Secretariat need to reflect on the lessons to be learned from UNESCO's successes and failures – how and why some of the causes that it has championed have made a difference while others have not.

Globally, the legitimate requirements of sustainable economic development need to be better aligned with the requirements of social justice and human rights. In practice this means making international educational and intellectual solidarity an integral part of the global development network.

(continued)

There is as well an urgent need to insist on respect for universal ethics and the common good in forging international education policy. The challenge of safeguarding the environment and dealing with climate change, the struggle for peace and respect for basic human rights, the preservation of the world's rich cultural and natural heritage, and the demand that all have access to a quality education that is empowering throughout life are of concern to the entire human community (Power 2013). These are challenges that can only be met through united effort.

Throughout human history, peace and sustainable development have been about assuring a shared destiny, about the common good, about basic rights and freedoms, about justice and equity. We need to learn to live together in harmony with each other and nature, or perish. In essence, the world needs a fairer, more humane, inclusive, ethical and intelligent approach to education and development. The world needs a revitalised, stronger and empowered UNESCO and UN system, not a weaker one.

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