

[Open Floor Discussions and Question and Answer with Speakers]

Riho Sakurai (Professor, Center for the Study of International Cooperation in Education (CICE), Hiroshima University)

Thank you. At this time we will have the panelists as well as the two keynote speakers come to the stage please. This session again will be facilitated by Dr. Ramon Bacani and this will be not a discussion amongst the speakers but we will take questions from the floor to pick up for discussion. So we ask for your input please.

Ramon Bacani (Director, SEAMEO INNOTECH)

Thank you very much. Good afternoon once again. In order to make the most of this discussion forum we need to set some ground rules. First, we will be accepting questions from the floor. We would like to ask if you have a question please raise your hand, and someone will approach you and give you a microphone. Please give your name and the organization you represent and also kindly make your questions brief and straight to the point. Please indicate as to who among the panel members you are directing your questions. Also, let me add that even if the question is directed to only one of the six panelists, once that panelist has given a response if there is an additional response or reaction from any of the other panelists I would ask that they please feel free to do so. May I now open the floor to questions?

Question 1

Hikaru Kusakabe (Former JICA Expert)

I used to work for JICA in Africa until last year and I would like to ask Dr. Bacani about the giving of recognition to high performing teachers. I understand that this would provide motivation, but on the other hand at the local level it would be quite advantageous to find out model cases by recognizing such teachers. When you have limited resources in remote areas, such excellent performing teachers would really make sense. After you identify such cases, how do you actually try to share such high performing teachers with others? Could in-service training reflect such examples or what are the optimum approaches you can give us so that such teachers can be integrated to further the teaching profession in the Philippines and Southeast Asia?

Ramon Bacani (Director, SEAMEO INNOTECH)

The examples I gave referred to teachers recognized at the national level when I mentioned the cases in Brunei and Singapore but it doesn't need to be limited only to the national level. Certainly at the community level it requires collaboration of the local communities working with the school to give such recognition to such outstanding teachers in the community. Also let me add that even in simple activities like parent teacher conferences at the school level I think that parents can provide feedback to the teachers as to how they are performing especially if they are performing well. It is a small type of recognition but goes a long way to show appreciation for the work being done by teachers. I am sure this question can be answered by other panelists from other cases that they might have.

Edem Adubra (Head of the Secretariat, International Task Force on Teachers for EFA, UNESCO)

An interesting question and let me refer to a specific case. UNESCO has an international prize to reward outstanding practices through a private foundation in the UAE. It is called the UNESCO-Hamdan Prize. There are also prizes at the provincial level and then at the regional level in the UAE. So the next move they made was to approach UNESCO and offer \$90,000 every two years for outstanding performance in teaching and practice internationally. And your point of showcasing these examples is also part of the package. When we organize events, we invite these people

to present. At the local level even the simple point of putting on the notice board a teacher of the month or teacher of the year shows the parent who those teachers are. That is a motivation for the teacher who is asked to present as a result of their classroom teaching.

Ramon Bacani (Director, SEAMEO INNOTECH)

Based on the Philippine experience, in the past whenever some recognition was to be given to teachers, the Ministry of Education would usually ask teachers to organize activities to honor themselves. So some years back, a private university and a corporate foundation initiated a move by the private sector as a way for people other than those in the teaching profession to acknowledge the contribution of teachers to society. This small private sector-led activity has now become a nationwide activity and resulted in the issuance of a Presidential Proclamation declaring a National Teachers Month every year culminating on October 5 which is World Teachers Day.

Dzingai Mutumbuka (Chair, Association for the Development of Education in Africa)

One of the problems I faced as Minister of Education was the challenge of promoting good teachers. And the problem in the case of Zimbabwe is that because we are following simple rules the only way to promote good teachers is to kick them out of the classroom and put them into an administrative position. And you lost a good teacher and you got a good manager in return. But the skills for the two positions are different. And thus I am asking this question to Professor Kubota who was talking about having a manager or even a head as someone who had not gone through the education for teaching professions so it would be interesting to hear more about that. When I tried to do it, the Ministry of Finance absolutely said no and they claimed that I was going to create chaos in terms of the way people were being promoted. So I think this forum provides a good opportunity to discuss this question. How do you promote a good teacher and is there an aspect of rewarding that can still keep them in the classroom?

Shinji Kubota (Professor, Division of Education, Faculty of Human Sciences, University of Tsukuba)

Right. As you have pointed out, the Principal, Deputy Principal, and Vice Principal can be filled by people who do not have teacher certificates or academic qualifications. If that happened for example, there are 100 Principals who come without such qualifications and the number has been steady and this system is in place. The Principals originate from the general population and well this is possible with the assumption that this would not be the majority case to have people without certificates becoming Principals. But as you say great teachers don't necessarily become great managers and vice versa and great teachers should remain in classrooms and exhibit their skills. Why we have this system without qualifications for principals is that when it comes to school management we understand great teachers don't become great managers, and management of schools is completely separated from the teaching skills, so that is the major concept we have here. Human resources can be managed as can the quality of education so these are the tasks of managers and those with management caliber don't have to be teachers per se. In fact, the 100 principals used to be members of the private sector and this number is sustained but not increasing with more principals coming from classrooms. There were negative adverse reactions for example about usually having a principal in the early 50s as they have to be aware of the characteristics of different schools with long experiences of teaching so this is the human resource that is best for being a principal. Knowing all about human resources for human management forms the ideal principal and those who do not have such experience in the schools can come from outside. In other words, it was good to stimulate new human resources even though many teachers gave negative feedback so the teacher and teacher advisor positions were also created on a different salary scale. So there are different brackets from teachers to advisors and that is the ladder within the realm of teaching. It is like the management ladder in order to be promoted you have to be an

administrator but for those who enjoy being a teacher and being engaged in caring about children it is now possible for them to be promoted too.

Question 2

Shinichi Ishihara (Associate Professor, Graduate School for International Development and Cooperation, Hiroshima University)

My question is about in-school training for Ms. Udagawa and Professor Kubota. Ms. Udagawa, when speaking about in-school training, you identified the problem with a shortage of veteran teachers in schools. I was wondering if there are any examples where the school is fighting to resolve these issues that you identified. Professor Kubota, in your presentation you talked about the lesson study system that Japan can introduce to the rest of the world but there is also a trend that this lesson study system is declining. This lesson study system takes a bottom up approach and I was wondering if there are any measures to reinvigorate this lesson study system. The next question is to Ms. Rina Rouanet de Núñez. In Guatemala you provide professional development training for in-service training and each person. I would like to know if a teacher who went through professional development goes back to the school to retrain or is there any example of a continuous development case or redevelopment.

Tomoko Udagawa (Teacher, Sashiogi Elementary School in Saitama City, and Former Participant in JOCV Special Participation System for In-Service Teachers)

In-service training as Professor Kubota said is an annual training. In Saitama for the first year training there is a target of how many teachers go through it and also while that happens the veteran teachers in the school offer an opportunity to get ideas every day from the colleague sitting next to you. They listen to you and discuss teaching materials and specific student issues and these things serve as the biggest training as we can learn on a routine basis every day which is the basis of on the job training. Depending on the school there is some periodical training that occurs every year. In the case of our school we have arithmetic training with others.

Rina Rouanet de Núñez (Education Specialist, JICA GUATEMATICA Project Local Coordinator, Guatemala)

In Guatemala, it may be the same as in other Latin American countries. Training courses are not very prosperous because they are organized by the Ministry of Education to provide a continuous improvement, but they are not systematic and if you look at cost effectiveness it is not very successful. The Ministry is trying to systemize it at the university level as a training course. It will be a training program but at the same time it is provided by the university itself, so the benefit of the training courses is that it is based on actual teacher experiences. There are instances where actual teachers will organize an open class in front of colleagues. This is a voluntary program but if other teachers, for instance one teacher goes to university to learn teaching skills, it would be considered as a voluntary effort to share that with colleagues. But the Education Ministry does not think it should be a voluntary effort so the Ministry of Education is now thinking that this teacher should now be a role model and share experiences with other colleagues.

Shinji Kubota (Professor, Division of Education, Faculty of Human Sciences, University of Tsukuba)

I think this is related to what Ms. Rouanet de Núñez just said in that school training itself to revitalize is not the main point. What is more important is within the school the teachers work as a team and the management level or school principal should make an effort for them to work as a team and set objectives. And the Plan-Do-Check-Act (PDCA) concept should be adopted. I think everyone should make efforts to work together using the PDCA concept as a group. Maybe a teacher can achieve something or invent other activities but for lots of activities in the school rather

than a single teacher, a team effort should be made to make the event successful and within the team you can share your ideas and brainstorm. And in the end this could lead to in-school training. Until now when new teachers are introduced on the first day there is new teacher training and a retired teacher will follow up with the newly adopted teacher but going forward we will need new ideas. Even now there is a large number of newly graduated teachers and this overflow of new teachers coming into the school is going forward. In Japan during the pre-service training stage one should emphasize the importance of teamwork and in the university simulated teaching experiences should be provided so they can share and provide feedback already at the school stage.

Question 3

Masayuki Inoue (Japan Educational Exchanges and Services)

I am the chair of international assistance and I have a comment and a question. Before coming here, I was working in the Embassy of Bangladesh which has a population of 160 million and that number is increasing. So developing and retaining good teachers is a very hard challenge. JOCV members there are teachers and when they go to the country as JOCVs they already have experience as a teacher and we send them to the secluded areas in Bangladesh and they are very courageous and do an excellent job. About 25 years ago, there was the Jomtien Conference held in Thailand where Education for All was adopted as after the cold war resources had become available and as it was discussed we (The World Bank, UNESCO, UNICEF, Asia Development Bank) were drawing a rosy picture back then. But now 25 years after that I am not sure how many of those goals have been achieved. So I have a question for Dr. Mutumbuka. As Education Minister you were in a great position to allocate and consider the budget for education. When we talk about education resources, the salaries of teachers account for the biggest chunk. You must have worked very hard to secure that. But aside from that you have to think about the security, utilities, health care and there are a lot of important budgetary problems. Against this backdrop how did you gain the bulk for education? I think it is necessary to have the support from the Prime Minister or Finance Minister. I don't think it was easy but what was the situation like for you and especially in regards to Education for All by UNESCO.

Dzingai Mutumbuka (Chair, Association for the Development of Education in Africa)

That is a very difficult question so I will offer just some remarks on this. First of all, as my view today is looking back on what has happened, let me step back and talk about Zimbabwe first. The foundation of Zimbabwe lies in the struggle for independence and when we became free in 1980, education was a key policy for the government. One of the things that I did was to make sure that education was owned by everyone in the country. The importance of education for economic development and social cohesion means that it should be owned by everyone. The Prime Minister at that time through the Minister of Education down to the provincials and from there down to the school level and even individual households agreed. That is an important issue because when the policies are owned by everyone there is an alignment in regards to the importance of education. It then became fairly easy to secure the resources needed to implement education protocols. I can give you some statistics, but if you ask the World Bank, Zimbabwe has one of the best education systems in Africa. It was because of the resources that went into education. For the nine years I was Minister, education always received the highest share of the budget. This has not been maintained and the current Minister of Education always complains that he does not have enough resources which is true. To give you an example we used to spend 22 % on education and training and 6.5 to 7 % of GDP went into education so obviously the results could be translated. Also there was a tremendous enthusiasm to teach and go into education to work for the reforms. Coming back from an official dinner someone said to me that the people said they saw the lights in the Ministry of Education on at 9pm, while the official day ends at 5pm. So they didn't believe that people were still working. You

had not only enthusiasm and energy but also a combination of policies that were aligned, owned nationally and had the resources going to education. One time I remember when we were not given enough and refused to debate other items of the budget. So the whole debate on the issues of policy needs to be collectively owned. Unfortunately and I may also add to that when I was Minister of Education there was no Education for All. If you know it or not, in primary education we were the first African country to break the bottleneck between primary and secondary. Every child who left primary went to one of 177 secondary schools in the county, and when I left that number was over 1,500. The investment was phenomenal from the government. And I remember the World Bank saying you are spending too much money on education. Our response was it is our money and we can decide where we put the priorities. This is an important issue because when the IMF and the World Bank impose an education system it can cause problems. Kenya had a very good education system. When structural adjustment was imposed and they were told how much they could spend it was impossible to employ enough teachers. So there you need ownership, policy alignment and of course resources. But the money is to be put where its mouth is. EFA is also looking at the situation and when I was in the World Bank there was an education sector which I belonged to, and we used to discuss a lot about EFA. Unfortunately, one of the mistakes the World Bank made in Thailand and Dakar when EFA was declared was that the focus was on access only with less effort on quality. You can even see now that the World Bank has back tracked and the current education policy of the World Bank does not talk about EFA and it talks about learning for all. There is a recognition that merely getting children to school without them learning is a double whammy. You raise expectations and you end up with people who are frustrated with all sorts of problems that you create. So my short answer is that we really need to start focusing on the issue of quality and I always contrast what has happened in Africa with the little I know about what has happened in East Asia. At least we used to study Singapore and South Korea where the difference that I see between East Asia and Africa is that in East Asia expansion was always accompanied by quality. When we were expanding the education system of Zimbabwe we never lost sight of quality and did what Singapore did. I am sorry to say that because of the economic problems and wrong policies of the government we now have a really deep crisis in education. To give you some data, last year the nine congressional expenditures allotted to teachers for all their operations was less than the travel packet for the travel budgets of Ministers. So it has practically collapsed. Basically history shows us that you can get out there in front but if you do not maintain it you can also fall to the ground.

Edem Adubra (Head of the Secretariat, International Task Force on Teachers for EFA, UNESCO)

I will try to be short but I can say that it is well-established that a lot of countries are going to miss the 2015 benchmarks on all the goals. There are countries that simply are not going to achieve these goals and one dimension is the quality in African countries of the education provided. It is not relevant to the context. Most of the education systems have been inherited as colonized education so even when they go through school and graduate it is like wastage. To improve efficiency, what happens in classroom needs to be addressed and that is why the emphasis has been put internationally on teachers and which is why we have developed the tools I talked about today. If you need more teachers they need to be qualified and they have to be monitored. They need to have educators in the system who can support them. The countries need to address education holistically and looking at even one sub level and saying that it is not important in terms of recognition will result in goals that will not be achieved. But policy decisions and international resources need to streamline their own resources.

Ramon Bacani (Director, SEAMEO INNOTECH)

I would like to comment briefly on the Philippine experience during the time of EFA with the Ministry of Education. Within the Philippines we did try to promote EFA in line with what Dr. Mutumbuka said, we tried to have a

grand alliance. Education is too important to leave to the government alone much less the Minister of Education. There was really difficult to get the other sectors to buy into this concept. But I think we have had some success. Additionally quality is still a major issue in Philippine Education and there are now initiatives within the present government to address this quality issue.

Question 4

Chiyoko Shinohara

I do not represent an organization but I would like to ask a question to all the panelists. I live in Saitama prefecture. Ms. Udagawa, based on the slides shown you asked very fundamental questions about Palau and have shared your experience. You seem to be quite young and you have had quite a foreign experience which is commendable. As you know, the student enrollment rate in Japan is 100% but what is the enrollment in Palau and is there an economic factor which determines one being enrolled and able to graduate from elementary school? Is it all free of charge? What is the enrollment and graduation rate? The MDGs and also in our discussions today we have highlighted quality of education so training is extremely important. In Japan and locally you mentioned about division and arithmetic and it is very important that students learn the tendency of where they make mistakes. So in Palau when it comes to the course of study is it established as a course of study or should we give some guidance on learning progress? Aside from administrative training, should classroom training be geared to the state of students and in class training? Finally, I have a basic question related to the Guatemala report on literacy and the fact that the report shows a difference between the genders. Could you please elaborate on this?

Tomoko Udagawa (Teacher in Saitama City and Former Participant in JOCV Special Participation System for In-Service Teachers)

Well, as for the literacy rate I haven't looked at the average statistics, but there are only 20,000 people and most can read and write. As there are different languages being spoken, the children in Palau may have a housekeeper and their care is in charge of a Filipino. They hear Tagalog so it is kind of a mixed linguistic environment. Spoken and written language may be different and sometimes children don't know how to write correctly. The local people have different ways of writing properly. The literacy rate may be high but quality may have some problems. The Ministry of Education does not have statistics. A child of six years of age should be enrolled, but some are not because of economic reasons and not able to graduate. The overwhelming issue is the repetition rate and academic performance being delayed so just quitting becomes more of a problem. School lunch is provided in the amount of 50% by the government and the other 50% by the families. For teacher training there is a curriculum involved and very profound support by the US as US textbooks are used to align with the US curriculum. And this needs to be adjusted locally and I have been engaged in the process of adaptation. As far as pre-school in Palau there is much discrepancy between the US. Textbooks are not being used properly and in fact only 40% are used, so I doubt if the curriculum is appropriate. There is no training in the classroom but through JICA such measures as lesson study are being recommended as programs to provide exchange between teachers. It is recommended but not well implemented.

Rina Rouanet de Núñez (Education Specialist, JICA GUATEMATICA Project Local Coordinator, Guatemala)

I would like to address the literacy rate in Guatemala and the gender gap. In the 1990s I shared the experience of being on one project that aimed to enroll female students into the schools because female student enrollment was lower than male students. In Guatemala, there is almost no gap between males and females and both go to school and are enrolled. However, culturally in the rural areas it is more conspicuous and the education for females are neglected

especially for aboriginal people who believe that the boys should have prioritized access to schooling based upon their male gender. The background for this project is to promote equal access to students. The support from Japan and JICA was really helpful and the Ministry of Education implemented the equity of gender with equal access. One of the difficulties was the overall closed environment due to the aboriginal culture, which considers the father with full authority and makes it difficult to talk to the mothers. The enrollment is another issue because it takes a lot of time and this maintains the disparity. More policies are being implemented. The school atmosphere is very friendly and it is a fun place to learn and this is very important in terms of education. The enrollment rate has enhanced the quality of teachers and thus the students learn their abilities and develop the strength to live happily and compatibly in the world. And among the youth it becomes possible to freely express their views and develop their strong competencies and continue this foundation of education. The abilities students obtain through education and the way they acquire them is a common challenge for all countries, as well as the cost involved.

Question 5

Nguyen Chi Thanh (Visiting Professor, CICE, Hiroshima University)

I am Vietnamese and I would like to make one comment and ask one question. My comment is directed to Ms. Udagawa as I found it very interesting when you talked about division and the mistakes small children make and the difficulty for teachers to find the mistakes. And I am very interested in your idea about using experienced teachers for teacher training in the school. But another problem with some experienced teachers is they know that maybe they will not have difficulty to explain why this kind of mistake occurs so I would like to handle that with a training at a school as it is also very important pedagogy to develop knowledge and sometimes experienced teachers cannot see this and explain it. So this kind of mistake for me is not enough. We need to question the mathematics taught and what kind of mathematics are important. I have a question for Dr. Bacani because I am wondering about the competencies of teachers at the junior high school level and whether these are the competencies for primary school or junior high school. I think teachers at the primary school need specific competencies which are different from those at the junior high school. How did your organization come up to defining these competencies?

Ramon Bacani (Director, SEAMEO INNOTECH)

To answer your question about the competency standards there is no distinction made between primary and secondary in the process of formulating these standards.

Question 6

Etsuko Chida (Kanegasaki International Friendship Association)

I am from Iwate and I have a question for Rina Rouanet de Núñez. In Guatemala there are increasing numbers of natural disasters and I think it is difficult to increase investment in education. At present what is the investment in education under the constitution of free education? As one out of two children are enrolled and at the time of graduation they cannot read properly in a multilingual situation, I feel sorry for these children and think that education is going to have to cope with a difficult situation. To improve the current situation one year before enrolling the government should provide opportunities to learn Spanish or within the community Spanish speakers can assist in this. I think it is possible.

Rina Rouanet de Núñez (Education Specialist, JICA GUATEMATICA Project Local Coordinator, Guatemala)

Is it possible to teach Spanish lessons to students? That is already being done but it could destroy the traditions or culture students have been exposed to at home. As a result of the peace treaty, one has to respect the different languages

and cultures within the country, however, the multi-culturalism is considered a richness but can also be an obstacle. The government has to address this problem as we cope with our multilingual situation. Whatever the ethnic background or whatever the language they speak, a high level of education has to be provided. It has been difficult, for example, the textbook has to be translated into the Mayan language. The importance of learning Spanish has to be taught at the same time as the mother tongue. The second language is Spanish so there is a discussion on first and second languages and also we have to place importance on promoting high level of education efforts while maintaining traditions and cultures of different ethnic groups. In the aboriginal community it is difficult to find a teacher in the local areas because they want to go to urban areas where it is easier to move around. In recent years, the Ministry of Education is considering the options in assigning teachers. If the teacher is living in a certain community the teacher has higher respect in that community because the teacher can speak the local language so it would probably work. Maybe it is easier to teach the children in Spanish but it will negate the multi-language stance of the government so we are watching closely to see if everything is in compliance with the peace treaty. Of education investment 96% goes to salaries and the remaining 4% goes to improving quality. So the investment into education and its composition for use is limited so the budget is not ideal. With 96% going to teacher salaries it is not used for updating textbooks or innovating measures and only 4% is used for such purposes. We put emphasis on equity in enrollment and providing education but with 21 different ethnic groups in our country the education is insufficient. The number of students is increasing faster than schools are built and one school is used for three groups of people: in the morning, primary; in the afternoon, junior high school; and at night, another group of junior high school students.

Question 7

Toshio Murata (JICA)

I thank you very much for your insightful comments. When we organize a project with a certain country the program is limited by the education budget in that country so it is difficult to execute but also there is opposition from teachers. For example in classrooms teaching lesson study is an issue. Almost all the time the teachers' union will oppose the idea because it increases the burden on the teacher. I think this may be the case not only on our project but for other projects as well. So if you have any good strategies on how to improve the relationship between Education Ministries and teacher unions, please let us know.

Edem Adubra (Head of the Secretariat, International Task Force on Teachers for EFA, UNESCO)

This is an important issue and what we have when involving teachers in any decision of a reform nature that relates to their status or working conditions is a teacher union. Educational international trade unions all over the world have now moved from being the one promoting decision makers and the approach is to engage in social dialogue and what they are doing is the Global Partnership for Education and Education International (EI) is playing a role in that. They have packages to serve as capacity building institutions for their member unions so that the unions at the country levels are not only claiming rights but assuming responsibility. If we want the teachers considered as professionals they would like to be involved in setting a code of conduct just like in medicine and you may ask about specific examples where this has happened. In Norway, for example, the teachers' union has played a tremendous role. In Africa, for example, when the African Union developed a new map for teacher education in Africa, it involved UNESCO, UNICEF and EI. So by developing the framework together the education practitioners are taking part and have a say. In Benin when they are doing a diagnostic analysis they involved the teacher representative in all stages. However, that didn't prevent the teachers from going on strike for several months. So the solution again would be that there is to say wait we need to dialogue and to see that if you claim a 20% increase of salary, then you must have a clear picture of GDP and the

income this generates and know what income the government can sustain. So the trade is placing social dialogue in the center of teacher training dialogue.

Rina Rouanet de Núñez (Education Specialist, JICA GUATEMATICA Project Local Coordinator, Guatemala)

I do not know about your case but in Brazil, Mexico, Argentina and in Central America, the company unions are very powerful and traditionally they have been very influential. The Ministry and unions are always opposite of each other and in the case of teachers there are some historical aspects for this hostility. However, teachers and the Ministry have the same issues so a mediator was used to share the insight of both parties and for the children's sake it was successful.