

MINISTRY OF NATIONAL EDUCATION, YOUTH AND SPORTS
NATIONAL CENTRE FOR EDUCATIONAL RESEARCH AND DEVELOPMENT
WORLD BANK

GENERAL EDUCATION PROJECT

PREPARATION PHASE

PROJECT DOCUMENT

S E McCLELLAND

DEVELOPMENT OF INSPECTION AND COUNSELLING

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1. INTRODUCTION

1.1 The restructuring of school education in Lebanon is a major challenge to all aspects of the education service, for a variety of reasons:

- The aftermath of the war has resulted in considerable disruption of the schools, both in terms of their material and human resources, and in terms of the psychology of the teachers. There is a degree of demoralisation in the state sector at primary and intermediate levels.
- Many teachers are not well qualified in terms either of their academic qualifications or of their pedagogical preparation
- The new curricula call for teaching approaches which have been found to be quite challenging in other countries, even when implemented by well qualified, well motivated teachers.
- There is a shortage of the teaching and learning materials which are desirable.
- Directors of schools in the public sector have not necessarily been selected on merit, nor have they been systematically trained to give effective leadership to their schools.

1.2 These problems ensure that schools and teachers will need all the help that is available, both in training and support to improve teachers capacities and performance, and in constructive evaluation of their work, with a view to improving it.

1.3 The only formally established mechanisms to train and support teachers appear to be the in-service training courses organised by NCERD and the evaluatory work done by the Inspectorate. The current work of each of these is insufficient to meet the need. The in-service training is too brief and insufficiently matched to the individual circumstances and needs of teachers and the schools in which they are working. The Inspectorate has been spending too little time on evaluation of classroom work and their evaluatory work has not been refined as a tool of national development. Moreover, their numbers are insufficient for them to be able to provide support to all schools; they must work on a sample basis.

1.4 Although they have not been formally organised within the Civil Service according to established rules, a substantial number of good teachers have been recruited to posts as pedagogical counsellors and guidance counsellors in recognition of the needs of schools for support. The group of pedagogical counsellors does not seem to be working effectively at present, but they are very much needed by the schools. Guidance counsellors have been recruited on a pilot basis and are currently concentrating on meeting the needs of the many slow learners who fail and drop out of basic education. This also is a most desirable development.

1.5 Both the Inspectorate and the counselling services have vital and complementary roles to play in supporting and developing school education in Lebanon, but none of these services is currently working in a way which directly addresses the main needs. The proposals which follow, for sub-projects within the General Education Project supported by the World Bank, seek to improve the effectiveness of each of these groups.

2. SUB-PROJECT 1: TO DEVELOP THE WORK OF THE INSPECTORATE

2.1 BACKGROUND

2.1.1 During 1997 the Inspectorate observed approximately 3000 lessons¹. Many important conclusions were no doubt drawn from these observations and constructively applied by inspectors, but this work has obvious limitations. The lessons observed were only a small sample of the lessons taught; only about X % of teachers were observed during the year, and then only for one lesson; since observation was relatively brief the inspector could not explore thoroughly the reasons which lay behind what was observed; crucial questions of what the children were learning, as distinct from what the teacher was teaching, could not be investigated in depth. It is suggested that it would be possible to develop and enrich the work of the Inspectorate to increase their dividend to Lebanese education.

2.1.2 At present a large proportion of the time of inspectors is devoted to questions of compliance with the current laws and regulations. However important this may be at this time, the way forward for Lebanese education lies in inspiration rather than coercion. Moreover, inspectors are high quality professional educators and it is not the best use of their time to engage in low-level administrative tasks. Only when teachers believe in what they are being asked to do and begin to find satisfaction in doing it will pupils receive the educational experience to which they are entitled. It is therefore assumed that the future emphasis of inspectors' work should be developmental and the aspects of this sub-project are planned to enable them to play a greater part in bringing about improved quality in school education

2.2 AIMS

2.2.1 The long-term aim is to improve the quality of teaching and learning in Lebanese schools.

2.2.2 To that end, the project would:

- improve evaluation of quality in the work of schools;
- develop a culture of internal as well as external evaluation in all parts of the education service;
- strengthen communication and cooperation between the Inspectorate and bodies concerned with support and training of teachers;
- expand the influence of well-conducted evaluations on the processes of decision and development within the education service;
- engage in a sustained programme of capacity building within the Inspectorate.

¹ The exact figure supplied by the Inspector General is 2872.

2.3 ACTIVITIES

Improve evaluation

2.3.1 Prepare performance indicators for all of the dimensions of school life and work which are to be evaluated:

- agree list of key areas;
- prepare draft descriptors of good practice in each area;
- refine these through trialling and consultation;
- publish for information of all concerned

2.3.2 Develop team inspections:

- define aims and principles of team inspections;
- train inspectors in the accurate and consistent use of performance indicators;
- develop patterns of deployment of inspectors to secure sufficiently good information;
- develop teamwork.

2.3.3 Develop and refine the use of information from inspections:

- reports on the work of schools
- communication of inspection findings
- use of inspection findings.

Internal and external evaluation

2.3.4 Promote culture of internal self-evaluation:

- use of the performance indicators in schools by their own staff and by counsellors.
- encourage demand for training linked to both internal and external evaluation.

Communication and cooperation

2.3.5 Obtain agreement on the functions, organisation, responsibilities and relationships of each of the bodies charged with the evaluation, support and training of teachers:

- define clearly the work of each entity;
- agree limits of duties of each entity;
- agree procedures for exchange of information and action;
- agree procedures for cooperation and coordination.

Influence decision-making

2.3.6 Develop use of inspection findings:

- publication of reports;
- other publicity measures;
- planning of inspection programmes matched to policy priorities.

2.4 INPUTS

Capacity building

2.4.1 Provide technical assistance appropriate to each of the tasks outlined above in which foreign expertise would be useful. Ensure that foreign experts work closely with inspectors.

2.4.2 Support precisely targetted study visits to Western countries; organise sustained use of the findings of such visits.

Facilities

2.4.3 Provide equipment and training to computerise many aspects of the work of the Inspectorate.

2.5 OUTPUTS

2.5.1 A well-organised, efficient and comprehensive evaluation and support service for schools. [This output is shared with the other sub-projects].

2.5.2 Improved quality of school evaluations; better understanding of inspection findings based on shared understanding of the criteria used for evaluation.

2.5.3 A developing culture of school self-evaluation.

2.5.4 Improved use of inspection findings by schools and all others working with schools.

2.6 IMPLEMENTATION SCHEDULE

It was impossible, because of the late arrival of information about the Inspectorate and the counselling services, to discuss the future roles of these bodies with them. It was thus impossible to discuss and agree with those affected a firm timetable for implementation of the various components. Moreover, the rate of progress depends on the resources that can be committed to the tasks, and these are currently imponderable. The schedule which follows should therefore be treated as a draft which needs to be discussed in depth with the Inspectorate and the Ministry. It is highly likely that some of the activities will need to be deferred to the later years, but it is difficult at present to say which these will be. A further stage of planning is required if the plans are found acceptable to the Lebanese.

YEAR	ASPECT	ACTIVITY
1	Performance Indicators	Agree key areas; Prepare preliminary descriptors in a few key areas; Study visits (PI focus); Collect exemplars; Joint work with counsellors; Technical assistance.
	Team Inspections	Define aims and principles; Seek agreement of stakeholders through consultation; Study visits (inspection focus); Technical assistance.
	Reports	Provision of computers, peripherals and training for selected staff at central and regional offices.
	Self-evaluation	Study visits (as for PIs)
	Communication and cooperation	Define and seek agreement on the functions of counsellors and their relationship to the Inspectorate.
	Influence decision-making	Plan inspections to suit Ministry priorities Study visits (as inspection), collecting exemplars of reports used to influence policy
2	PIs	Refine descriptors through trialling and consultation; Extend range of areas described.
	Team Inspections	Develop patterns of deployment; and evaluate Consult and publish for information of all.
	Reports	Discuss value and extent of reporting with all concerned; Produce trial reports. Develop use of IT
	Self-evaluation	Await development of PIs
	Communication and cooperation	Refine and develop progressively
	Influence decision-making	Produce reports and evaluate outcomes. Refine and develop progressively.
3	PIs	Publish PIs Publicity campaign, linked with in-service training opportunities
	Self-evaluation	Designate pilot schools to use PIs, with support from inspectors and counsellors.
4	Other aspects	Refine and develop progressively.
	Self-evaluation	Extend number of pilot schools; Provide in-service training on use of PIs; Ensure demands for training arising from use of PIs is met.
	Other aspects	Refine and develop progressively.
5	All aspects	Refine and develop progressively.

2.7 IMPLEMENTATION MODALITIES

2.7.1 All elements of the activity schedule above involve action by the Inspectorate in collaboration with a Project Implementation Unit (PIU) which, it is assumed, will be set up, and with MNEYS.

2.7.2 It is assumed that the Inspectorate will form a working group in each area of activity and that this group will be the main focus of capacity building under the project. Subsequent dissemination of expertise among the Inspectorate and others is seen as a Lebanese responsibility.

2.7.3 The responsibilities of the PIU would be chiefly in the areas of:

- a. Organising technical assistance;
- b. Organising collection of exemplars abroad, as advised by TA;
- c. Agreeing with the parties involved the aims, programme and follow-up of the study visits;
- d. Administration and finance.

2.7.4 Collaboration with the corps of pedagogical counsellors and with other branches of MNEYS is highly desirable in all aspects and essential for some, such as the development and use of performance indicators. Action to define and regulate the functions etc of each of the bodies concerned, particularly the two corps of counsellors, is a precondition for this and should be pursued with urgency. To succeed, this activity requires the full support of the Council of Ministers.

2.8 COSTS (all stated in USD)

2.8.1 Study visits:

Assumptions:

- *each study visit is made by a team of three Lebanese;*
- *2 study visits in each area;*
- *each team has sufficient linguistic competence to make provision of an interpreter unnecessary;*
- *travel costs can be contained within \$2000 per participant*
- *subsistence abroad costs \$200 per day; 13 nights / visit*
- *participants receive no additional pay.*

1. Performance indicators:	Travel	12000
	Subsistence	15600
2. Inspection techniques:	Travel	12000
	Subsistence	15600
	SUB-TOTAL	55200

2.8.2 Technical Assistance:

Assumptions:

- *foreign expert is paid at \$500 per day*
- *local expert is paid at \$200 per day*
- *subsistence in Lebanon is paid at \$200 per day*
- *travel costs are contained within \$2000 expert / visit*
- *expert(s) on PIs make four visits to Lebanon, each of 2 weeks (10 days fees; 14 days subsistence)*

- *expert(s) on inspection techniques make three visits, each of two weeks.*
- *computer training given by local expert over 40 days*

1. Performance indicators:	Travel	8000
	Subsistence	11200
	Fees	20000
		39200
2. Inspection techniques	Travel	6000
	Subsistence	8400
	Fees	6000
		20400
3. Computer training	Fees	8000
		8000
	SUB-TOTAL	67600

2.8.3 Information Technology:

Assumptions:

- *a computer and peripherals can be bought for \$2000*
- *12 computers are supplied to Inspectorate headquarters*
- *12 laptops with internet capacity are provided for the use of inspection teams*
- *such a laptop can be purchased for \$1500*

1. Computers:	24000
2. Laptops	18000
SUB-TOTAL	42000

2.8.4 Publishing, materials, publicity:

Assumptions:

- *PIU with the assistance of visiting experts will assemble a library of exemplars from abroad*
- *the library will contain 200 publications @ \$15 each*
- *the project will pay a contribution to the publishing costs of the performance indicators*
- *3000 copies of the PIs will be produced @ \$20 each*
- *the project will contribute \$50000 to the costs of publicity for the PIs*

1. Library	3000
2. Publication	60000
3. Publicity	50000
SUB-TOTAL	114000

GRAND TOTAL Approx. 280000

2.9 INDICATORS FOR ASSESSMENT AND IMPACT OF ACTIVITIES

In view of the lack of discussion of future plans with the parties affected, this table, and particularly the column concerned with target dates, is hypothetical.

ACTIVITY	INDICATOR OF ACHIEVEMENT	MEANS OF ASSESSMENT	TARGET DATE
Performance indicators	1. List of key areas	1. Scrutiny of list	12/1999
	2. Draft descriptor for each area	2. Scrutiny of draft descriptors	7/2000
	3. Refinement of descriptors	3. Scrutiny of descriptors	12/2001
	4. Publication	4. Publication issued	7/2002
Team inspections	1. Statement of aims and principles	1. Scrutiny of statement	7/2000
	2. Organisation of inspections	2. Scrutiny of handbook for inspectors	7/2001
	3. Coordinated reports	3. Scrutiny of reports	7/2001
Use of inspection information	1. Inspection plans aligned with MNEYS priorities	Analysis of procedures	12/99
	2. Inspection reports used in MNEYS	Interviews with senior officials	12/00
Self-evaluation	1. Publication of PIs	Publication	8/02
	2. Use of PIs by schools etc	Interviews	8/04
Communication and cooperation	1. Mechanisms to secure close cooperation agreed	Documented agreements	12/99; needs discussion
	2. Mechanisms implemented	Scrutiny of official records; interviews with officials	Uncertain; needs discussion

2.10 CONDITIONS, ASSUMPTIONS, RISKS AND SUSTAINABILITY

2.10.1 The primary condition for success of each of the sub-projects is a willingness on the part of each of the stakeholders to agree to share power and responsibility, in the interests of Lebanese education. In the past the Inspectorate has had no formally constituted professional partner within the Ministry and has been unhappy with the work of the PCs and the conditions under which they have held posts. It would be a mistake to underestimate their strength of feeling about this. It is strongly suggested that a first step in bringing about a cooperative environment for the work of each group is to obtain agreement on the functions, structure and *modus operandi* of the PC service. Obtaining that agreement will require a degree of diplomacy and the World Bank may have a vital role to play, as a party from outside the situation.

2.10.2 Assuming that agreement on the PC service can be obtained, the next question concerns the way in which the work of the Inspectorate should develop. Faced with a rather chaotic situation in the schools, the Inspectorate have been giving their main efforts to enforcing compliance with regulations. It is the view of the consultant that this cannot ultimately succeed without a restoration of vision and commitment among the teaching force, and that the present efforts of the Inspectorate are unlikely to develop such attitudes. Compliance with regulations is of course important, but it is a waste of the potential in the Inspectorate to concentrate on this rather than on a constructive effort to develop the morale of the schools.

2.10.3 The late arrival of detailed information on the current work of the Inspectorate left insufficient time to discuss with them in depth the desirable future pattern of their work, but a preliminary draft of this sub-project proposal was shown to Dr Makki and his close colleagues and appeared to be accepted by them as useful. However, in the absence of detailed discussions, it should not be assumed that all aspects of this sub-project proposal are agreed by them, nor that the implied relationship between the Inspectorate and the PC service are acceptable to them. In the opinion of the consultant, a further round of discussions is required before there can be clarity on this matter.

2.10.4 The complex, divisive and destructive civil war has left a powerful and reasonable fear of sectarianism. There is in consequence a reluctance to envisage decentralisation, and the French legacy and the size of the country are other factors working in the same direction. It is however the belief of the consultant that the schools will not significantly improve until they are given more power to optimise their work in response to their local needs and the resources available to them, and are held responsible for making reasonable decisions. Another part of the World Bank project is to be concerned with this issue. The proposed direction of Inspectorate work in this sub-project is geared to helping schools to help themselves. Some of the schools visited clearly wanted greater flexibility to manage their work, but there is in this a major policy decision at governmental level which the World Bank may be able to influence.

2.10.5 Current oversight by the Inspectorate is sufficient only to catch only some aspects of the work of schools, and perhaps not always the most important. Visits are not regular, if the school records seen are complete and typical. There is a need for a more routine system of school management and the office of the Regional Director of Education seems to be the obvious agency. However, at present the RDE lacks the authority, powers and staffing to engage in such work. Until some such means is found to manage the schools the Inspectorate may find difficulty in disengaging from their role as "policeman" and giving their full attention to the constructive aspects of their work which form the basis for this sub-project.

2.10.6 There are thus a number of large issues surrounding this sub-project, and if they are not resolved, progress may be limited. A willingness to change and sufficient drive to reach agreements and to put them into effect are required. It was not possible during this consultancy to assess whether these conditions are likely to be fulfilled.

2.10.7 If the work of the Inspectorate can be developed along the lines suggested, great benefits would accrue to Lebanese education without the need to add to the costs of the Inspectorate. The main additional cost to Lebanon would be in whatever management system was introduced to take over from the Inspectorate the routine management of the schools. The changes to be brought about by the sub-project are in the quality of the work done, and sustainability will depend not on money but on the willingness of all concerned to bring about conditions under which work of improved quality can be delivered.

3. SUB-PROJECT 2: TO DEVELOP THE WORK OF THE PEDAGOGICAL COUNSELLING SERVICE

3.1 BACKGROUND

3.1.1 In response to the very real needs of Lebanese schools, the Ministry has recruited 82 full-time and 107 part-time pedagogical counsellors to support teachers. Provision for such a service exists in the legislation, but the intentions of the legislators have never been formally implemented by issuing the administrative decrees to create a corps of counsellors within the Civil Service. The group of counsellors currently in service therefore form an unofficial grouping which is able to operate only because of a decree by the Minister of Education (Decree 1335 / 98) and an annually-renewed letter of authority from the Minister of Education (Communique No. 67 / 98). This does not give the counsellors the status and power they should have to meet the need for which they exist.

3.1.2 The proposed areas of operation of pedagogical counsellors overlap with those of the inspectors. To do their job well, both groups need to have access to the schools and classrooms. Both need to engage in evaluation, although the purpose of the evaluation is different. Both will contribute to the planning of in-service training of teachers, although the counsellors will have a much more direct role in running that training. As with any areas of overlap of work between different groups, a possibility of friction arises. In the country's interests, it is important that this issue be faced and resolved. There is an urgent need for both groups and it will be an important dimension of the World Bank project to interact with the Lebanese authorities as they define the roles of each group in a mutually supportive way.

3.2 AIMS

3.2.1 The long-term aim is to improve the quality of teaching and learning in Lebanese schools.

3.2.2 To that end, the project would:

- improve the targetting of support through appropriate evaluation of the quality of the work of schools;
- expand the influence of counsellors on the methodology used in schools through regionally-based support teams;
- develop a culture of self-improvement in the schools, through strengthening the work of school directors and coordinators;
- assist the Lebanese authorities to define the duties of inspectors and pedagogical counsellors so that each group can play its full part, in mutual cooperation, in strengthening the work of the schools;
- strengthen communication and cooperation between the Counselling Service and bodies concerned with support and training of teachers;
- engage in a sustained programme of capacity building within the Counselling Service.

3.3 ACTIVITIES

Improve evaluation

3.3.1 Prepare performance indicators for all of the dimensions of school life and work which are to be evaluated: see 2.3.1 above.

3.3.2 Train pedagogical counsellors (PCs) in the skilful and consistent use of PIs as an aid to identification of major areas of weakness, as a formative tool for the preparation of appropriate support for teachers.

Regional support

3.3.3 Support the development of regionally-based teams of counsellors and define their role in relation to the Regional Director of Education and the central Ministry:

- define the responsibilities and powers of PCs in the schools; eg access to schools and classrooms; duties to identify formally areas of weakness or malpractice; response to perceived weaknesses; encouragement of innovation.
- define modes of working; eg singly or in teams; roles in formal and informal in-service training
- agree patterns of cooperation between regional teams and central staff.

School self-improvement

3.3.4 Develop a culture of self-improvement in the schools:

- encourage and expect school directors to evaluate the work of their own schools using the PIs, and to take action to deal with problems identified;
 - identify needs for training among school directors and coordinators;
 - contribute to local and national responses to the training needs identified;
- seek by all means to raise the morale and commitment of all concerned.

Communication and cooperation

3.3.5 As regards the relationships of the Inspectorate and PCs, see 2.3.5 above.

3.3.6 Strengthen the links between the PCs and the bodies, centrally and locally, who plan and provide in-service training:

- planning of in-service training, taking account of national priorities and also evidence from PCs and inspectors about local needs;
- contributing as appropriate to the delivery of in-service training at school, local, regional and national levels.
- establishing strong links with local ecoles normales.

3.4 INPUTS

Capacity building

3.4.1 Provide technical assistance appropriate to each of the tasks outlined above in which foreign expertise would be useful. Ensure that foreign experts work closely with counsellors.

3.4.2 Support precisely targetted study visits to Western countries; organise sustained use of the findings of such visits.

Facilities

3.4.3 Provide equipment and training to ensure that the counselling service centrally and locally are able to:

- communicate as effectively as possible;
- draw upon an extensive range of support materials to assist schools and teachers, and enrich in-service training activities.

3.5 OUTPUTS

3.5.1 A well-organised, efficient and comprehensive evaluation and support service for schools. [This output is shared with the other sub-projects].

3.5.2 Improved quality of work of schools through more effective absorption and application of advice.

3.5.3 A developing culture of school self-evaluation.

3.5.4 Improved cooperation between all the services concerned with the evaluation and support of schools.

3.6 IMPLEMENTATION SCHEDULE

3.6.1 The general comments about this schedule are as in 2.6 above.

YEAR	ASPECT	ACTIVITY
1	Performance indicators; school self-improvement	Agree key areas; Prepare preliminary descriptors in a few key areas; Study visits (PI focus); Collect exemplars; Joint work with inspectors; Technical assistance.
	Regional support	As 3.3.1 above; and Provision of computers, peripherals and training for selected staff at central and regional offices.
	Communication and cooperation	Define and seek agreement on the functions of counsellors and their relationship to the Inspectorate. Review part that PCs could make to the work of ecoles normales.
2	PIs and self-evaluation	As for Inspectorate: Training for counsellors to contribute to development and trialling of PIs.
	Regional support	Refine and develop progressively
	Communication and cooperation	Refine and develop progressively
3	PIs	Prepare for development and publication of PIs Publish PIs Publicity campaign, linked with in-school and in-service training activities Training of PCs to use and promote the use of PIs
	Self-evaluation	Begin a continuous evaluation of the quality and usefulness of the PIs
	Other aspects	Designate pilot schools to use PIs, with support from inspectors and PCs
4	Self-evaluation	Refine and develop progressively Extend number of pilot schools Provide in-service training on the use of PIs
	Other aspects	Meet demands for training on use of PIs
	Self-evaluation	Refine and develop progressively
5	Other aspects	Refine and develop progressively
	All aspects	Refine and develop progressively

3.7 IMPLEMENTATION MODALITIES

3.7.1 All commentators on the work of the PCs mentioned their lack of formal status. This is clearly a major disadvantage in gaining acceptance for this service and it is one which should be tackled directly. The service is needed by the schools and need not detract from the work of other groups, in particular the Inspectorate. In the absence of opportunities for discussion of the means by which the position of the PCs should best be regularised it is not possible to

predict how long the process must take, but it should be begun without delay. If a framework for the future functions, structure and operation of the PC service can be agreed fairly quickly, it would seem reasonable that they could continue to operate on an interim basis, pending formal approval by the authorities and the issuing of the required regulations.

3.7.2 The existence and role of the PCs has been a matter of controversy, particularly with the Inspectorate. This sub-project is based on the belief that both services are required and have complementary roles to play. In a number of respects the developments foreseen will work best if they are cooperating closely and, once the question of formal regulation has been agreed, there seems to be no adequate reason why they should not do so. Development of PIs and planning of in-service training are two areas where close cooperation is highly desirable, if not essential. It is assumed that initiatives under the project would be coordinated by a PIU which would work closely both with the Ministry and the Inspectorate.

3.7.3 It is assumed that there will be agreement to the proposition that schools will be encouraged to take responsibility for the teaching methods they use in the interests of their pupils, while working closely within the curricular guidelines laid down by the Ministry. The aim must be to develop in the schools a sense of ownership and pride in their work; some schools have it already, but many seem not to be sufficiently motivated. Development of the work of PCs will be about increasing the morale of schools, above all else.

3.7.4 Because inspectors and PCs have overlapping interests, particularly in the areas of PIs and self-evaluation, a number of the capacity building measures suggested for the Inspectorate apply equally to the PCs. It is assumed that study visits and work with visiting specialists will involve both groups, as appropriate.

3.8 COSTS (stated in USD)

3.8.1 Study visits

Assumptions:

- *The study visit(s) proposed in 2.9.1 to study performance indicators will be for Lebanese teams with half of the participants from the PC service; no costs additional to those calculated above are incurred;*
- *PCs will contribute equally with inspectors to the preparation for and follow-up of study visits;*
- *costs of local work will be absorbed by the Lebanese authorities;*
- *PCs will benefit from seminars run by the Inspectorate as they develop their work on school evaluations;*
- *two study visits on the interplay between support services and in-service teacher training are desirable; four Lebanese would participate in each, two from the PC service and two from NCERD teacher training;*
- *costing assumptions as above.*

Teacher support and training	Travel	16000
	Subsistence	20800
	SUB-TOTAL	36800

2.8.2 Technical Assistance:

Assumptions:

- *no additional TA is required for performance indicators;*
- *TA for support / in-service training is two visits by a foreign expert, each of two weeks;*
- *costing assumptions as before;*
- *computer training by local expert(s) to 5 groups, over 20 days per group.*

Support / INSET	Travel	4000
	Subsistence	5600
	Fees	10000
		19600
Computer training	Fees	20000
		20000
	SUB-TOTAL	39600

2.8.3 Information Technology

Assumptions:

- *Provision of IT for central team is of a Windows NT server; a UPS; cabling; a CD writer; a ZIP driver and a laser printer (equipment specified by the DG) and will cost \$10000.*
- *4 regional teams will each be provided with a PC and peripherals;*
- *costs for internet communications etc will be found by the Lebanese authorities.*
- *A PC and peripherals can be provided for \$3000*
- *Computer training is given by a local expert over 40 days @ \$200 per day.*

Hardware	22000
Training	8000
SUB-TOTAL	30000

GRAND TOTAL APPROX 107000

3.9 INDICATORS FOR ASSESSMENT AND IMPACT OF ACTIVITIES

ACTIVITY	INDICATOR OF ACHIEVEMENT	MEANS OF ASSESSMENT	TARGET DATE
Performance indicators	As 2.9 above	As 2.9 above	As 2.9 above
Improve evaluation	PIs used by PCs	Scrutiny of procedures	12/00
Regional support	1. Effective regional organisation in place 2. Programmes of training and support matched to needs of area	1. Organigram; premises; personnel; reporting procedures. 2. Scrutiny of programmes	12/99 12/00
School self-improvement	1. Pilot school programme established 2. School directors trained in use of PIs 3. Coordinators and other key staff trained 4. School level initiatives 5. Extended pilot programme	1. Scrutiny of programme 2. Training programme 3. Training programme 4. Survey 5. Programme	7/02 12/02 12/02 12/03 12/04
Communication and cooperation	As 2.9 above	As 2.9 above	As 2.9 above

3.10 CONDITIONS, ASSUMPTIONS, RISKS AND SUSTAINABILITY

3.10.1 The main condition seems to be the regularisation of the counselling services. This may take some time and careful negotiation. The need for counselling services has long been recognised in law, but their arrival alters the position of other, existing bodies. The complex political situation may make it difficult to obtain the political will to change the status quo. This is indeed a credible reason for the current, unsatisfactory position in which the counselling services find themselves. It would be a mistake to underestimate the effort and possible delays which may be inherent in arriving at an agreed new pattern. Until there is a stable basis for their work, the counselling service will lack status and the continuity which is desirable.

3.10.2 It has been assumed in the workplan that the counselling service will be able to operate well enough, and receive sufficient cooperation and support from other bodies, to enable progress to be made. There has however now been a period during which the Inspectorate has felt that the position of the counsellors was deeply unsatisfactory. The plans for the future suggested in this project may offer a way for both groups to take their work forward in a mutually complementary and supportive way, in the interests of Lebanese education, but there will need to be careful discussion and statesmanlike leadership if past difficulties are to be resolved amicably. If this cannot be or is not done, the assumed rate of progress may be too optimistic.

3.10.3 Much emphasis is laid in these proposals on moves towards self-evaluation. This is a long-term goal which is far removed from current reality in many schools. It is nevertheless suggested that there is value in having published criteria and encouraging schools to use them, even if the system has to continue, for some considerable time ahead, to be run in a fairly top-down manner.

3.10.4 The sustainability of the counselling service does not seem to be in doubt. It has come into being by Lebanese initiative; it is addressing a very real need which will continue for the foreseeable future; it is not very expensive; and the measures suggested in this sub-project should enhance its effectiveness at fairly modest cost.

4. SUB-PROJECT 3: TO DEVELOP THE WORK OF THE GUIDANCE COUNSELLING SERVICE

4.1. BACKGROUND

4.1.1 There is a high failure and drop-out rate in Lebanese schools, particularly at the primary and, more so, at the intermediate stages. According to figures in a UNESCO report², 82% of students of children aged 7-11 are in primary school, with slightly smaller numbers in the final grade than in those preceding³, but only 73% of the 12-15 age group are in intermediate schools. In primary 1 classes, over 20% of pupils are retarded, on the official statistics for 1995/96. This rises to over 50% in Intermediate I.

4.1.2 There is thus a clamant need for improved teaching of pupils who have difficulty in making progress at the planned rate. In many countries this need is met by having teachers who are able to give special attention to such pupils. Some of them need the help of specialists with psychological training, but the majority simply need more attention than the class teacher can give, and often the use of an alternative approach to learning, using suitable materials.

4.1.3 58 guidance counsellors (conseillers d'orientation) are already in place, each one a teacher in a school, but serving one to four neighbouring schools as a resource person. Some 230 schools are being catered for in this way. The approach is to use teachers who already hold a qualification in psychology. The project would support the development of their work, but also work with a designated group of non-specialised teachers with the necessary interpersonal skills, to develop a cadre of learning support teachers.

4.1.4 The current plans of the Ministry are to extend the work of guidance counsellors into the field of careers guidance. This may well be desirable, but it is suggested that it will not be fully effective without reform of the system of vocational education. This was not part of the terms of reference of this consultancy, and so no proposals are made for inclusion of this strand into the World Bank project. Inclusion of careers guidance would detract from the focus on quality of teaching and learning which links the three sub-projects proposed.

4.2 AIMS

4.2.1 The long-term aim is to improve the quality of teaching and learning in Lebanese schools.

4.2.2 To that end, the project would:

- support a pilot scheme for the provision of a service to support the learning of pupils with moderate learning difficulties;
- ensure that learning support teachers are designated in pilot schools and are given the knowledge and skills required;

²rapport de mission. Wafaa Basbous. UNESCO, 1998

³NCERD dossier II, 1995

- provide learning support teachers with the support of well-trained counsellors;
- ensure that all teachers in pilot schools are sensitised to the needs of such pupils and are willing to cooperate with a learning support service;
- develop a culture of self-improvement in the schools; as regards learning support;
- strengthen communication and cooperation between the Counselling Service and bodies concerned with support and training of teachers;
- evaluate the progress of pupils given learning support.

4.3 ACTIVITIES

Pilot scheme

4.3.1 Agree with MNEYS a sample of schools providing primary and intermediate education:

- the schools should include some with severe failure and dropout problems, but also a number with fewer problems;
- the sample should cover several geographical areas and types of community.

Learning support teachers

3.2 Designate and train learning support teachers in a sample of schools or a series of clusters of schools:

- Identify teachers of high quality for this work (not necessarily specialists in psychology);
- Provide training in the principles of learning support for all such teachers;
- Supply the teachers with supplementary learning materials, including diagnostic testing, and train them in their use.
- Provide the learning support teachers with advisory help, perhaps using the existing guidance counsellors as well as other expertise
- Supplement the range of learning materials available;
- Provide diagnostic tests as found necessary.

Develop work of regional teams

4.3.2 Seek agreement of MNEYS to a larger role in quality control and support for Regional Directors of Education:

- define roles of regions in controlling and supporting schools;
- define relationship between local teams of counsellors and their region; and with a central unit controlling the work of all counsellors; and within the local team;
- develop relationships within the region with the ecoles normales and other sources of training for teachers;
- encourage regional staff to base their work on performance indicators.

School self-improvement

4.3.3 Develop a culture of school self-improvement:

- Develop effective training and support for school directors;
- Seek to identify key teaching staff who can lead developments in their own schools;
- Provide training and support for such staff;
- Encourage use of the performance indicators within the schools, particularly by school directors and leading staff.

Communication and cooperation

4.3.4 Obtain agreement on the functions, organisation, responsibilities and relationships of each of the bodies charged with the evaluation, support and training of teachers:

- 3.5.1 define clearly the work of each entity,
- 3.5.2 agree limits of duties of each entity;
- 3.5.3 agree procedures for exchange of information and action;
- 3.5.4 agree procedures for cooperation and coordination.

4.4 INPUTS

Capacity building

4.4.1 Provide technical assistance appropriate to each of the tasks outlined above in which foreign expertise would be useful. Ensure that foreign experts work closely with counsellors.

4.4.2 Support precisely targetted study visits to Western countries; organise sustained use of the findings of such visits.

4.4.3 Provide training and support to enable learning support teachers to develop expertise.

Facilities

4.4.4 Provide equipment and training to ensure that the counselling service centrally and locally are able to:

- communicate as effectively as possible;
- draw upon an extensive range of support materials which will assist schools and teachers, and also enrich in-service training activities.

4.4.5 Provide diagnostic and learning materials for learning support teachers and evaluate the need for enhancement of the physical conditions in which they work.

4.5 OUTPUTS

4.5.1 The nucleus of a national provision to support slow learners, with commensurate reductions in the number of pupils experiencing failure and dropping out of the school system.

4.5.2 Developing expertise on provision of differentiated education to meet the needs of a range of abilities among pupils.

4.5.3 Development of a range of learning materials on key skills.

4.5.4 Development of diagnostic tests for use by teachers in schools, to supplement the more extensive and precise testing available through trained educational psychologists.

4.6 IMPLEMENTATION SCHEDULE

4.6.1 In addition to the comments made in 2.6 above, progress on this sub-component will depend on agreement from the Lebanese authorities that dealing with under-achievement at primary and intermediate levels is a national priority. For quite understandable reasons, the main effort of the counselling services so far, in the context of the restructuring process, seems to have been directed at secondary level. Preliminary discussions seemed to show that the need in basic education was agreed as being a priority area. The schedule outlined below needs, nevertheless, the careful discussion which time precluded during this mission.

YEAR	ASPECT	ACTIVITY
1	Pilot scheme	Identify sample of schools
		Identify suitable teachers for learning support work
		Develop proposals for training and support of the teachers
2	Study visits	Provide opportunities to study learning support in other countries
		Train guidance counsellors in principles of learning support, using technical assistance from abroad as appropriate
		Provide sufficient training for school directors to enable them to facilitate the work of the learning support teachers
		Train learning support teachers in principles of learning support and best use of available materials; provide introductory and continuing training and support
	Learning materials	Develop supplementary learning materials for key skills and stages found to be problematic
		Assess diagnostic materials available for their suitability for use by teachers; modify where necessary for this purpose
		Continue training and modify and develop in the light of experience
3	Training	Obtain evidence on the effectiveness of the learning support being provided, and plan modifications to the pilot scheme
		Continue development of supplementary learning materials
	Evaluation	Develop further tests as needed
		Extend number of pilot schools; plan extension to national level
4	Pilot scheme	Refine and develop progressively
		Refine and develop progressively
5	All aspects	Refine and develop progressively
		Refine and develop progressively

4.7 IMPLEMENTATION MODALITIES

4.7.1 The key to success in this sub-project will lie in the quality of the staff chosen to develop learning support. There should be careful evaluation of the effectiveness of the existing guidance counsellors with a view to their future role in support of learning support teachers. The learning support teachers should be good teachers who have a good rapport with pupils; this is not a job for ineffective teachers.

4.7.2 Developing skills in learning support will call for extra effort from the teachers and this should be reflected in their working conditions. They must have the support of the school director, who will not be involved at a technical level, but whose encouragement will be important.

4.7.3 Learning support teachers in pilot schools should be encouraged to be creative in their teaching approaches with the groups of pupils in their care. If the standard approaches recommended in the teachers' manual have not brought about good learning under the class

teacher, they may not do so if repeated. An important part of the work of the guidance counsellors will be to act as critical friend to teachers as they cope with pupils' learning difficulties in whatever way seems best.

4.7.4 Supplementary learning materials will probably be scarce initially. It should be an aim of the project to enrich the range of such materials over the lifetime of the project. NCERD will need to be involved in this.

4.7.5 There is extensive experience of provision for children with moderate learning difficulties in many countries and it is highly desirable that this should be tapped, both by study visits and by the judicious use of technical assistance.

4.8 COSTS (all stated in USD)

4.8.1 Study visits: Assumptions:

- *each study visit is made by a team of three Lebanese;*
- *2 study visits;*
- *each team has sufficient linguistic competence to make provision of an interpreter unnecessary;*
- *travel costs can be contained within \$2000 per participant*
- *subsistence abroad costs \$200 per day; 13 nights - visit*
- *participants receive no additional pay*
- *preparation and follow-up costs are met by the Lebanese authorities.*

Travel	12000
Subsistence	15600
Sub-total	27600

4.8.2 Study abroad: Assumptions:

- *two Lebanese follow three-month courses of study abroad*
- *course of study costs \$3000*
- *subsistence costs are \$7000 per head*
- *travel costs \$2000 each*

Fees	6000
Travel	4000
Living expenses	14000
Sub-total	24000

4.8.3 Technical assistance: Assumptions:

- *Two foreign experts pay three visits each*
- *each visit is of two weeks' duration, 5 days per week*
- *fees paid are \$500 per day*
- *travel \$2000; subsistence \$200 per day*

Travel	12000
Fees	30000
Subsistence	14400
Sub-total	56400

4.8.4 Learning materials: Assumptions:

- *WB subsidises publication of three sets of learning materials*
- *subsidy for each set is 30000*
- *WB provides library of learning support materials from abroad*
- *100 publications @ \$20 each*

Publication subsidy	60000
Library	2000
Sub-total	62000

4.8.5 Diagnostic tests: Assumptions:

- *WB supports adaptation / development of tests*

Test development	20000
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GRAND TOTAL	190000
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4.9 INDICATORS FOR ASSESSMENT AND IMPACT OF ACTIVITIES

ACTIVITY	INDICATOR OF ACHIEVEMENT	MEANS OF ASSESSMENT	TARGET DATE
Pilot scheme	1. Plans for pilot 2. Pilot established 3. Pilot extended	1. Documentation 2. Documentation 3. Documentation	1. 12/99 2. 9/00 3. 12/03
Study visits	1. Visits completed 2. Reports produced	1. Records 2. Reports	1. 12/99 2. 12/99
Training	1. Guidance counsellors trained 2. School directors trained 3. Learning support teachers given introductory training 4. Continuing training programme for teachers	1. Programme 2. Programme 3. Programme 4. Evaluation of programme	1-3. 9/00 4. 9/01
Learning materials	1. Plans to produce new materials 2. New materials	1. Documentation 2. Scrutiny of materials	1. 12/01 2. 12/02
Diagnostic testing	1. Selection from existing tests for teacher use 2. Additional tests	1. Documentation 2. Scrutiny of tests	1. 12/00 2. 12/01
Evaluation	Report	Scrutiny of report	7/02

4.10 CONDITIONS, ASSUMPTIONS, RISKS AND SUSTAINABILITY

4.10.1 This sub-project differs from the others in that it suggests the creation of a new cadre of teachers with whom the guidance counsellors will interact. Implicit is the assumption that it is possible to proceed in this way in Lebanon. The new cadre would be existing teachers, so additional salary costs are assumed to be marginal.

4.10.2 The concept of learning support will need to be clarified as it is to be applied in Lebanon before the work extends beyond the existing guidance counsellors. If this is a new service in Lebanon and learning support teachers are to work in a different and more flexible way than class teachers, the rationale will need to be clear to all concerned.

4.10.3 As with the other sub-projects, and perhaps to an even greater extent, there is a need for detailed discussion of the proposals with a view to ensuring their feasibility in Lebanon. The need for this kind of service is not in doubt, but the best way of implementing it needs to be agreed in discussion with those who know the realities of the schools.

ANNEXES

Republic of Lebanon
Office of the Minister of State for Administrative Reform
Center for Public Sector Projects and Studies
(C.P.S.P.S.)

MINISTRY OF NATIONAL EDUCATION, YOUTH AND SPORTS
NATIONAL CENTRE FOR EDUCATIONAL RESEARCH AND DEVELOPMENT
WORLD BANK

GENERAL EDUCATION PROJECT
PREPARATION PHASE

REPORT

S E McCLELLAND

DEVELOPMENT OF INSPECTION AND COUNSELLING

DECEMBER 1998

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1. EXECUTIVE SUMMARY

The Current Reforms

1.1 Extensive reforms of the content and methods of school education in Lebanon are currently being phased in over a three-year period. Analysis of the old system had revealed many weaknesses both in what was being attempted, and in its implementation. The intention of the reforms is to provide a student centred education for Lebanese children which will develop relevant knowledge and skills for the future such as problem-solving and co-operative working.

1.2 Considerable demands will be made on the teaching force by the new curricula and in response a number of steps have been taken to train teachers. The training has been desirable, but seems likely to bring about change only slowly. Current observations suggest that the great majority of teachers are still unclear about the content of the reforms and that they lack confidence in their ability to implement them.

The school system

1.3 The civil war has left a legacy of severe disruption of schools in many parts of the country. There are great imbalances in staffing within and between schools, and a degree of demoralisation in many state schools. The resources and political will to resolve these problems seem not to be available on a scale which would resolve them quickly. It can therefore be anticipated that, for some time to come, schools in the state sector will need all the help, encouragement and oversight that can be made available to them.

1.4 A remarkable feature of schooling in Lebanon is the extremely high proportion of children who attend private schools, notwithstanding the severe economic problems faced by most parents. This appears to be because of a mixture of reasons, some concerned with confessional allegiances, but perhaps more because of a perception that state schooling is inferior to that in the private system, except at the level of secondary schools. This seems to reinforce the case for ensuring that state schools are given as much support as possible.

Support for teachers

1.5 The support required has many dimensions, but falls into several main categories:

- extending teachers' competence in the content of the curriculum;
- giving encouragement, clarification and enrichment to them as they seek to extend their range of pedagogical skills within their area of specialism;
- creating the sense of purpose and commitment without which well-qualified teachers will not be effective teachers. The services of evaluation and support offered by the State should be structured and tasked to meet these needs;
- helping the schools to cope with tasks which were formerly not addressed, such as support for slow learners.

The Inspectorate

1.6 There are about 80 inspectors in post. All are experienced teachers with high levels of qualifications. A majority were recruited two years ago, and most of the remainder joined the service five years ago. There is a good spread of qualifications and ages. Inspectors work very hard and contribute to the well-being of Lebanese education at many levels. Their contribution to the preparation of the current reforms has been considerable. The Inspectorate represents a valuable resource for Lebanese education.

1.7 The Inspectorate is supported by laws and regulations developed over many years. While it is not part of the MNEYS, it is in constant contact with the Ministry. There is however no concerted management planning between the two bodies.

1.8 Perceptions of the Inspectorate in the schools seem disappointingly negative, probably because of the amount of their time which is devoted to enforcing compliance with the existing regulations, and because of their punitive powers. Few of those spoken to in the schools saw the Inspectorate as having a developmental role. Current problems in the schools call for firm adherence to the spirit of the regulations, but also a measure of flexibility and an effort to build up morale and skills in the schools.

1.9 There has been an uneasy overlap of functions between the Inspectorate and the pedagogical counselling service which has been introduced in recent years.

Pedagogical Counsellors

1.9 82 full-time and 107 part-time pedagogical counsellors (PCs) are currently in post, but their position within the Civil Service has not been regularised. The service is tasked to do things which are very much needed, but seems not yet to be operating fully. Currently the main work being done is to deliver training for the teachers involved in the introduction of the new curricula. During the last two years, valuable contributions were made by a number of PCs to the elaboration of curricula and textbooks. In the current session, in addition to the in-service training, effort has been put into putting the service in a position to discharge its duties by a more systematic evaluation of classroom work.

Guidance Counsellors

1.10 The first group of 33 guidance counsellors (GCs) was appointed in 1997 and a further 25 in 1998. Their current work is focussed on dealing with learning difficulties. Each is based in a school and most advise that school and up to four others. In all, 230 schools are currently being supported by GCs.

Future development

1.11 The Inspectorate has a more important role to play in assisting the development of education in Lebanon than its current duties permit. It is suggested that they should be concerned mainly with evaluation of the quality of the work of schools and in supporting measures to improve quality. It would help them to do so, and also help all

the other parts of the school system, if definition of standards and criteria for evaluation was undertaken and the resulting performance indicators used as a common basis for discussion between those concerned with education.

1.12 The needs of schools and teachers are so extensive that the support of a pedagogical counselling service is highly desirable. It is important that its place within the Civil Service is regularised as soon as possible. The work of the service overlaps slightly with that of the Inspectorate but the two activities should be complementary. PCs also have much to contribute to and draw from the development of a set of performance indicators.

1.13 The incidence of learning difficulties among pupils is so extensive that further development of a learning support service is desirable. The current work of guidance counsellors may provide a basis for the development of such a service.

1.14 There is scope for a project, supported by the World Bank, to take forward the work of all three groups. Proposals for such a project are outlined in this document and developed further in a separate project proposal.

2. INTRODUCTION

2.1 This report on the work of the Pedagogical Inspectorate and the Pedagogical and Guidance Counsellors is in response to terms of reference which had the stated ultimate goals of improving the teaching/learning processes in schools and enhancing the efficiency of the pedagogic inspection system. The specific objectives were:

- to clarify the roles of pedagogic inspection, guidance and counselling;
- to analyze available data and collected information regarding the status, functions and performance of the three groups,
- to propose project interventions to improve their performance and increase their efficiency and effectiveness. It was envisaged that there would be three sub-projects on guidance, counselling and guidance as part of a World Bank project.

2.2 Existing documentation on the Inspectorate and Counsellors, and on other aspects of the proposed WB project were studied carefully. Gaps in the information about all three groups led to requests to them for information about their organisation and work. Responses to these requests were received only during the last week of the mission. As a result, it was not possible to hold discussions with the bodies concerned after completion of this report.

2.3 In the interests of establishing more clearly the context within which the three groups must work, a series of meetings were held with present and past officials of MNEYS who were concerned with the work of any of the three groups, and with other people whose interests were with aspects of the school system.

2.4 Visits were made to ten public and three private schools to learn about the work of the three groups as they had impinged on these schools, and to hear the views of the school directors about the needs of their schools and the part which could be played by each of the groups in meeting these needs.

2.5 Much of the documentation supplied was in French. In case translation has led to some change of tone, the French terms (without accents) in parenthesis follow the English term used at a number of places in this report.

2.6 Proposals for sub-projects within the WB project on General Education are contained in a separate document.

2.7 The report is somewhat unbalanced. There is much more detail about the Inspectorate and its work than about the pedagogical and guidance counsellors. There are two reasons for this. The first is that the Inspectorate are a long-established part of the Lebanese educational scene. Their contribution is multi-faceted. It is known and people have opinions about it, whereas the counselling services are relatively new and not very well known. The second is that the detail about their work supplied to the consultant by the Inspectorate was much more precise and extensive than that available from the other services. The imbalance should therefore not be interpreted as implying either criticism or praise.

3. THE CONTEXT

Restructuring of the education system

3.1 NCERD, on behalf of the Ministry, published two dossiers on the plans for the restructuring of the Lebanese education system. The first of these was published in August 1994 after approval by the Council of Ministers. It sets out the general objectives of the plan; the ideas on which it is based; the nine aspects of the educational system in which these ideas would be applied; and the plans for management, execution, phasing and cost of the plan. The second dossier, published in October 1995, analyses salient features of the current educational situation; and outlines the general objectives of the new educational system and its structure.

3.2 This section of the report describes selected features of the school system, together with some reflections on these which seem relevant to the work of inspectors and counsellors.

The current system

3.3 The main features of the system which is being replaced are described in dossier 2 and a number of these are relevant to the work of inspectors and advisers:

- there was general agreement that teaching programmes should be reviewed and reformed radically
- there was too much theory and not enough practical work
- there was a lack of group and cooperative methodology
- assessment rewarded knowledge rather than the power to apply knowledge; creativity; problem solving; analysis; invention; and production.
- the system was dominated by an obsession with official examinations.
- teaching methods lacked variety to match pupils' abilities and everyday life.
- teaching programmes did not match the environment of the learner or use its possibilities.
- retardation, failure and drop-out were too common.

- there was an imbalance between general and technical / vocational education, both as regards public esteem and in the ability of students to move from one to the other.

The new curriculum

3.4 The reforms currently being introduced over a period of three years are intended to deal with all of these problems. New curricula have been prepared, and new textbooks have been written for the first year of each of the four cycles of three years into which schooling has now been divided. The textbooks are of good quality (although some teachers suggested to the consultant that they seemed like translations of foreign textbooks rather than books written for Lebanese children). They are accompanied by teachers' guides which give a suggested procedure for each lesson. The suggested methodology of teaching is not all teacher-centred; pupils work in pairs or groups at times and the use of other sources of information is encouraged. There are at present difficulties in that many schools do not have the teaching resources, for example libraries with reference books, or visual aids, which are implied by the new approaches, but no doubt these will come in time. The lack of computers also is a constraint.

3.5 The teachers spoken to¹ had had in-service training courses of 5 - 6 days' duration to prepare them for the demands of the first class of each cycle. The courses were designed to give teachers orientation on the aims and methods of the new curricula, and the teachers all agreed that the new courses were an improvement on what had gone before. Their main complaint was that, although they understood the aims of the reforms and agreed with them, these courses of training were not sufficient to enable them to acquire the skills that are now required, particularly in the area of assessment. There are now follow-up courses of a full day per month which are potentially useful but teachers said that they were being run by trainers on pre-planned lines and not in response to their problems and questions. There was not enough opportunity for teachers to discuss the desirable and feasible approaches to teaching. It is understood that not all of the teachers affected by these changes have undertaken such training. The general impression gained from classroom visits was that most teachers had no clear idea as to how to set about implementing the new curriculum in practice. Their previous training and norms of behaviour had not prepared them for the new challenges.

Challenges to teachers

3.6 It should not be assumed that it will be easy for teachers to adapt to the new demands. Similar reforms in Western countries have not proved to be easy to realise in practice, because they call for a range of new skills in the teacher. The challenges are in many areas, but these include subject knowledge, class organisation, and assessment.

¹ The sample of teachers was small and could easily not have been representative of teachers as a whole, but the nature of the comments accords with what might have been expected in a system changing rapidly from a strictly bounded, teacher-centred methodology, and with the comments of other Lebanese observers.

3.7 Teacher-centred pedagogy has been the norm in Lebanon, but the new curricula call for student-centred learning and group methods, among other things. The former methods were wholly controlled by the teacher; the new methods are not. Children now will inevitably come up with ideas and questions which the teacher had not anticipated. Under the old methods, the teacher who had prepared carefully for the lesson had relatively little to fear as regards a challenge to his omniscience; the presentation and questioning were under his control. Under the new methodology this is not so. A teacher can no longer assume that he will immediately be able to answer authoritatively all questions directed at him. For a teacher who is not well qualified in the subject and not full of confidence in his own abilities and status, this is a disquieting development. It should not be assumed therefore that the new methods will be practised quickly. A great deal of support for teachers will be required if they are to learn the new skills and attitudes required for the new methods to succeed in their wholly desirable aims. A number of the teachers, perhaps a considerable number, may need opportunities to extend their subject knowledge.

3.8 As soon as whole-class teaching is replaced by student-centred learning and group methods, two other main new challenges emerge. There always has been a spread of abilities and aptitudes in a class, but under teacher-centred methods the teaching has usually aimed at the broad middle to upper ability range in the class. Provided this group learned well, the lesson would be considered a success. The most able students tended to under-achieve to some degree until the secondary stages were reached. More seriously from a national viewpoint, the slower learners tended to fall behind, resulting in failure and dropout. If a class uses student-centred methods, the disparity of achievement between the most and least able becomes both wider and more apparent, which adds to the problems of planning and organisation faced by the teacher. This is not insoluble, but again careful nurturing of new pedagogical skills is called for. Moreover, if the slower learners are to be helped to make satisfactory progress, suitable supplementary teaching using appropriate learning materials is called for. The design and teaching of such remediation is an art in itself, and calls for a learning support service which is only now beginning to take shape.

3.9 The second challenge is more subtle. Managing groups or individuals at a range of levels of attainment calls for careful consideration of what they should achieve if they are each to be given challenging but attainable goals. It is very easy for the system to under-achieve by a failure to ensure that each group or individual is progressing at an optimum rate. Pupils may be acquiring more relevant skills, but they may be acquiring them more slowly than they should.

3.10 These difficulties should not lead to the conclusion that the task is too difficult and should be postponed. The aims of the new curricula are highly desirable and should lead to better and more valuable learning. Rather, the conclusion should be that the level of support for teachers needs to be commensurate to the challenge.

Support for teachers

3.11 The support required has many dimensions, but falls into three main categories: extending teachers' competence in the content of the curriculum; giving encouragement, clarification and enrichment to them as they seek to extend their range of pedagogical skills; and creating the sense of purpose and commitment

without which well-qualified teachers will not be effective teachers. The services of evaluation and support offered by the State should be structured and tasked to meet these needs.

3.12 The scale of the support required is large. Some teachers will adapt easily when they clearly understand what is required, but experience abroad suggests that many will struggle. The response should probably be at a number of levels:

- in identification of aspects of the new curricula which work well and aspects where there are substantial weaknesses;
- in provision of information and learning materials;
- in ensuring that teachers feel that their concerns are being attended to;
- in enabling teachers to resolve problems by collaboration and discussion among themselves, rather than expecting all solutions to be provided from above;
- in creating a climate of opinion among teachers which is committed to the success of the reforms.

3.13 The first area for action is in evaluation of the successes and weaknesses of the new curricula, textbooks and teaching methods. There is a need here for three kinds of evaluation, aimed at different audiences. The first concerns the quality of the learning and teaching process, aimed primarily at improving the performance of individual teachers but also with implications for the way in which the school is organised. The second is concerned mainly with school effectiveness, aimed at school director, regional and national levels. The third is academic research by people who are not involved in the process of design and delivery of the system², for careful study of the successes and weaknesses of the restructured curriculum.

3.14 Teacher morale is crucial to success. It seems to be at a low ebb in many schools.

3.15 School circumstances differ greatly. No single formula will be equally effective for all schools. Study of effective schools worldwide suggests that they accept responsibility to improve their own work; this in turn calls for an attitude on the part of the authorities which encourages them to be active in finding solutions to their problems. Creativity of this sort is a necessary and efficient response to the magnitude and variety of the problems and the impossibility of giving sufficient support from outside the school. A collegiate approach between staff within each school, or between staff in a cluster of schools, has been found to be a useful approach. The approach works best when it is supported by *animateurs* who can stimulate teachers to work together to clarify concepts and work out their application in practice.

3.16 Where there are coordinators on the staff, they are a key resource. It is for consideration whether the designation of such people should be confined, as at present, to secondary schools. There would seem to be a good case for having coordinators or their equivalent also in intermediate schools in at least the main groups of subjects if the school is large, or to work more generally across the subjects in a small school. The latter approach might be appropriate also in primary schools.

²The report by G Henry develops proposals for such enquiry.

The object in view is to develop each school as a learning community, among staff as much as among pupils, with a suitable balance between high expectations and effective support.

The schools

3.17 The civil war has left many schools in a sad state. Many teachers were displaced and were allowed to be attached to the staff of a school, whether or not additional teachers were required. One school visited, for example, had 4 classes and 21 teachers! It is nearly impossible to maintain morale and a spirit of commitment among the staff in such circumstances. Moreover, the enforced idleness during the war has left a legacy of many teachers who have become work-shy.

3.18 Financial stringency is evident in many schools in the public sector. Most are not equipped to the standards which would make it easy to implement the new, learner-centred approaches. In the absence of a spirit of self-reliance and the presence of a general expectation that nothing can be expected from teachers beyond what the Ministry supplies, there is a sense of apathy in some schools, although some seem to be coping quite well where there is an active school director.

3.19 School directors are not necessarily selected on merit, and they receive no training for the job. Their tasks are largely administrative, but good directors were met who cared for the success of their school and the welfare of their children. As is true everywhere in the world, an effective school is founded on the twin pillars of quality teachers and quality leaders. Lebanon is taking some action on the first of these, but not yet on the second. The absence of a good system for selecting, training and supporting school directors is one of the most evident weaknesses in the current Lebanese system.

Success rates

3.20 There is a very high rate of failure to complete basic education (see Table 6.6, Annex 6). The present system is not coping well with slow learners.

The Private Sector

3.21 The private sector of education is not subject to control by the Inspectorate, although the laws on education apply to it. It does not have the support of the State, so the work of pedagogical and guidance counsellors are peripheral to it. It thus does not come within the scope of this consultancy, but it is such an important part of educational provision in Lebanon that it is worth a brief description as part of the context.

3.22 An astonishing proportion of Lebanese children, particularly at the primary and intermediate stages, attend private schools. The official statistics (Annex 6, table 6.2) show that 71% of children at the primary stages and 60% of those at the intermediate stages attended such schools. The fees are large in relation to the average income of Lebanese households, so it may fairly be concluded that the willingness of such a large proportion of Lebanese parents to sacrifice their standard of living in the cause

of their children's education makes a powerful statement about the perceived quality of private as compared to public education.

3.23 It was beyond the scope of this consultancy to study carefully the reasons for this phenomenon, but questions to a variety of Lebanese elicited answers which pointed to the following factors:

- For some parents, it is important that their children are educated in a school run by their confessional group;
- the perceived quality of private education is much greater in the private sector, except at the secondary stages;
- many private schools are seen as having teachers who are, on average, more competent and committed than those in the public sector;
- headteachers in private schools are selected on merit and held responsible for the success of their school;
- headteachers have power to control and discipline staff;
- teachers who do not perform well are not tolerated;
- teachers who do perform well can earn considerably increased salaries;
- parents exert a greater influence on the work of the schools than they can in the public sector;
- a number of school groupings have set up supervisory and support mechanisms for their teachers;
- private schools have freedom to select from a range of approved textbooks those which seem to the school to be most appropriate to their circumstances;
- many private schools have better levels of resources for teaching and learning.

3.24 It was not possible for these assertions to be confirmed, nor was it the task of this consultancy to attempt to do so, but if they are justified, they constitute powerful messages for desirable directions for the development of the public sector.

Conclusions

3.25 The preceding discussion suggests the following conclusions:

- there is a considerable degree of demoralisation and cynicism among the teaching force in the public sector at present;
- teachers will need more encouragement to catch a vision of the new curriculum than criticism of their shortcomings over the next few years;
- the approach of those who will best be able to help teachers will be that of a critical friend, rather than that of a judge;
- in the absence of a vision shared commonly among teachers about what they can and should achieve, attempts to dragoon them into compliance are unlikely to bring about the required change of heart;
- part of the desirable vision should be that teachers can and should be active in interpretation and development of the curriculum to make best use of the resources at their disposal and to meet the peculiar needs of their pupils;
- ways to give teachers material as well as moral incentives may be worth considering;

- there would be value in putting more emphasis on the selection and training of school directors, and in giving them greater power and responsibility to run their schools in the optimum way, given their unique circumstances;
- there needs to be an initiative to provide learning support for pupils with moderate learning difficulties.
- there are likely to be, for some time to come, a considerable number of weaknesses in the realisation of the aims of the reform. If these are to be dealt with in the best way, they need to be identified clearly. Such evaluation is likely to be most objectively provided by those who are knowledgeable about what the reform is intended to achieve, but who are not too closely involved in the process of trying to secure implementation;
- it is difficult for a single group of individuals to provide support for teachers and also to evaluate the system, and perhaps impossible for teachers to see an external evaluator as a friend whom one can ask for help;
- the challenges facing schools because of the new curriculum are sufficiently great to overshadow other, more trivial aspects of evaluation and control.

It may be concluded that there are important, indeed vital roles for both inspectors and pedagogical counsellors.

4. THE INSPECTORATE

LEGISLATIVE AUTHORITY

4.1 The General Education Inspectorate is established as a part of the Central Inspectorate Administration attached to the Prime Minister's Office by Article 1 of **Decree 115/59**. This Decree, *inter alia*, specifies the criteria which must be satisfied by a candidate for the Inspectorate and the powers of the Inspectorate. More detail is provided in Annex 3.1.

4.2 **Decree 2460/59**, Article 15, sets out the educational duties of inspectors.

The IG is responsible for inspections of all official educational establishments (schools, *ecoles normales*, lycees and colleges, general and vocational) in the public sector. He evaluates in particular:

- the progress of work
- the ability of teaching and other staff to perform their duties
- the degree to which regulations and teaching programmes are being applied
- the application of regulations on official examinations
- the way in which pedagogical counsellors are performing their tasks.

4.3 **Decree 8480/62** permitted inspectors to have direct communication with teachers and guide them, in accordance with the guidelines of MNEYS.

4.4 **Decree 3252/72** established a Pedagogical Counselling Unit within MNEYS, but it has not been formally set up. Following the enactment of this law, and following **agreement 192/127 of 1973** by the Council of the Civil Service, on the basis of report

no. 12 dated 9 January 1973 from the Legal Commission of the Ministry of Justice, the Minister of Education gave the Inspectorate the right to evaluate the pedagogical work of teachers, but not to make recommendations on the pedagogy which might conflict with that of officials of the Ministry. Although a number of pedagogical counsellors are now in post, the Inspectorate have not been asked to change the pedagogical aspects of their work in schools. It is the prerogative of the Minister of Education to define the nature of the pedagogical work undertaken by inspectors in schools, under the terms of Decree 8480 / 62.

ORGANISATION

4.5 The Inspectorate is attached to the Prime Minister's Office as a component part of the Central Inspectorate, which is responsible for inspecting all aspects of the work of the civil service. It is therefore an independent observer of the educational system, the running of which is the responsibility of the MNEYS.

Recruitment

4.6 Inspectors are recruited by the Civil Service by way of a competitive examination. The conditions of the entrance examination are set out in Decree 115 / 59 (Article 5.6). Selection of inspectors from among the successful candidates then follows and at this stage regard is had to their subject expertise and record as teachers. This selection procedure should ensure that all inspectors are administratively competent and well qualified in pedagogical matters. This process is highly selective. In the 1993 competition 24 inspectors were selected from 1200 candidates. Their intellectual calibre is shown by the fact that many inspectors teach courses at universities.

Qualifications and experience

4.7 There are 79 inspectors in post, plus the IG. Each is a specialist in a subject of relevance to school teaching, and all have had at least five years of teaching experience. The profiles of qualifications, age and length of service of those currently in post are set out in Annex 3. Notable features are:

- only four of the 78 inspectors have been in post more than 5 years;
- a major recruitment took place five years ago and 23 of the inspectors are from this intake;
- there was a second major intake two years ago and 51 inspectors joined then;
- the inspectors have had, on average, more than 21 years of teaching experience;
- their average age is 47;
- 38 inspectors are qualified at BA level; 45 at MA and 3 at PhD; a few at more than one of these;
- there is a good spread of qualifications across a wide range of school subjects, with strong groups of 19 in Arabic, 16 in foreign languages, 14 in science / technology and 13 in social subjects; the apparent weaknesses are in Mathematics (1) and the aesthetic subjects (1).

4.8 Inspectors are paid on the salary scales matched to their qualifications. In most cases they are recruited on the scale of Grade 3 of the civil service, which is the same range as they would have had as secondary school teachers. There is no incentive

addition to take on the work of an inspector. After 4 years of service as inspectors, they have the right to take an examination which, if they are successful, promotes them to Grade 2. Alone in the Inspectorate, the IG holds a promoted post in terms of the authority to direct the work of other inspectors. The IG is on Grade 1, the same grade as the Director General (DG) in the Ministry.

4.9 As regards organisation, the IG is responsible for:

- identifying the manpower needs of the Inspectorate (changes in the complement of inspectors are decided by the Prime Minister on the request of the Central Inspectorate and the IG)
- arranging for the civil service to recruit candidates with the requisite qualifications.
- deployment of each inspector
- allocation of duties to each inspector
- identification of training needs of the Inspectorate.

4.10 In addition to the team of inspectors located at Headquarters in Beirut, the inspectorate is deployed throughout the Lebanon and is organised with a team in each of the six regions. In general, an inspector performs a role of oversight of about 15 schools within the region in which s/he lives. An inspector may however be called upon to inspect a school, in his specialist subject, in any part of Lebanon.

TASKS

4.11 Inspectors work to an annual programme set by the Committee of the Central Inspectorate. They visit the schools allocated to them on two or three occasions per session, in accordance with the instructions of the IG issued from time to time. The main task undertaken during such visits is to examine compliance with the laws and regulations. In addition the inspector has a pedagogical role in which some of the teaching is examined. Problems in a school, such as adverse publicity or complaints, may trigger a visit from an inspector to make an investigation. Most inspectors are allocated some work within the Office of the IG. Job descriptions, in the precise sense of a list of duties with time allocations and specific targets to be achieved during the year, are not prepared.

4.12 Inspectors have general duties of follow-up (suivi), control or checking on (controle) teachers in their specialism and advice (orientation) in primary, intermediate, secondary and vocational and technical schools. They appear to have no specific role as regards the work of schools in counselling and guidance of pupils, although they may observe the work of teachers with such duties.

4.13 Inspectors played a significant part in the planning of the new curricula and in writing or evaluating new textbooks.

4.14 Inspectors participated in the 1998 courses of training of 2023 trainers and of 16000 teachers, organised by NCERD. They organise meetings for the training of teachers in response to their analysis of needs based on observation of classes. For example, in 1996-97 meetings were held for all teachers of French and English (cycles I, II and III), and there was action also in the sciences. Appreciation of this work was received from NCERD.

METHOD OF WORK

4.15 Inspectors normally act alone in a school. Inspectors' visits to primary and intermediate schools would typically be of 2-3 hours, but may extend to six hours. During this time they would examine the records of attendance, timekeeping, financial records and normally they would visit classrooms and might observe a class being taught. It seems to be unusual for more than one lesson to be observed. During 1997 inspectors observed 2872 classes, an average of about 35 lessons per inspector per year. Before the end of their visit they discuss their findings orally with the teacher concerned. They then record in a book at the school what they have found and any recommendations they wish to make. In most cases, no comments on pedagogical issues were contained in the school's records observed. In contrast, the comments often dealt at some length with administrative details.

4.16 Sometimes a few inspectors, of different disciplines, visit a school together, but larger teams are deployed only for administrative or other enquiries.

4.17 After each visit an inspector makes a report to the IG using a standard format. The information in the comment section should match the record left in the school records. The reports are copied to the teachers or directors concerned. Contacts or meetings may be arranged to pass on advice. Reports that call for follow-up action are referred by the IG to the Committee of the Central Inspectorate who decide what, if any, action is called for. Action is usually required by the Ministry of Education but, before it is formally forwarded to them, the recommendation has to be approved by the Head of the Central Inspection Administration. It is then sent to the Ministry which implements the decision. This cumbersome procedure makes it certain that in most cases there is a major time delay between the identification of a problem which requires action by the Ministry and any action being taken.

4.18 Annually, the IG prepares a report on the work and findings of the Inspectorate. This report is passed to the Minister of Education and others for attention. The report for 1997 is summarised in Annex 2.

4.19 Each year, in December, the Central Inspectorate write to the Minister of Education to ask for advice on the areas and subjects to which the Inspectorate should give particular attention during the coming year.

THE TRAINING OF INSPECTORS

4.20 *Practical training:* On recruitment, an inspector spends at least three months observing the work of an experienced inspector; each visit is followed by discussion and questions. Then, for at least a further three months, the inspector works under the observation of experienced inspectors. Thereafter inspectors work alone but submit their reports to their mentor, whom they may consult about any difficulties experienced.

4.21 *Theoretical training:* Two training courses, each of five days, are organised during the period of practical training. Recently these courses have been at the American University, with lectures from the IG, experienced inspectors and senior

staff of the Central Inspectorate. The courses cover all aspects of the work - pedagogical, administrative, financial and technical.

4.22 Many inspectors have contributed to development of the new programmes, drafting of textbooks and the work of various commissions (training, assessment etc).

4.23 All inspectors have taken part in and / or monitored all the training courses for trainers organised by NCERD, according to their subject expertise, often as animateurs.

4.24 In the summer of 1998 all inspectors have attended teacher training courses to evaluate their content and quality and check on teacher attendance. Some hundreds of evaluation forms on such courses were completed.

4.25 Inspectors engage in continuous self-training through contributions to meetings.

4.26 A number of inspectors have had periods of study in France. The inspectors who have benefitted from these visits were:

1996	6 inspectors of French
1997	6 inspectors of French
	5 inspectors of technical education
1998	9 inspectors of science
	5 inspectors of pre-school
	2 inspectors of social sciences
1999 (proposed)	5 inspectors of social and human sciences
	5 inspectors of evaluation
	5 inspectors of school administration

It should be noted that this study programme has been aimed equally at the pedagogical counsellors, and equal numbers of them have been trained in France.

4.27 The cooperative agreement between the French Cultural Mission and the MNEYS at the beginning of this programme was that each trainee would identify a topic of professional interest and submit a report on this. During the stay in France there were opportunities to shadow French inspectors, observe classes and hold discussions.. Extensive experience abroad clearly gives inspectors the capability to view current Lebanese practice in the light of good practice observed elsewhere, and it is likely that the wider view which such training could give was drawn upon through the participation of inspectors in the restructuring of the educational system in Lebanon.

4.28 Inspectors also have had training through experience in a range of other countries, including England, Scotland, Morocco, Senegal, Mauritania and Syria during the past five years. They have participated in conferences on a range of topics relevant to inspection and the development of the education system.

OPINIONS ABOUT THE WORK OF INSPECTORS

4.29 The thoughts which follow have been gathered from a number of sources, some written and some oral. The sample, however, was small and it is possible that it is not representative of opinion nationally.

Status

4.30 Inspectors have power under the law and are accorded the respect which goes with this. The inspectors met by the consultant all seemed to be very able and committed, but not all people in the field seem to perceive them as being of high quality. This may be largely because their main duties of enforcing compliance are not activities of high professional content, but also because they are believed not to have had sufficient training in their main subject area to acquire a level of authority in that respect which is notably greater than that of other teachers in the subject. The data given above about the qualifications and teaching experience of the inspectors does not support this perception, but it is widespread.

Impact

4.31 The impression gained in the field is that inspectors do not contribute to raising the morale of the schools; the negative feelings associated with their punitive powers does not seem to be balanced by a belief that excellent or innovative work would be rewarded or, indeed, given any recognition. Inspectors can and do issue commendations, but none of those interviewed mentioned this.

4.32 The fact that inspectors' reports are not seen by the RDE unless they are forwarded to him by the Ministry may further limit any impact which they might have for development of the education system. However, the Inspectorate point out that they hold regular meetings with the Ministry concerning problems observed in the education system.

Value

4.33 There is general acceptance that it is important that public money should be well spent and that all employees should perform their work conscientiously. It was accepted also that there are many instances where this is not the case, and that some mechanism is required to ensure that standards are maintained. There was however also a feeling, expressed in several schools, that both inspectors and local officials of the MNEYS had insufficient power to adjust the strict letter of the law to meet particular local circumstances. As a consequence, the inspectors seemed generally to be perceived as a "dead hand" stifling useful local initiative.

4.34 While inspectors' contributions to the NCERD committees were generally felt to have been most helpful, perceptions seemed to be different in most of the schools visited. In these, as noted above, nobody said that they believed that the inspectors were making, or were likely to make, a significant contribution to the improvement of the quality of teaching and learning. It was suggested that, to do so, inspectors would need to be much more thoroughly trained; they would need to have significantly

different objectives when in the schools; they would need to spend much more time in classrooms, and work there in a more systematic way.

Conclusions

4.35 Several broad conclusions seem justified:

- the Inspectorate represents a valuable resource for Lebanese education;
- that resource is at present spending much of its effort on enforcement;
- the perception of the Inspectorate in the schools seems to be largely negative;
- current activities of the Inspectorate seem unlikely to be successful in building up morale and skills in the schools;
- the Inspectorate know well the main problems in the schools and are playing a useful part in describing them;
- current Inspectorate procedures are not standardised in a way that ensures consistency of judgment and advice;
- a number of inspectors have made valuable contributions at national level to the work of restructuring school education;
- the Inspectorate have a greater capacity than is currently being tapped to contribute to progress and development of the work of schools;
- Inspectors have the advantage of being somewhat apart from the design and implementation of the reforms. Although their experience has been drawn upon by the Ministry in designing and implementing the new curricula and textbooks, they are not directly responsible for them. They therefore seem to be in an excellent position to evaluate progress in the schools which they visit.

4.36 In the opinion of the consultant, the current pattern of Inspectorate work should be altered to reflect the very real challenges faced by the schools as they seek to implement the new curriculum. There seems to be greater value for Lebanon in using the Inspectorate to encourage good practice than in punishing slackness. This is not to say that there should be weak management of teachers; quite the reverse is true. But the Inspectorate will not be able to fully realise its potential for good if current arrangements for management are continued. This is of course not a matter wholly for the Inspectorate; it is for others to find ways to free them from routine management duties with the current punitive overtones.

4.37 In the discussion of possibilities for the future in section 7, it is assumed that a greater proportion of Inspectorate time will be devoted to developmental work.

5. THE PEDAGOGICAL COUNSELLORS

LEGISLATIVE AUTHORITY

5.1 The Ministry of Education is organised by **Decree 2869/59. Article 41** of that law stipulated that "each department will have one or more technical counsellors who will guide teachers of [primary and intermediate] schools in the various aspects of teaching, and train and observe them." The Decree did not specify a means of appointing counsellors nor their employment categories and it has not been implemented in this regard.

5.2 In response to the very real needs of Lebanese schools, the Ministry has recruited a number of full-time and part-time pedagogical counsellors to support teachers. Provision for such a service exists in the legislation, but the intentions of the legislators have never been formally implemented by issuing the administrative decrees to create a corps of counsellors within the Civil Service. The group of counsellors currently in service therefore form an unofficial grouping which is able to operate only because of a decree by the Minister of Education (**Decree 1335 / 98**, see Annex 4.3) and an annually-renewed letter of authority from the Minister of Education (**Communique No. 67 / 98**). This does not give the counsellors the status and power they should have to meet the need for which they exist.

5.3 The proposed areas of operation of pedagogical counsellors (**Communique 68/98**) overlap to a small extent with those of the inspectors. To do their job well, both groups need to have access to the schools and classrooms. Both need to engage in evaluation, although the purpose of the evaluation is different. Both will contribute to the planning of in-service training of teachers, although the counsellors will have a much more direct role in running that training. As with any areas of overlap of work between different groups, a possibility of friction arises. In the country's interests, it is important that this issue be faced and resolved. There is an urgent need for both groups and it will be an important dimension of the World Bank project to interact with the Lebanese authorities as they define the roles of each group in a mutually supportive way.

ORGANISATION

5.4 Counsellors work on short-term contracts because of their insecure status within the Ministry. Many therefore give their services as contracted, but retain other work. There is a certain amount of turnover in the staffing of the service, probably partly because of this lack of security of tenure. This has some advantages in ensuring continuing contact with teachers and pupils, but presents considerable problems in building up a body of expertise and a corporate ethic.

5.5 There are 82 full-time and 107 part-time counsellors in post during the 1998/99 session. They are distributed across the country, with a group in the office of each Regional Director of Education. They are recruited at Category 3, from teachers of subjects in secondary schools. All are holders of a licence.

5.6 Counsellors work under the direction of the DG. The nature of the tasks undertaken varies according to his priorities at the time. The main elements in their work in session 1997/98 were, in terms of Ministerial Communique 68/98, to visit primary and secondary public schools according to a programme drawn up by the DG in coordination with the DCO, the specialised services and the regions with the aims to:

- gain up-to-date knowledge of the teaching methods in use in their subject;
- study the introduction of the new programmes in their subject;
- complete questionnaires to evaluate the teaching and improve the educational output;
- identify problems faced by teachers;

- discuss desirable action with the school director;
- make practical suggestions for improving the learning of pupils, the teaching of the subject and methods of development;
- study laboratory equipment and the work that can be done with it.

5.7 During the current session they have been preparing for evaluatory work in the schools concerning the implementation of the new curriculum by preparing a variety of evaluation sheets (*fiches d'observation*). (See Annex 4.2).

5.8 Certain PCs are members of influential groups within the Ministry, such as the Training Commission.

TRAINING

5.9 No information was supplied on the training of PCs. It is however known that they were included in the Lebanese groups which undertook study visits to France in recent years.

OPINIONS

5.11 Most of those spoken to in the field had had only limited contacts with the counsellors. Visits to schools seemed to have been rare. They had however played a valued role in the training courses preparing teachers for the introduction of the new curriculum.

5.12 The lack of official status for the counsellors was mentioned whenever their work came up for discussion. While the work which they had done was clearly seen as useful, the question of status seems to affect how they are perceived in the field.

A POSSIBLE FUTURE ROLE FOR THE COUNSELLORS

5.13 Pedagogical counsellors would seem to have a vital role to play in assisting schools and their teachers to grapple with the challenges of the curricular reforms. Whereas inspectors cannot, and arguably should not, avoid the recognition by teachers of their statutory authority, pedagogical counsellors have the opportunity to build up friendly, supportive, non-threatening relationships with teachers. They have the opportunity to act as *animateurs*. The support for teachers which is not possible for inspectors could become their characteristic role.

5.14 There is no dispute that the new curriculum presents schools and teachers with major new challenges, for which their initial training was not designed. In-service training is essential, of more than one kind. Provision of training courses should be a major aspect of the work of PCs. This work should encompass formal training courses, but also acting as resource people for teachers, and as facilitators of group discussions within and between schools.

5.15 The future work of PCs is discussed more fully in section 7 of this report and in the project document.

6. THE GUIDANCE COUNSELLORS

THE NEED

6.1 There is a high failure and drop-out rate in Lebanese schools, particularly at the primary and, more so, at the intermediate stages. According to figures in a UNESCO report³, 82% of students of children aged 7-11 are in primary school, with slightly smaller numbers in the final grade than in those preceding⁴, but only 73% of the 12-15 age group are in intermediate schools. In primary 1 classes, over 20% of pupils are retarded, on the official statistics for 1995/96. This rises to over 50% in Intermediate I.

6.2 There is thus a clamant need for improved teaching of pupils who have difficulty in making progress at the planned rate. In many countries this need is met by having teachers who are able to give special attention to such pupils. Some of them need the help of specialists with psychological training, but the majority simply need more attention than the class teacher can give, and often the use of an alternative approach to learning, using suitable materials.

ORGANISATION

6.3 The reform of school curricula, with the innovative features which it has introduced, has shown up a number of problems which the Ministry is trying to solve by setting up a guidance network (reseau d'orientation scolaire). This is not entirely new; in 1972 Ministerial Decree 3252 distinguished between counselling (orientation pedagogique) and inspection. However it was not until December 1997 that 33 teachers from primary and intermediate schools, all holders of a licence in psychology, philosophy or sociology, and having at least five years teaching experience, were given responsibility for helping 112 state schools throughout Lebanon.

6.4 A further group of 25, similarly qualified and trained, started work in November 1998. The number of schools helped was increased to 230. Questionnaires have been prepared (details in Annex 5) to establish the problems encountered by other teachers, parents and children. The information in the questionnaires is the property of the Office of Guidance DOPS (bureau d'orientation pedagogique et scolaire) and can be used only with the permission of its Director. Statistics on the work done in 85 of the 112 schools included in the scheme in session 1997/98 are given in Annex 5.

TRAINING

6.5 The guidance counsellors were given intensive preliminary training in:

- psychopedagogy;
- the role of a guidance counsellor in detecting learning and behavioural problems;
- individual differences;

³rapport de mission, Wafaa Basbous, UNESCO, 1998

⁴NCERD dossier II, 1995

- current trends in developmental and cognitive psychology;
- characteristics and factors which determine development;
- guidance techniques (observation, interview, case study, the use of aptitude and prognostic tests);
- intervention strategies and techniques;
- preparation of complete student records; and
- diagnosis of difficult children (behaviour, psychological problems, social problems).

THE FUTURE

6.6 The current plans of the Ministry are to extend the work of guidance counsellors into the field of careers guidance. This may well be desirable, but it is suggested that it will not be fully effective without reform of the system of vocational education. This was not part of the terms of reference of this consultancy, and so section 7 of this report contains no proposals for inclusion of this strand in the World Bank project. Inclusion of careers guidance would detract from the focus on quality of teaching and learning which links the three sub-projects proposed.

7. POSSIBILITIES FOR THE FUTURE

THE INSPECTORATE

7.1 There can be no dispute that, in Lebanese conditions, a strict audit is required of the degree to which public money is being well spent in the education system. Many people have emphasised the need for the imposition of discipline upon a rather demoralised school system. It is however not at all obvious that there is merit in using high-level educational professionals to conduct the kinds of low-level investigation, such as of timekeeping, which seem to occupy much of the attention of inspectors at the present time. It would seem to be more logical to give the power to do such work to agents who are directly qualified for it. Such agents, in an ideal world, would probably work for the RDE, who deploys the teachers, but it was argued that it would be extremely difficult for staff responsible to local officials to avoid being put under pressure by local political influences. In current conditions, therefore, it may be that such agents should work under the direction of the Inspectorate, who would retain the power to issue sanctions as required. The work of ensuring that school staff perform their duties faithfully is certainly important, but it is wasteful to use the time of high-level educational specialists to do it.

7.2 The Inspectorate point out that administrative matters directly concern the running of the school and can not be wholly divorced from the educational aspects of their work. It is readily accepted that this is so, and of course evaluation of the whole work of a school must include evaluation of the way it is run. Nevertheless, the main work of a school takes place in the interactions between teachers and pupils. It is respectfully suggested that the present balance of the work of inspectors between administrative and pedagogical concerns is not a suitable pattern for the future.

7.3 It would be short-sighted to consider the future of the Inspectorate only in terms of current problems. The problems are real and must be dealt with, but of equal or greater importance is the task of building for the future. The key question is the role

which the Inspectorate should play in an improved education system ten years from now, and how their current work can be developed to enable them to exert an increased influence for good.

7.4 Schools exist to educate children, and a great deal of public money is spent to enable them to do so. The important test of whether this public money is being well spent lies in whether the cost of the school to the nation has resulted in good learning and behaviour in the pupils. To assess the quality of learning and teaching in a school would be a task well worthy of the attention of the Inspectorate, as would the identification of strengths and weaknesses in the way in which the school is conducting its affairs, and the framing of suggestions as to how the school could increase its value to the pupils and the community.

7.5 Time spent on careful investigation of the quality of the educational process produces evidence which would be valuable at all levels in the education system: within the school concerned; by the regional administration; and at national level. If the information is to be used well, it needs to be recorded properly, with detailed recommendations as the case requires. At the level of the school, the inspectors' reports would be a management consultancy to the school director. (Given the current circumscription on the actions which the director can take, other changes in the system of educational administration would seem to be required if this information is to be used as well as possible.) At the level of the RDE, a report which linked evaluation of his schools with a national scale of efficiency could help him to make wise decisions about the allocation of resources. At the level of the Ministry, the formulation of policy would be assisted by a richer source of authentic information about the real conditions and needs in the schools.

7.5 Such inspectorate investigations would provide a basis on which authoritative reports could be published on aspects of the education system. The contributions of inspectors to the many committees on which they sit would also be enhanced.

7.7 Careful investigations take time. An inspector of a subject needs to take time to study many things, such as the quality of the teacher's preparation and how the lesson is conducted. Under the new curriculum, in which a teacher-centred method is only one of a range of desirable teaching approaches to be used by a teacher, there needs to be consideration of how more than one lesson is conducted, and whether the type of teaching approaches used by the teacher and the balance between different teaching methods are effective for the children in the class. It will therefore be desirable also for the inspector to examine a sample of pupils' work, the assessment system being used, the range of attainments in the class, the care taken to give all pupils challenging but attainable targets, the support and guidance given to individual children, and many other important aspects of the educational process. If such investigations are to result in advice which will raise the professional level of the teacher and the school, they must be done carefully, and sufficient time would need to be allocated for such work. It will be for the Lebanese authorities to consider what amount of time is required and can be allocated to inspectors for such work but, by way of comparison, an inspector in UK would take about half a school day to evaluate the work of a class in a primary school.

7.8 Inspectors, already of a high professional standing at the point of recruitment, are developed by such work into a major national resource. Lebanese inspectors are already used in national committees, where their high quality and knowledge of the schools make them valuable. It is suggested that their value would be multiplied if they were to be used in the professionally demanding way indicated above, and their reputation in the schools would increase also.

IMPLICATIONS FOR THE INSPECTORATE

7.9 If the proposals above for the future role of the Inspectorate are found acceptable, there will be some changes of emphasis in its aims, relationships and organisation. Some suggestions on these matters are set out in the sections which follow. These are for consideration and such action as is deemed appropriate for Lebanon.

Aims

7.10 The Inspectorate might have as main aims:

- to report to the Prime Minister on the state of education in Lebanon;
- to contribute to the improvement of education in Lebanese schools by:
 - providing authoritative statements on teaching and learning in Lebanese schools;
 - assisting MNEYS in formulating policy, in the planning of developments and of their implementation
 - assisting schools by providing detailed evaluations of all aspects of their work and recommendations for ways in which it can be improved,
- in the short term, to organise and supervise control of the administration of schools.

Relationship of the Inspectorate to the Ministry

7.11 *Independence* The Inspectorate currently has an assured independence of judgment on the work of the schools because it is not part of the Ministry. The objectivity of the Inspectorate is valuable in a country like Lebanon, where many pressures can be brought to bear on individuals. High officials should not be in a position to ensure that the messages they get from evaluations in the field are those that they want to hear. Fairness, objectivity and even-handedness are pearls beyond price in a national evaluation system.

7.12 It is argued above that the work of the Inspectorate should focus on the quality of education. In doing so, it should be responsive to the national educational priorities of the time, which are defined and elaborated by the MNEYS. The definition of the work programme of the Inspectorate and the reports which it produces should be based on these priorities. It is therefore highly desirable that the Inspectorate should work in the closest possible collaboration with the Ministry, both in planning the work programme; in disseminating the findings of inspections; and in ensuring that there is appropriate and timely action taken. Since such action will normally be taken by the Ministry at central or at regional levels, it is desirable that the lines of communication between the Inspectorate and the Ministry should be as short as possible. It is the view of the Inspectorate that this is already the case.

7.13 For some time ahead the work of the Ministry at school level will probably be dominated by the current restructuring process, its demands on resources and support, and the need to adjust many aspects of it in the light of the realities of the Lebanese educational scene. If their work is refocussed as suggested above, the Inspectorate will be in an even stronger position to contribute to policy debate within the Ministry. It would seem reasonable that the increased empirical evidence about the actual problems and possibilities in schools, which the Inspectorate would be in a uniquely strong position to contribute, should be drawn upon as fully as possible.

7.14 Whether it is reasonable to plan the educational system with the Inspectorate outside the Ministry, rather than by forming a largely autonomous unit within it, is for the Lebanese authorities to decide. The close working of the Inspectorate with all organs of the Ministry is likely to be more easily guaranteed if the Inspectorate were to form an autonomous Directorate within the Ministry, because clashes of priorities or personalities can then be resolved by a single Minister. If that were to be decided upon, there would need to be action taken to ensure the independence of judgment of the Inspectorate.

7.15 An alternative may be to retain the formal attachment of the Inspectorate to the Office of the Prime Minister, but for the Inspectorate to be housed within the Ministry under an agreement that the Inspectorate would report formally to the Prime Minister, but in day-to-day matters would work directly with the Minister of Education. Such a solution may avoid the need for new legislation. A safeguard of the independence of the Inspectorate could be provided through retaining their right to appeal directly to the Prime Minister if they felt that their independence was being threatened, or the quality of their work compromised. Such an arrangement has a precedent in Scotland, where the Inspectorate works in practice as an arm of the Education Department but reports to the Secretary of State for Scotland. The aims set out above assume that this solution will be found acceptable.

7.16 It is to be anticipated that, for some time ahead, administrative checks on the schools will be required. It has been argued above that this work should be done by agents specially recruited for the purpose. The Inspectorate are probably in the best position to organise and supervise the work of such agents in the short term, but logically it should be a function of the regional offices of the Ministry, who are responsible for the staffing of schools.

7.17 *Policy and planning:* Whether or not the Inspectorate becomes part of the MNEYS, the IG is in an excellent position to contribute to the formulation of policy and to contribute to its key committees. Inspectors would continue to contribute to all the main committees and commissions of the Ministry in which a detailed knowledge of the schools would be an advantage.

7.18 At present the regional offices of the Ministry have little power and discretion to adjust national plans to suit local needs and conditions, and it is appreciated that there may be considerations which make this desirable in the short-term. If the usual dictum of good management, that decisions should be taken as near as possible to their point of application, is to apply in Lebanon, more matters should be delegated to the RDE

for decision and action. The Inspectorate locally should be in a good position both to advise the RDE on such matters and to act as a guardian of the national interest.

7.19 Support of schools and teachers : The suggested role of the Inspectorate is as constructive evaluators of the school system, a role which is bound to put them at some distance from those whom they evaluate. The relationship with the evaluated should be cordial, but it is unrealistic to expect it to be comfortable. Support of individual schools and teachers requires a different kind of relationship with them. It is therefore suggested that it would not be appropriate for there to be too close a relationship between the Inspectorate and those charged with giving support. They and inspectors are colleagues in the endeavour of improving Lebanese education, and as such they should work closely in harmony with one another, but they have distinctive roles, and this should be reflected in their management.

Organisation of the Inspectorate

7.20 The nature of inspections: If the nature of the work done by inspectors is to change from mainly administrative to mainly pedagogical concerns, the way of conducting an inspection needs to change. Visits by lone inspectors to study the work of a class or some aspect of the school are not without value, but the value of a team inspection is much greater than the sum of inspections by individuals. Corporate judgments are generally fairer and more reliable than those made by individuals. Teams are, moreover, less susceptible to personal pressures from interested parties than individuals may be.

7.21 The system of inspection must command respect in the field. It will be important to ensure that those inspected have the feeling that the inspection has been fair and rational and that inspectors apply common standards in a consistent way across the whole of the country. This will be more likely if the criteria to be used by the inspectors are known to all. The aim should be to achieve the maximum transparency and cooperation in the relationship between the school and the inspectors. Publication of detailed criteria of good practice would in itself be a stimulus to schools, particularly if it were linked with a campaign of publicity which extended beyond the schools to their communities. In some countries these criteria are also used by regional authorities and by the schools themselves in considering the quality of their own work. In this way the work of the Inspectorate brings helpful pressure to bear on the education system even in the absence of an imminent inspection. The development of such performance indicators is therefore a main element in the proposals for a project supported by the World Bank.

7.22 Detailed inspections collect much useful information. There should be organisation of this so that it can be used to best effect; it can easily moulder in a filing cabinet. Storing the information in electronic form obviously increases its usefulness because of the ease with which references to particular topics in a wide range of documents can be identified and extracted. Computerisation of the work of the Inspectorate is thus another element in the project proposals.

7.23 Sampling: At the present time all schools should be visited by at least one inspector every term. If team inspections are to be mounted, using up a considerable number of inspector days on a single school, many fewer schools will be inspected by

an inspectorate of the current size. This is not important if the main purpose of the inspection system is to inform national policy debate and steer national developments in the right direction. For such purposes a balanced sample of types of school, locality, size of school, socio-economic background etc should suffice if the sample is of, say, 10% of the schools.

7.24 Sampling raises the question of what happens to the 90% which are not inspected in a year. The answer is twofold. These schools are not being inspected at present for educational quality; and inspectors are not the only people in the system who are concerned about quality. The work of a school will not necessarily, and certainly should not stagnate because it is not inspected. The education system should be organised so as to attain to progressively higher standards, even in the absence of inspection. Inspection gives reliable evidence of what the actual problems are, and helps to focus and guide the developmental work, but developments do not depend on inspection. The system of management of schools needs reform to ensure that both schools and regional management are given, and accept, greater responsibility for their own development.

7.25 Current conditions in Lebanese schools are such that frequent visits to monitor the working of schools are believed to be required. In other countries routine monitoring is carried out within the Ministry. The potential contribution of inspectors is too valuable for it to be weakened by using time for attention to small matters. It is for consideration within Lebanon how this dilemma can be resolved, but the suggestion in 7.1 above may be worth exploring in this respect.

Training

7.26 If inspectors are to undertake the demanding and high-level tasks suggested above, their training will be a matter of great importance. Much of the training should, as at present, be continuous and on-the-job, but from time to time particular concerns emerge. At present all aspects of the organisation and implementation of the current reforms are an obvious area for training, and will remain so for some time to come. The procedures for effective inspection also will be a major area for capacity building if the recommendations of this report are accepted. A significant proportion of the time of the Inspectorate should be devoted to ensuring that it is, and is seen to be, a corps of experts who operate to the highest professional standards. If performance indicators are developed, they would be a major focus for training.

7.27 If the emphasis of the work of the Inspectorate is to change and develop along the lines suggested, focused study of practice overseas would be valuable, as would contributions from foreign experts.

PROPOSED PROJECT

7.28 With these considerations in mind, a sub-project is proposed for support from the World Bank. With the long-term aim of improving the quality of teaching and learning in Lebanese schools, the project would:

- improve evaluation of quality in the work of schools;

- develop a culture of internal as well as external evaluation in all parts of the education service;
- strengthen communication and cooperation between the Inspectorate and bodies concerned with support and training of teachers;
- expand the influence of well-conducted evaluations on the processes of decision and development within the education service;
- engage in a sustained programme of capacity building within the Inspectorate.

THE PEDAGOGICAL COUNSELLORS

7.29 There is no dispute that the new curriculum presents schools and teachers with major new challenges, for which their initial training was not designed. In-service training is essential, of more than one kind. Provision of training courses to establish the underlying concepts in teachers' thinking needs to be followed up by systematic training to establish the concepts in their daily practice. The establishment of new norms of classroom teacher behaviour will call for clarity on what is to be expected and the extent to which it is being achieved. There is an evaluatory element in this, but what teachers will particularly require is the friendly support of a respected practitioner who can guide and advise. There is clearly an important role in this for the PCs, who are both more numerous than inspectors and less concerned with evaluation.

7.30 Evaluation is however, as noted above, a common theme between the work of inspectors and PCs. The purposes for which the evaluation is undertaken differ in emphasis, and to some extent in the use that will be made of the evaluations, but there is great potential advantage in both inspectors and PCs using common criteria for evaluation. It is therefore suggested that there should be a major effort to define clearly for all concerned with school education in Lebanon the criteria which will be used to evaluate the quality of practice in schools. The term "performance indicators" is used in the proposals for a project to denote such statements of criteria.

7.31 It is difficult to suggest in detail the future arrangements for the deployment and use of PCs. Their current work is not clearly defined. A number of aspects of the work required from them are however dictated by the current conditions in Lebanon, which seem likely to persist for some years to come:

- service in a locality for a majority of PCs, since a deep understanding of local problems, the personalities concerned and the context in which schools work will be vital for PCs to be able to give teachers the kind of advice that they will accept as being well-founded;
- the PCs will need to be seen as resources which are available to the schools in response to their perceived needs;
- in-service training activities will be vital, in at least three modes:
 - providers of training courses;
 - facilitators of planned interactions between teachers as they discuss approaches to teaching; and
 - tutors of teachers within schools.
- contributions to the development of the teaching resources which experience shows to be required by the schools

- modification of curricula in response to what is observed in the schools.

7.32 In the national dimension of the work of PCs there is overlap with the advice from inspectors. If there is careful attention to the criteria being used by both bodies to evaluate success and describe problems, there should be harmony between the contributions of these bodies. Common use by each of national performance indicators should be a great help in this direction.

PROPOSED PROJECT

7.33 The project proposed for support from the World Bank would:

- improve the targeting of support through appropriate evaluation of the quality of the work of schools;
- expand the influence of counsellors on the methodology used in schools through regionally-based support teams;
- develop a culture of self-improvement in the schools, through strengthening the work of school directors and coordinators;
- assist the Lebanese authorities to define the duties of inspectors and pedagogical counsellors so that each group can play its full part, in mutual cooperation, in strengthening the work of the schools;
- strengthen communication and cooperation between the Counselling Service and bodies concerned with support and training of teachers;
- engage in a sustained programme of capacity building within the Counselling Service.

GUIDANCE COUNSELLORS

7.34 The guidance counsellors are currently concentrating on dealing with the severe problems of pupil underachievement in many schools. When the service was established it was intended that they would also deal with questions of career orientation, particularly as regards choice of line in vocational and technical schools. The latter may well be an urgent need, but it was not studied during this consultancy. To have attempted to do so would have called for examination of the structure of technical and vocational education - a major study in itself.

7.35 Support for pupils with learning difficulties is a major feature of developed educational systems and is well worthy of emphasis and support in the Lebanese context. It is suggested that it should be the main aspect of support from the World Bank project.

PROPOSED PROJECT

7.36 In looking to the future and considering the aspects in which a project supported by the WB could best assist Lebanon, the need to help many schools to cope with slow learners thus takes priority. Accordingly, a sub-project is proposed which would:

- support a pilot scheme for the provision of a service to support the learning of pupils with moderate learning difficulties;

- ensure that learning support teachers are designated in pilot schools and are given the knowledge and skills required;
- provide learning support teachers with the support of well-trained counsellors;
- ensure that all teachers in pilot schools are sensitised to the needs of such pupils and are willing to cooperate with a learning support service;
- develop a culture of self-improvement in the schools, as regards learning support;
- strengthen communication and cooperation between the Counselling Service and bodies concerned with support and training of teachers;
- evaluate the progress of pupils given learning support.

ANNEXES

République Libanaise
Bureau du Ministre d'Etat pour la Réforme Administrative
Centre des Projets et des Etudes sur le Secteur Public
(C.P.E.S.P.)

ANNEX 1: ACRONYMS AND ABBREVIATIONS⁵

In this paper the following abbreviated terms are used at certain points:

DCO	Director of Counselling and Guidance (Directeur du Conseil et Orientation)
DG	Director General (Directeur General de l'Education nationale)
Counsellors	Pedagogical counsellors (conseillers pedagogiques)
Guidance	Orientation (eg conseillers d'orientation)
IG	Inspector General (Inspecteur general)
Inspectorate	The Pedagogical Inspectorate (Inspecteurs pedagogique)
inspectors	pedagogical inspectors (inspecteurs pedagogiques)
Minister	The Minister of Education, Youth and Sports
Ministry	MNEYS
MNEYS	The Ministry of Education, Youth and Sports
NCERD	National Centre for Educational Research and Development (CNRDP)
RDE	Regional Director of Education
Prime Minister	Presidence du Conseil des Ministres

⁵ The French version is unaccented throughout this report.

ANNEX 2: PEDAGOGICAL INSPECTORATE: OUTLINE OF ANNUAL REPORT 1997

INTRODUCTION: The Annual Report of the Inspectorate (l'Inspection Generale Pedagogique) has three sections and a conclusion:

1. Working background: laws, regulations (textes), human resources, premises (locaux), equipment.
 2. Tasks accomplished in the year
 3. Educational administration: achievements and problems.
- Conclusion.

PART 1: WORKING BACKGROUND

Statutory position: laws and regulations.

The Inspectorate is a branch of the the Central Inspectorate created in 1959 and attached directly to the Office of the Prime Minister (Presidence du Conseil des Ministres).

The tasks of the Inspectorate have been defined as:

Inspection of public educational establishments and control of:

- the good functioning of these establishments
- the competence of teachers and their work
- the extent to which the laws and official programmes are being implemented
- the extent to which the rules on public examinations are being implemented.

Inspection of counsellors (Conseillers Pedagogiques) and their work.

The Inspectorate thus has a double role: administrative control and technical advice to teachers.

Human resources and pattern of work

1. Human resources:

- administrative personnel
- inspectors

2. Training courses:

- use of computers
- course at American University of Beirut from 4 till 15 April 1997
- training of civil servants 2 June - 11 July at AUB
- observation of courses of training of teachers on the new programmes 5 May - 28 June
- inspectors of English accompanied a British expert in Lebanon 12 - 17 May
- administrative enquiries and reporting on them
- reporting on the financial management of schools
- use of audio-visual methods in pre-school
- meetings on the teachers' manual (guide pedagogique) for pre-school
- specialised study in France 9 - 26 November.

In addition, inspectors participated in all meetings and colloquia organised by NCERD concerning the new programmes. They collaborated in developing the programmes, the drafting of textbooks and teachers' guides, and planning of the training of teachers.

Activities and methods of work:

Principal activities:

- visits to more than 1500 general or technical schools or teacher training centres, on the basis of two or more visits to each establishment per year for:
- administrative control

- technical assistance
- administrative enquiries
- studies and statistics
- study of textbooks edited by NCERD
- inspection of official examinations
- study of the contents (sujets) of official examinations
- organisation of meetings and training days for in-service training of teachers
- contribution to the drafting of regulations and records (registers) on technical education
- participation in committees working in all aspects of education.

For this work the Inspectorate needs cars, drivers and equipment, in particular computers to replace the records held manually and to save much time and effort.

Premises and equipment

1. Premises:

- The offices of the central administration in Beirut are insufficient, with only one room for the inspectors from each region.
- Regional offices in Zahle, Tripoli and Nabatieh. The IG is taking steps to acquire larger offices.

2. Furniture: Insufficient, with one office for seven inspectors.

3. Equipment:

- Typewriters, including two modern electric.
- Two photocopiers one of which is modern
- Two computers used mainly as word processors because the staff need more computer training.

PART 2. WORK DONE

1. Inspection of schools (établissements de l'enseignement public), examinations and training of teachers

1.1 Inspections of schools

- visits for control and technical assistance
- 1512 schools
- 7342 inspection visits during school year 1996-97
- 4.8 = average number of inspection visits
- 98 administrative enquiries at the request of the Head of the Central Inspectorate
- 366 enquiries at the request of the IG

1.2 Inspection of official examinations:

- general education: all examination centres and centres of correction; 448 centres
- technical education: all examination centres and centres of correction; 49 centres.
- technical education: all examinations of practical work
- entrance examinations to ecoles normales.

1.3 Training sessions for teachers: Inspectors observed the following training courses for teachers to ensure the application of regulations and to evaluate the work as regards administrative and technical aspects:

- teachers of French in the middle cycle
- part-time teachers
- courses organised by NCERD
- nursery school teachers on the new programmes
- teachers of English in the primary cycle.

1.4 Participation in inspection of private schools:

- free (grant-aided) schools, in collaboration with Inspectors of Administration and Inspectors of Finance.
- control of documents concerning budgets and accountability of fee-paying schools.

1.5 Study of school buildings (security, health, suitability etc)

2. *Missions of guidance and technical assistance*

- advice and assistance at the time of inspections
- help with amendment of certain regulations concerning public schools
- study of topics and questions in official examinations
- drafting a system of evaluation of teachers
- study of the human resources needed by schools
- observation of all of the activities concerning the new programmes and teaching methods
- statistical study of the medical reports submitted by teachers
- study of the causes of the poor success rate at the Brevet

3. *Internal organisation*

Archives and educational statistics.

PART 3: ACHIEVEMENTS AND PROBLEMS

3.1 *Achievements*

Collaboration and coordination of efforts between the educational administration of general and technical education and the Inspectorate led to the following results:

- discipline in and better output from schools
- better official examinations
- adoption of national textbooks by all schools
- role of NCERD:
- workshops on the area of educational restructuring
- organisation of training courses for teachers
- development of new programmes and textbooks.

3.2 *Problems*

Regulations: Certain regulations concerning the organisation of the Ministry of Education have led to uncertainty about the responsibilities and powers of different services of the Ministry:

- the transformation of regional services into regional directorates has allowed the directors to assume powers formerly of the Director of Primary Education and it is difficult to explain why their responsibilities are limited to primary and intermediate schools but not secondary schools.
- the nomination of a Director of Guidance without specifying the human resources at his disposal has caused confusion regarding the role of the new director relative to the regional directors and the Inspectorate which, under existing law, is solely responsible for educational guidance.
- Contrary to the laws, a Ministerial Decree has given certain teachers tasks in the area of educational guidance; another Decree has restored discretion in the nomination of school directors; and the Decree which set criteria for the transfer of teachers has not been applied up till the present time.

Human resources:

- a. The personnel consists of civil servants both from the administrative corps and of teachers seconded to the central administration.
- b. Teachers in the secondary cycle: the shortages have been partly met by the nomination as secondary teachers of prize-winners in the Faculty of Pedagogy in 1996-97
- c. Teachers in the primary and intermediate cycles: The surplus in numbers and shortages in quality and specialisms, together with the very poor distribution of teachers among the schools, are the main problems. The increase in in-service training has not met this need, particularly as the Ministry has shrunk from transferring teachers from urban and coastal areas to schools in the hills and isolated areas. The consequence of this is that in certain schools efficiency and output are weakened by the surplus of teachers and in others the shortages have been met only by using teachers on short-term contracts. Transfer of teachers during the school year is another source of instability in schools. There are 3500 teachers who could be available either as reserve (*hors cadre*) or seconded to the central administration or regional directorates, or the directorate of private education etc.; or who could work as librarians or laboratory technicians in secondary schools.

3.3 Suggestions and proposed solutions

General education :

- respect for the regulations governing the organisation of the MNEYS
- cancellation of the Ministerial Decree which gives certain teachers roles in pedagogical counselling and preparation of new regulations defining the role of each organisation within the field of guidance to teachers
- never to transfer a teacher if the school needs him; and apply defined criteria to transfers and secondments of teachers to other duties
- application of new rules within primary, complementary and secondary schools
- training of new teachers for the intermediate cycle.

Teachers of physical education:

- ask the Director General of Youth and Sport to apply criteria to transfers of teachers of physical education
- train new teachers of physical education
- encourage sporting activities and inter-school tournaments
- organise training for existing teachers.

Technical education:

- Develop a plan for the training of new teachers to replace temporary teachers
- Develop a plan for the training of existing teachers
- The new programmes in technical education have been entrusted to a private institution. Publication of the proposals for study is awaited.

NCERD: Organise training courses for:

- directors of primary and intermediate schools
- directors of secondary schools appointed after 1975
- teachers of music and art
- teachers in the intermediate cycle, together with preparation of a regulation which gives them certain advantages
- nursery teachers, as a follow-up to earlier training.
- training of new teachers for the intermediate cycle
- assessment and school examinations.

ANNEX 3 DATA ON THE INSPECTORATE AND ITS WORK

3.1 Decree 115/59, Article 1

The Decree, *inter alia*, specifies:

1. Recruitment of inspectors:

Inspectors should be:

- not less than 28 years of age at the time of the entrance examination;
- at least 5 years in the civil service, of which at least three years in an educational post
- free from sanctions of loss of pay of more than 15 days;
- holders of a teaching certificate (licence d'enseignement)

Recruitment is on the basis of an advertisement by the civil service for a stated number of inspectors in specified disciplines.

Recruitment is by an exam in two parts:

- Oral: an interview by a panel of examiners to establish the cultural level of the candidate, his personality and suitability for the post of inspector;
- Written: Tests on:
 - general pedagogy
 - inspection law
 - educational administration - Ministry; all types of school; NCERD; General Directorates of Youth and Sports; National Conservatory of Music.
 - a topic
 - the candidate's subject
 - giving or being present at a lesson and giving the teacher advice.

Recruitment or promotion of inspectors is by recommendation of the Council of the Civil Service, approved by the Council of Ministers.

Appointment is on the basis that inspectors may not take on other paid work, except courses or meetings in universities. In return they receive a payment fixed by the Council of Ministers.

2. Powers of inspectors

Inspectors may:

- examine all documents of the administration they are inspecting and take copies as they wish
- inspect the state of the work and all other matters which are within the competence of the service that they are inspecting
- inspect confidential matters, but not copy documents without permission.
- meet and question civil servants as they consider necessary. An uncooperative person is reported to the head of the administration for which he is working, with proposals for action; which is to be taken within 24 hours.
- require employees to work outside official hours
- suspend holidays during an inspection
- take any action required to facilitate the inspection, including temporary suspension of work of the people under inspection, subject to informing the Minister concerned for a decision on the case and the Head of Central Inspection for information;
- seek the help of experts
- impose sanctions within his area of responsibility

The IG may impose sanctions directly where there is a flagrant offence or obstruction of inspection.

3.2 AGE DISTRIBUTION OF INSPECTORS

AGE RANGE	NUMBER
30 - 35	3
35 - 40	9
40 - 45	15
45 - 50	28
50 - 55	17
55 - 60	5
60 - 64	1

3.3 QUALIFICATIONS OF INSPECTORS

SUBJECT	BA	MA	PhD
English	3	2	
Arabic	6	12	1
French	4	7	
History	5	3	
Geography	1		1
Philosophy	2	7	1
Psychology	3	2	
Law	3		
Political science	1	1	
Education		2	
Physics	1	3	
Chemistry	3	1	
Biology		2	
Mathematics		1	
Business administration		1	
Electricity	2		
Electronics	2		
Sports	1		
Sociology		1	
Art	1		
TOTAL	38	45	3

3.4 INSPECTORS: SERVICE IN TEACHING AND INSPECTION

YEARS AS INSPECTOR	YEARS OF TEACHING	INSPECTORS
2	5 - 10	5
	11 - 20	13
	21 - 30	25
	31 +	8
5	11 - 20	14
	21 - 30	8
	NOT SPECIFIED	1
10 - 20	11 - 20	2
	21 +	1
21 +	10	1

3.5 REPORTS

The number of inspection reports produced during the sessions 1994/95, 95/96 and 96/97 were as follows:

YEAR	School visit	Suggestions and recommendations	Class observation	School budget	Infraction of rules	Teacher Training Centres	Examination centres	Other	TOTAL
94/95	3027	136	1766	883	237	245	400	112	6806
95/96	2436	683	977	660	241	10	423	563	5993
96/97	7342	331	2872	538	301	172	908	1132	13596

The President of Central Inspection, in conformity with Decree 115/59, Article 12, clause 6, assigns investigations to inspectors. The numbers in 1995 - 97 were:

Year	1995	1996	1997
Newly received	114	86	121
Accomplished	80	53	98
Extended	34	33	23

The IG may ask inspectors to investigate complaints or to collect or verify data and evidence. Some of these tasks are shared with other inspectorates. The numbers of assignments by the IG in 1995 - 97 were:

Year	1995	1996	1997
Assignments	215	124	432
Accomplished	113	36	366
Extended	102	88	66

3.6 EXAMINATIONS

Work with examination centres in the first cycle in 1997 was as follows:

Diploma	Prelim. Exam, scientific section	Prelim exam, literary section	Bacc Maths	Bacc Science	Bacc Philosophy	Inter. or brevet	Correction centres	Total
Number of centres	46	29	17	38	41	155	6	332
Inspectors involved	82	80	42	63	72	72	57	
Days of inspection	82	80	126	189	216	216	128	1037

During the second cycle 1997 the work was:

Diploma	Bacc II, 3 sections	Intermediate or brevet	Correction centres	Total
Centres	47	63	6	116
Inspectors	85	63	57	
Days of inspection	276	189	70	535

In technical and vocational schools, inspectors' involvement with written exams was:

Diploma	Number of centres	number of inspectors	days of inspection
Professional ability certificate	8	11	3
Complementary technical diploma	8	11	3
Technical baccalaureate	11	28	11
Superior technical diploma	11	11	3
Technical licence	11	16	4
Total	49	77	24

Practical examinations for professions:

Profession	Schools	Inspectors	Days of inspection
Pre-school teachers	30	13	26
Nursing	17 hospitals	10	34
Total	47	23	60

Practical examinations for Industrial Diplomas:

Diploma	Centres	Inspectors	Days of inspection
Technical licence	1	2	2
Superior technical diploma	4	4	5
Technical bacc.	4	5	6
Complementary technical diploma	1	1	2
Total	10	12	15

Practical exams at correction centres:

Centres	Inspectors	Days of inspection
1	6 (2 inspectors per week)	20

3.7 OTHER WORK

The number of memoranda and organisational decisions notified by the IG has developed in the following way:

Type	1991	92	93	94	95	96	97
Memoranda	9	4	51	57	64	89	128
Decisions	12	24	38	41	55	91	99

The number of issues dealt with in correspondence and by other means:

Year	1991	92	93	94	95	96	97
Cases	161	206	638	1050	1327	1551	1445

3.8 OBSERVATION OF TRAINING : 1998

1. Training courses observed

TOPIC OF TRAINING	MONTH	DURATION (DAYS)	NUMBER OF INSPECTORS
Nursery school teachers	February	5	78
International education	February	3	12
International education	February	3	12
Training of trainers: Arabic	March	5	16
Training of trainers: English	April	3	7
Training of trainers: various disciplines	May	11	36
Art	May	1	2
Evaluation of attainments	May	2	12
Evaluation of attainments: Technology	June	3	4
In-service courses	July	15	4
In-service courses: Sciences	July	12	10
In-service courses: Technology	August	5	25
In-service courses: Technology	October	3	27
In-service courses: Computer science	November	12	18
Assessment and testing	August	5	all
Assessment and testing: discussion	August	1	7

2. Training for new curriculum, Summer 1998

CYCLE	CENTRES	DISCIPLINES	TRAINEES
BASIC	22	6 - 16	12884
SECONDARY	7	4 - 14	3224

ANNEX 4: DATA ON PEDAGOGICAL COUNSELLORS AND THEIR WORK

4.1 Data Requested

Information was requested on the following aspects of the pedagogical counselling service:

1. Terms of authority for counsellors given in the annual letter by the Minister.
2. Qualifications of counsellors; and training they had received.
3. Numbers of counsellors, by subject specialism; geographical distribution; age; full-time or part-time (number of days / year)
4. Annual distribution of work of counsellors: office work; committee work - subject specialist and other; work in schools; training; other.
5. Form(s) being devised for evaluation of teaching.
6. Any other standard form currently in use or being prepared.
7. Any typical job descriptions that are available.
8. How many counsellors work centrally in support of M. Jammal; what are the duties performed by these people?
9. What is the annual training programme of counsellors, if any?
10. Is there an annual report on the work of counsellors, preferably in French?
11. Have counsellors produced any other official reports? If so, a list of these would be helpful.

Information was received at the end of the consultancy on items 1, 3 and 5. This information is summarised in the tables which follow.

4.2 NUMBERS OF PEDAGOGICAL COUNSELLORS

STAGE	LOCATION	FULL-TIME	PART-TIME
SECONDARY	BEIRUT & Mt. LEBANON	31	60
	NORTH	5	19
	SOUTH		17
	BEKAA	4	11
ELEMENTARY (FRENCH)	BEIRUT & Mt. LEBANON	11	
	NORTH	4	
	SOUTH	4	
	BEKAA	4	
KINDERGARTEN	BEIRUT & Mt. LEBANON	4	
	NORTH	13	
	SOUTH		
	BEKAA	2	

4.3 OBSERVATION SHEETS IN PREPARATION

Several observation forms (fiches d'observation) for the use of counsellors are in use, but that which is currently being developed for use in intermediate and secondary schools in this introductory year of the new curricula is designed for easy completion and processing of entries. It includes the following:

General: Date; Number of visit; Subject;

School: Name; Intermediate or secondary; Foreign language; Boys; girls; mixed; Morning or afternoon school; Day of weekly holiday; Number of classes at grades 1, 4, 7 and 10

Teacher: Name ; discipline taught; diploma; years of teaching service; training courses followed; number of hours of teaching per week; classes taught

Teaching strategies:

Understanding
why?]

fixes the objective(s) of the lesson & describes them clearly; [yes / no /

matches them to the lesson [yes / no / in an appropriate way;
degree of success; in an inappropriate way; why?]

Teaching strategy teacher-centred [yes / no / suitable / unsuitable / why?]

active methods [yes / no / suitable / unsuitable / why?]

mastered management of strategy [yes / no /]
 copes well with problem situations [yes / no]
 mastery of language and ability to express himself correctly
 [Good; average;passable]
 matches language to level of pupils [yes / no]
 refers to documents and teaching aids to fix concepts [yes / no /
 suitable / unsuitable]
 makes good use of documents and activities in the textbook
 [wholly / partially / well / poor use / no use]
 uses supplementary documents and activities suited to the
 objectives and the level of the pupils [yes / suitable / unsuitable / no]
 uses teaching materials and aids (lab; a/v) [yes / no / suitable /
 unsuitable / why?; specify shortages of materials]
 links the lesson to daily life [yes / no]
 links new concepts to those already learned [yes / no]
 aware of inter-disciplinary features [yes / no]
 makes progress in the subject matched to the abilities of the
 learners and the difficulty of the topic [yes / no]
 checks whether students have acquired the concepts of the
 lesson [no / as required]
 adjusts the teaching method to the capacities of the pupils [well / average]
 motivates the pupils [no / yes / how?]
 organises and encourages individual and team efforts [no / yes / how?]
 develops the levels of understanding of the learner [yes / no]

Assessment:

diagnostic	makes sure students have the knowledge required [sufficiently / partly / not at all / why?] deals with the lack of knowledge of the learner [no / yes / how?] formative
formative	establishes that the objectives have been attained [yes / no / how?] enables the learner to evaluate himself [no / yes / how?] in case of deficiency how does he proceed? [targets the source of errors / repeats explanation / corrects collectively / uses supplementary tests and exercises / groups learners according to errors and gaps and gives each group the activities required] uses other paths and means [which?] knows the list of competences specific to the class [yes / no] has difficulty using the list [yes / no] the exercises given test the competences on the list [yes / no]

Pupil behaviour:

Interaction	with the teacher [good / average / weak] with classmates [relates / passive / acts individually] with concepts [good / average / weak] with the textbook and learning materials language execution [good / average / weak]
-------------	--

Interview with teacher

Distribution of lessons and hours foreseen:

distribution of lessons [exists / does not exist / appropriate /
 inappropriate]
 to what extent does the teacher observe this? {comment}
 hours foreseen for each topic {sufficient / insufficient / why?}

Use of the textbook

does the textbook capture the interest of the learners? [much / little /
 no]

- are the style and language suited to the learners? [yes / no]
- do the documents and activities match the objectives of the lesson?
[yes / no]
- is the structure of the lesson clear and easy to apply? [yes / no]
- Use of the teachers' guide
 - is it used? [yes / no]
 - does the teacher feel it is a useful training tool? [yes / no / why?]
- Obstacles and difficulties which impede the work of the teacher:
 - difficulty in understanding educational terminology (objectives; competences; abilities; diagnostic, formative and summative evaluation etc)
 - equipment [exists / does not exist / can't use]
 - difficulties with new concepts [comment]
 - overstaffing [comment]
 - inadequate and inappropriate space [comment]
- Teacher's suggestions:
 - understanding [meeting with teacher / training day / session of training and follow-up]
 - teaching methods [meeting with teacher / training day / session of training and follow-up]
 - best use of documents and labs [meeting with teacher / training day / session of training and follow-up]
 - scientific concepts [meeting with teacher / training day / session of training and follow-up]
 - terminology and assessment [meeting with teacher / training day / session of training and follow-up].

TEACHER: PERSONAL QUALITIES

In another observation sheet, the following aspects are to be evaluated on a six-point scale (Very good; good; average; not up to standard; weak; no opinion):

- observation of timetables and regulations
- care of personal presentation
- public conduct
- relations with other teachers
- personality and ability to hold the attention of a class
- recognises his weaknesses, knows his limitations and his duties
- open to exchange of views and advice from others
- ability to control the class in new situations

4.4 AUTHORITY FOR THE WORK OF PEDAGOGICAL COUNSELLORS

Decree 1335 (26.10.98)⁶

To give teachers tasks within the advice and guidance section of the Directorate General of National Education.

The Minister of Education, in accordance with existing decrees;

Recognising the importance of advice and guidance in raising the educational productivity of teachers in the new programmes and in enabling pupils to choose appropriate lines of study;

⁶ This is a fairly free translation of a handwritten translation into French of the original document in Arabic. It was received just before the end of the mission and there was no opportunity to check its absolute accuracy; but it is believed that it is sufficiently accurate for the purposes of this mission.

To meet the requirements of the new programmes and to help the DCO (directeur du conseil et de l'orientation), central and regional administrations, to strengthen communication between teachers of all cycles and counsellors (enseignants charge de taches pedagogiques);

Has decided:

ARTICLE 1: To task the following full-time teachers of secondary and intermediate cycles, pending the issuing of regulations on the direction of counselling:

[Here follows a list of named teachers, specifying for each their official number, specialist subject, original workplace, new workplace, and number of hours of work per week. The areas of their work are: teaching methods in Mathematics, Computer Studies, the sciences, Technology, Health, foreign languages, Geography, History, Philosophy, Psychology; and Audio-Visual (A/V) methods]

ARTICLE 2: The Director General (DG) is responsible for the counsellors.

ARTICLE 3:

- Counsellors will work as part of a central committee or regional committees on : coordination; improvement of teaching methods; evaluation of teaching; documentation; computerisation; production of A/V aids; laboratories; careers guidance.
- Each regional committee will have coordinators linked with central coordinators.
- Principal coordinators are selected and tasked by the DCO.

ARTICLE 4: TASKS OF COMMITTEES

1. Coordination of teaching methods and assessment.

Make school visits to:

- study teaching methods and quality of pupils' learning in the various subjects using observation and evaluation forms devised for this purpose.
- Study difficulties and seek solutions in collaboration with subject coordinators and school directors.
- Copy lessons for discussion at meetings and seminars.
- Specify learning outcomes to facilitate preparation of tests.
- Organise regular meetings with those working in the regions
- Organise monthly meetings with subject coordinators and encourage teachers to use the books and reviews available in the centres of the central and regional committees.
- Study the questions used in national and school examinations and prepare model questions for distribution to schools, in coordination with NCERD.
- Prepare teaching advice for the various subjects and cycles.
- Prepare short seminars in which the counsellors in turn will make presentations.
- Ensure implementation of the new programmes in each cycle; and provide follow-up and support of the work of teachers as they progressively introduce the new programmes; and evaluate the quality of pupils' learning.

2. Documentation

- Make school visits to study the use of libraries , organisation of loans and value of the operation.
- Prepare lists of books etc. for school libraries in collaboration with coordinators, teachers and specialists.
- Computerise cataloguing.
- Lead short meetings for schools librarians.

3. Computerisation

- Computerise cataloguing of libraries and laboratories;
- Study teaching of Computer Studies;
- Lead short meetings where necessary for those in charge of computers;
- Supervise laboratory activities and the use of computers in the educational process.

4. Audio-Visual

- Prepare lists of A/V equipment , in coordination with NCERD.
- Lead short meetings on the use of A/V aids;
- Organise a loan service for A/V aids, especially videos.
- Supervise the writing of the educational newspaper.

5. Laboratories

- Visit schools to supervise good use of laboratory equipment and materials and A/V aids.
- Note needs for equipment and basic services
- assist those managing and preparing laboratories in technical matters.
- Lead short meetings of those managing and preparing laboratories
- Prepare lists of laboratory equipment in coordination with NCERD

6. Technology

- Make school visits to study the teaching of Technology;
- Prepare equipment lists for Technology in coordination with NCERD.
- Prepare training days for teachers of Technology.

7. Guidance

- Supervise careers guidance for pupils, giving the school, parents and pupils information on the needs of local and national labour markets, in coordination with NCERD, the National Employment Institution, the Ministries of Technical Education, Higher Education and Labour.
- Supervise guidance to pupils which helps to identify their abilities, aptitudes and aspirations;
- Reduce the psychological or social barriers to pupils realising their ambitions.

ARTICLE 5: Various rules:

1. All full-time counsellors should give 20 hours of work per week under the terms of service of secondary school teachers.
2. Central and regional coordinators will work 15 days during the summer to prepare the work of the coming year.
3. Central and regional committees work in the following school premises [Here follows list].
4. Advisers receive allowances for transport (Decree 3950 / 90 as amended and Law 266 / 93).
5. All outdated equipment in all regions, should be returned to the central and Regional committees working under the DCO.
6. Expenses of committees will be met from funds of the schools in which they are housed (Decree 86 / 93 as amended) and from the budget of the DG.
7. Full-time counsellors will work 4 days per week, giving at least 21 morning hours.
8. Counsellors work for the academic session 21 September till 10 July.
9. Counsellors must follow training courses unless highly qualified.
10. Primary, intermediate and secondary schools are included.

ARTICLE 6: To enable the counselling service to work, pending the promulgation of administrative decrees and laws, decisions will be taken by the DG, on advice from the DCO in coordination with the Directors of Primary and Secondary Education, on: ,

- The programmes of the counsellors
- The reports to be produced, and for whom;
- Coordination arrangements between the DCO and the regions; the sections of the Ministry; NCERD; and the Inspectorate.

ARTICLE 7: Counsellors will be returned to their previous posts on the justified decision of the DCO, agreed by the DG.

ARTICLE 8: Three counsellors will work within their specialisms to give temporary full-time support to the organisation and structure of the office of the r DCO and coordination of the work of all counsellors.

ARTICLE 9: This decree supersedes older decrees.

ARTICLE 10: This decree will apply where it is required.

Signed by the Minister of Education Jean Obeid; Beirut; 26 October 1998.

COMMUNIQUE NO. 59 / 98 (5.10.98)

Managers of public primary and secondary schools are asked to report in writing to the Direction of Primary and Secondary Education and to the Region all problems that they encounter in introducing the new programmes, with a view of enabling the team of counsellors to visit and give the necessary help.

COMMUNIQUE NO. 67 / 98 (26.10.98)

In view of the need for counsellors to visit schools to study the teaching methods being used and to help teachers and pupils to make the most of the new programmes, **all in charge of public primary and secondary schools, and regional officials, are asked to:**

1. Facilitate school visits by counsellors
2. Facilitate classroom visits either alone, or with the school director or supervisor or subject coordinator
3. Make available all that is necessary to ensure the success of this work.

Contacts are given to resolve any problems that may arise.

COMMUNIQUE 68 / 98 (26.10.98)

Counsellors are instructed to:

Visit primary and secondary public schools according to a programme that will be drawn up by the DG in coordination with the DCO, the specialised services and the regions with the aims:

- gain up-to-date knowledge of the teaching methods in use in their subject;
- study the introduction of the new programmes in their subject;
- complete questionnaires to evaluate the teaching and improve the educational output;
- identify problems faced by teachers;
- discuss desirable action with the school director;
- make practical suggestions for improving the learning of pupils, the teaching of the subject and methods of development;
- study laboratory equipment and the work that can be done with it.

ANNEX 5: DATA ON GUIDANCE COUNSELLORS (Conseillers d'orientation) AND THEIR WORK

5.1 : LOCATION, QUALIFICATIONS AND NUMBER OF SCHOOLS SERVED (NOV 98)

LOCATION	QUALIFICATIONS			SCHOOLS SERVED					TOTAL
	Master	Licence	Diploma	1	2	3	4	5	
BEIRUT	1	7	6		2	3	2	4	11
MT. LEBANON	2	7		1	1	4	1	2	9
NORTH	1	6	1		2	2	3	1	8
NABATIEH		5	3		2	1	1	4	8
SOUTH		7			2	1			7
BEKAA	1	13	2					15	15
TOTAL	5	45	12	1	9	11	7	30	58

5.2: GUIDANCE COUNSELLORS: WORK DONE IN 85 SCHOOLS IN 1997/98

Mohafazat	Schools	Pupils	Cases	Cases where counsellor intervened	Cases requiring specialised treatment
Beirut	15	2951	251	120	10
Mt. Lebanon	8	3418	526	127	2
North	15	4573	1466	356	83
South	4	853	118	57	2
Nabatieh	10	2923	560	364	13
Bekaa	33	9472	2936	652	10
Total	85	24190	5856	1676	120

5.3 QUESTIONNAIRES USED

Six questionnaires have been prepared:

- The first questionnaire, to be completed by each teacher, records the incidence and extent of backwardness (retard scolaire); disciplinary problems - truancy, absence, hyperactivity, indiscipline, joking; behavioural problems - masochism, insolence, violence, deceitfulness (trecherie); problems of adjustment - daydreaming, timidity, fear, inattention. A supplementary sheet lists the pupils concerned and, for each, describes the problem and known causes. A further sheet lists for each pupil the actions taken, by whom, for how long, and with what results.
- A second questionnaire asks the principal teacher for each class to collect the returns from all teachers of the class and to analyse the problems by type of problem; by subject of study; by who had referred the pupil; and giving the opinion of the principal teacher.
- A third questionnaire is completed by the guidance counsellor for each pupil. This is the working document in which the counsellor notes facts, actions taken, by whom, and outcomes. It includes the use of specialist services outside the school; the state of health of the pupil; his strengths and weaknesses; his relationships with peers and adults; attitudes; self-image and awareness; level of co-operation from parents; and recommendations.
- A fourth document deals with parental involvement, in the form of a formal acknowledgment from the parent or guardian that they have been informed of the actions proposed for their child. The aim is to encourage parental involvement in dealing with the problem.
- A fifth document is a worksheet for completion by the teacher to note behaviour, its date, action taken and outcome.
- A sixth document is a mechanism for a weekly exchange of views between the school and the parents.

ANNEX 6: SELECTED STATISTICS RELATING TO SCHOOL EDUCATION

(data compiled from official statistics, session 1995 - 96)

6.1. PUPILS, BY TYPE OF SCHOOL

TYPE OF SCHOOL	1994-95	1995-96	CHANGE
STATE	240,205	253,480	+ 13280
GRANT-AIDED	111,914	110,860	- 1054
PRIVATE	447,784	464,993	+ 17209
ALL SCHOOLS	799,903	829,333	29,435

6.2. PUPILS, BY CYCLE, CLASS AND TYPE OF SCHOOL

CYCLE	CLASS	STATE	AIDED	PRIVATE	TOTAL
PRE-SCHOOL	garderie	1,919	4,623	25,130	31,672
	jardin I	9,648	10,039	40,103	59,790
	jardin II	16,318	12,153	47,884	61,355
TOTAL		27,885	26,815	108,117	162,817
PRIMARY	1	19,257	20,003	40,445	79,705
	2	22,480	18,261	37,685	77,426
	3	23,617	16,612	36,551	76,780
	4	23,566	16,073	36,073	75,712
	5	20,906	14,096	33,561	68,563
TOTAL		109,826	84,045	184,315	378,186
INTERMEDIATE	1	28,538		37,344	65,882
	2	21,264		33,729	54,993
	3	18,812		30,129	48,941
	4	10,761		27,149	42,870
TOTAL		84,335		128,351	212,676
SECONDARY	1	14,052		18,246	22,298
	2	8,308		14,082	22,390
	3	9,079		11,882	20,961
TOTAL		31,439		44,210	75,649
TOTALS		203,485	110,860	464,993	829,338

6.3. PUPILS, BY MOHAFAZAT (percentages)

MOHAFAZAT	STATE	AIDED	PRIVATE
BEIRUT	1.97	1.09	9.10
MOUNT LEBANON	3.47	2.50	17.46
(Beirut suburbs)			
MOUNT LEBANON	3.41	1.17	6.93
(other)			
NORTH LEBANON	9.53	2.80	9.83
BEKAA	4.77	3.31	6.08
SOUTH LEBANON	4.45	1.47	2.24
NABATIEH	6.97	1.03	6.64

6.4. PUPILS, BY NATIONALITY

Lebanese 97.66%; Syrian 1.44%; Palestinian 1.44%; Other Arabs 0.56%; others 0.55%.

6.5. AGE RANGE IN A CLASS

AGE	NUMBER OF PUPILS	RETARDATION
Primary I		
5-6	12711	
6-7	48225	
7-8	11348	< 1 year
8-9	3895	> 1 year
9-10	1619	"
10-11	708	"
11-12	442	"
Intermediate I		
< 12	31111	
12-13	15512	< 1 year
13-14	10193	> 1 year
14-15	5517	"
15-16	775	"
Secondary II		
15-16	4290	
16-17	9116	
17-18	5691	< 1 year
18-19	2163	> 1 year
> 19	1103	"

6.6 REPETITION AND DROPOUT

Proportions of pupils in general education who passed to next class, or had to repeat, or dropped out.

Passed to next class	80.18 %
Repeated class for first time	10.77 %
Repeated class for > 1 time	0.38 %
Dropped out	8.67 %

2.23% of pre-school children repeated once; 12.87 % of primary; 13.84 % of intermediate; and 9.93 % of secondary pupils.

6.7 CLASSES

35571 classes were formed, of which 37.17 % were in state schools, 11.58 % in aided schools; and 51.25 % in private schools.

Average class sizes were 19 in state schools; 27 in aided; and 26 in private schools.

6.8 ADMINISTRATIVE AND TEACHING STAFF IN SCHOOLS

65302 such staff, of whom: 46.97 % were in the state sector; 7.75 % in aided; and 45.33 % in private schools.

Pupil : teacher ratios were 8 in state schools; 22 in aided; and 16 in private schools.

83.86 % of staff were permanent (cadre); 10.80 % were short term (contractuel) and 0.34 % voluntary in state schools. For aided schools the figures were: 62.44 %, 35.99% and 1.57%, and for private schools: 46.73 %, 52.37 %, and 0.90 %.

69.08 % of teachers were female (61.84 % in state; 86.59 in aided; and 73.61 % in private schools).

Age distribution:

AGE	PUBLIC	AIDED	PRIVATE	TOTAL
< 20	52	59	192	303
20-25	1815	868	3885	6568
25-30	3400	1153	6605	10158
30-35	2049	1024	5769	8842
35-40	5663	592	3950	10205
40-45	6522	465	2861	9848
45-50	5672	370	2532	8574
50-55	3707	217	1711	5635
55-60	1809	135	954	2898
60+	933	97	883	1913
not known	53	46	259	358
TOTALS	30675	5026	29601	65302

6.9 PRINCIPAL FOREIGN LANGUAGE

70 % French; 30 % English.

6.10 TEACHERS: YEARS OF SERVICE

SERVICE	PUBLIC	AIDED	PRIVATE	TOTAL
< 5	3892	1943	10303	16188
6-10	2739	1082	6691	10512
11-15	3130	607	3831	7568
16-20	7048	529	2861	10438
21-25	4464	261	1761	6486
26-30	3857	212	1542	5611
31 +	5322	344	2086	7752
not known	223	48	476	747
TOTALS	30675	5026	29601	65302

6.11 TEACHERS: HIGHEST QUALIFICATION HELD AND NUMBER OF SCHOOLS IN WHICH THEY ARE TEACHING IN SESSION 1995-96

QUALIFICATION	ONE SCHOOL	TWO SCHOOLS	3+ SCHOOLS
Doctorate	335	80	2
Engineer	87	12	
> Master	2177	426	84
Master of teaching	1890	656	156
Licence	14064	2382	313
Univ. certificate	761	71	6
Diploma of Inter-mediate teaching	254	18	1
Dip. Primary tchg.	9033	377	27
Bac. 2nd part	9953	598	58
Bac. 1st part	1911	60	1
Secy. crse. completed	256	15	
Brevet	4752	80	1
Cert scolaire	201	4	
Higher technical	524	14	1
Technical bac.	2081	36	
Tech diplomas	70	2	
Other diplomas	830	45	10
Not known	126	6	

6.13 SCHOOLS, BY CYCLE AND SECTOR

TYPE OF SCHOOL	STATE	AIDED	PRIVATE	TOTAL
<i>Pre-school</i>				
Pre-school only	31		21	52
<i>Primary</i>				
Primary only	55	89	7	151
Prim. & pre-school	325	311	146	782
<i>Intermediate</i>				
Inter. only	62		100	162
Inter & primary	128		10	138
Inter. prim & pre-sch	542		251	793
Inter & pre-school			13	13
<i>Secondary</i>				
Sec. only	82		14	96
Sec & inter.	93		56	149
Sec, inter & prim			5	5
Sec, int. prim, pre-sch			291	291
Sec, int. pre-sch			7	7
TOTALS	1318	400	921	2639

6.14 SCHOOLS: REGIONAL DISTRIBUTION (%)

REGION	PUBLIC	AIDED	PRIVATE
Beirut	2.46	0.95	0.15
Mt Lebanon (suburbs)	3.90	2.77	10.61
Mt Lebanon (other)	7.09	1.74	4.47
North Lebanon	16.07	3.07	5.31
Bekaa	9.75	3.79	4.62
South Lebanon	5.84	1.59	2.96
Nabatieh	4.93	1.25	1.78
TOTALS	49.94	10.16	34.90

6.15. Vocational and Technical Schools: Distribution by region (state sector).

MOHAFAZAT	(STATE) SCHOOLS	STUDENTS	PRIVATE SCHOOLS	STUDENTS
Beirut	4	259	59	1073
Mt. Lebanon (Suburbs)	9	662	90	1983
Mt Lebanon (Other)	3	105	32	477
North Lebanon	4	358	45	737
Bekaa	5	289	14	145
South Lebanon & Nabatieh	4	352	38	542
TOTAL	29	2025	278	4957

6.16 Vocational and Technical Schools: Distribution by region (private sector).

Qualifications:	Licence technique	4 years
	Certificat technique superieur	3 "
	Bac technique	3 "
	Certificat complementaire professionnel	2 "
	Certificat de competence professionnel	2 "

الجمهورية اللبنانية
مكتب وزير الدولة لشؤون التنمية الإدارية
مركز مشاريع ودراسات القطاع العام

MOHAFAZAT	QUALIFICATIONS SOUGHT	STUDENT NUMBERS	
		STATE	PRIVATE
Beirut	licence technique	112	
	tech. superieure	332	1498
	bac. tech	862	2961
	cert complem prof		494
	cert compet prof		163
Mt. Lebanon (Suburbs)	lic.tech.	507	36
	tech. sup.	1232	2986
	bac. tech.	1522	7341
	cert complem prof		513
	cert compet prof		78
Mt Lebanon (Other)	tech sup		233
	bac tech	617	1087
	cert complem prof		300
	cert compet prof		201
North Lebanon	tech sup	285	409
	bac tech	1264	2215
	cert complem prof	20	349
	cert competence prof	19	297
Bekaa	tech sup		67
	bac tech		568
	cert complem prof	1137	109
South Lebanon & Nabatieh	cert competence prof	215	29
	tech sup	15	352
	bac tech	1598	1867
	cert complem prof	66	237
	cert compet prof		65

6.17 HIGHER EDUCATION (PEDAGOGY)

Students in Faculty of Education , University of Lebanon, 1995-96:	Year 1	100
	" 2	105
Institut superieure pour la formation des enseignants; students		10.

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