



Education Statistics

Developing a Professional Community of Information Managers and Statisticians in Sub-Saharan Africa

Availability of relevant information is a *sine qua non* of informed decision-making and public discourse, and the development of information systems is an essential part of the transformation of rigid bureaucracies into responsive learning organizations capable of solving the critical developmental issues in sub-Saharan Africa. Likewise, the integration of statistical services into the management systems and the professionalization of statisticians are prerequisites for improving decision-making.

The many potential resource people in information management in Africa have been scattered, unrecognized, isolated, and under-employed in various agencies, ministries, universities, technical colleges, and other institutions. Ministries of education could have a commanding position over the largest pool of information in the countries and the region. Yet those working with education statistics in Africa have long been isolated and demoralized by general neglect and low status and salary.

To harness their potential contribution, ADEA's Working Group on Education Statistics is becoming a structured network of education information managers and statisticians throughout sub-Saharan Africa. Capitalizing on ADEA's "structured informality" and "best management practices," WGES' National Education Statistical Information System (NESIS) program promotes collaboration and resource sharing among ministries and funding and technical agencies.

Professional development and collegial sharing

NESIS has been developing technical modules for capacity building. However, more valuable as outputs than the modules, which must be continuously updated, are the motivated, trained, and experienced professionals who carry on the module-development process. Diagnosis, prototype development, pilot testing, implementation, and application are not simply a series of technical tasks but a process of enhancing the participants' knowledge, skills and systems understanding.

Guided by a strong sense of mission, the NESIS corporate culture puts a premium on its members' role as modernizing reformers responding to urgent demand for information to address the acute developmental issues facing their countries.

NESIS focused first on managing "self-regenerative" knowledge, creativity, innovation, and the development of best practices in organization, methods, tools and services. As Quinn and his co-authors observe in "Managing Professional Intellect: Making the Most of the Best,"² and as the NESIS teams have demonstrated, "highly motivated and creative groups often outperform groups with greater physical or financial resources.... Organizations that nurture carefully [self-motivated creativity] in their people can simultaneously thrive in the face of today's rapid

changes and renew their cognitive knowledge, advanced skills, and systems understanding in order to compete in the next wave of advances."

The NESIS development cycle

The phases of the NESIS development follow a cyclic pattern.

1. Following the diagnosis of the national statistical information system, countries that demonstrate policy-level commitment by designating a high-level advisory council and information-management experts are selected for pilot projects.
2. Within the country, the NESIS team helps organize the experts into problem-solving teams. They work under contract, within a given time and budget, requiring fast learning by solving real problems. The teams are introduced to a culture that emphasizes mentoring, professional standards, and strong incentives to understand, systematize, and advance the development objectives.

I N S I D E

- **The ADEA Working Group on Education Statistics**
- **The EFA 2000 Assessment in Sub-Saharan Africa**
- **Benin MPs Mobilize for Education**

3. National teams are brought together for periodic regional peer reviews, sharing of experiences, and demonstrations of success, which not only disseminate valuable knowledge but also stimulate competitive spirit through objective praise and criticism that nurture meritocracy, objectivity and performance appraisal. Out of these intensive interactions among colleagues, outstanding individuals gain special recognition and respect by peers and emerge in leadership positions in the regional groupings.
4. These regionally recognized professionals become spokespersons, advisors, and leaders in peer reviews, conferences, and training workshops. They are often requested to assist in other member countries and invited to participate in collaborative projects and mutual assistance programs.
5. Each country team goes through phases of WGES membership, starting out as an associated member (participating in WGES activities), progressing to full membership (hosting pilot or test projects), and graduating (successfully completing full implementation). The graduates of this process gain admission into the WGES Steering Committee and constitute the professional core that guides and participates in mutual assistance and provision of training opportunities in the region.

This cycle is now in its third generation, as the membership has expanded from

the original five to 47 countries. The first generation of five pilot country teams assisted the second-generation of ten countries. As for the first-generation graduates, some have become professional systems analysts in an upgraded EMIS department. Others have become policy advisors in their ministries, and one is dean of the Faculty of Information Sciences in his university. Some were snatched up by agencies, but the NESIS development cycle continues to produce new generations.

Managing the professional network

Once self-managing teams had been developed in pilot countries, the NESIS program began building a region-wide network in which sub-regional groups can set their own development priorities and task-oriented teams can work together and reconfigure as new challenges arise. Opportunities for frequent information exchanges and face-to-face interactions are essential for sustaining a viable network of collaboration among experts, institutions and agencies. To develop the network and provide supporting services, two sub-regional nodes have been established, the East and Southern Africa region support-unit in Harare, in 1998, and the West and Central Africa region unit in Dakar, in 1999.

The network is organized in the way information specialists work together best—not in a hierarchical structure but in a self-organizing configuration. It relies

upon the specialists to form task-oriented teams that exceed the capabilities of any one specialist. Just as self-organizing capacity is vested in national advisory councils and technical teams, the sub-regional groupings are guided by advisory groups and the NESIS graduates, who are not only technically competent but also skilled at organizing task-oriented workgroups.

Thus, the NESIS program has contributed significantly to the development of a professional community of information management specialists in sub-Saharan Africa. The concrete impact these professionals are having was manifested in the active participation of virtually all 47 sub-Saharan African countries in the EFA 2000 assessment [see article on page 8] and in the efficient information systems developed by several countries [See articles on Burkina Faso, Zimbabwe and Zambia on pages 5, 3, and 11].

KO-CHIH TUNG

COORDINATOR

**ADEA WORKING GROUP ON
EDUCATION STATISTICS**

1. See "Partnership for Capacity Building of Sustainable National Statistical Systems for Education Policy", in *Partnerships for Capacity-Building and Quality Improvements in Education*. Paris: ADEA, 1999, pp.103-118.

2. J.B Quinn, P. Anderson, and S. Finkelstein, "Managing Professional Intellect: Making the Most of the Best," *Harvard Business Review*, March-April 1996, p.186.

3. See articles in this issue on the pilot projects conducted in Zambia (p. 11) and in Burkina Faso (p. 5).

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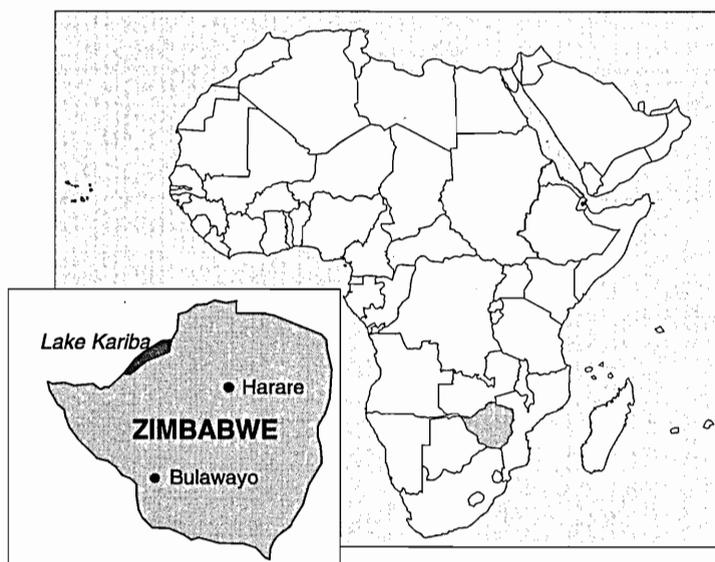
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Zimbabwe: Country-led Information Systems Development

Zimbabwe has scored a series of successes in developing a policy-responsive information system in the Ministry of Education. It began by building capacity at the central and provincial levels and is now working at the district level. In the process, it has improved data collection and processing capacity, enhanced staffs' skills and knowledge base, institutionalized the Education Management Information System (EMIS), and improved communication in a decentralized environment. The beneficiaries of these efforts are the planning, monitoring, and management functions at the various levels of the education system. Key members of the team involved in developing the EMIS were asked to tell us about their system, its starting point, its current status and the critical factors of success in building and sustaining the system.



The starting point

The massive expansion of the education system in the post-Independence era was accompanied by an increased demand for teachers, instructional materials, infrastructure, financial support, and other resources. It also created a pressing need for a system capable of producing accurate and timely information for decision-making. In 1985, with the support of USAID, the Ministry developed and implemented a mini computer-based Education Management Information System (EMIS).

Typical of externally driven projects, however, the system was fraught with operational and management problems. The Ministry did not have the capacity to support and maintain the system, so was dependent on the vendor. Hardware and software lacked the flexibility and compatibility needed to share data across heterogeneous platforms and systems. Yet because the software was proprietary, Ministry staff could not modify it in response to organizational changes. Moreover, the system relied on an outdated schools database that could only generate fixed aggregate summary reports and tables. The annual schools survey, used to generate data, fell short of providing information that users needed. Data were not policy-anchored or relevant so were of little use to decision-makers. They were not disaggregated by gender, urban/rural dichotomy, or other such analytic variables.

Enlisting the participation of key actors

Following NESIS's Diagnostic Survey in 1993, Zimbabwe agreed to participate in a pilot project on Education Development Indicators (EDI). Funded by UNICEF within the framework of the NESIS program of the ADEA Working Group on Education Statistics, the EDI generic module was a tool designed to produce education statistics on a set of core development indicators.

To operationalize the module in Zimbabwe, the Ministry formed various committees. At the policy and decision-making level, the National Steering Committee comprised members from the Ministry of Education, Sport and Culture (MOESC), the Ministry of Higher Education and Technology, the University of Zimbabwe, and the Central Statistical Office. The NESIS Team was made up of members from MOESC's operational divisions. A technical committee was derived from the latter, serving the NESIS module phases: schools records management, the Annual Schools Survey, database development for education indicators (EDI). Two officers in the ministry's information department were trained in the use of the application development program. They helped develop each of the module phases.

The EDI pilot project

Following the development of the EDI module in 1994, the NESIS team tested the prototype in the Midlands region, chosen because it represents the country's entire education system. The region has eight districts, with both urban and rural settings; the latter are further subdivided into communal, resettlement, commercial farming and mining settlements.

The initial data set of the module focused on five aspects of the education system:

- Access (gross and net intake ratios for first graders);
- Participation (gross, net, and age-specific enrolment ratios for primary education);
- Internal efficiency (dropout, promotion, and repetition rates);
- Human resources (trained and untrained teachers and teacher qualification levels);
- Quality (pupil-classroom, pupil-teacher, and pupil-trained teacher ratios).

Later the module was expanded, and the data sets were disaggregated by location, gender, districts, and other variables pertinent to the needs of users. The pilot run proved successful in terms of coverage, quality, and relevance of the data, and the results, published in the *Midlands Report*, highlighted the shortcomings of the former information system.

The benefits of Zimbabwe's new information system

The NESIS program has benefited Zimbabwe in many ways:

- *Improved data collection:* The Annual Schools Survey questionnaire now covers the broad spectrum of the education system and incorporates Education for All (EFA) core performance indicators. The data and information gleaned from the survey is reliable, complete, user-related and policy-anchored. School heads know how to fill in the questionnaire, so the quality of data has improved.
- *Improved processing capacity:* The new Wide Area Network-based EMIS is composed of Local Area Networks at headquarters and the regional offices.

The system cascades down to the Ministry's fifty-nine districts. Data sharing and network connectivity between district offices, regional offices, and headquarters is facilitated through dial-up network services and remote access services. The Ministry is now setting up the district offices' systems so that data can be captured and analyzed at that level. This network enhances the accessibility of education data.

➤ *Enhanced skills and knowledge base:*

The nationwide training of EMIS staff imparted skills and knowledge in systems support and administration, database administration, data processing, interpretation, and analysis. Users at the lowest administrative levels have direct access to information that helps them allocate resources, plan, monitor, evaluate—in other words, manage—the education system.

➤ *Institutionalized EMIS:*

The EMIS unit that was previously under the Policy Planning section has graduated into a full-fledged section. Though the regional and district levels are still operating from within the inherited structure, thereby stifling professional and innovative growth of personnel at these centres, the Ministry is making an effort to create EMIS units at each administrative level.

➤ *Generic EDI application module:*

The Zimbabwe experience served as a basis for developing a NESIS module containing good-practices guidelines, a training handbook in designing and programming the EDI database, and a case study of the Midlands. This module has been used throughout Africa in training and preparation for both the EFA mid-decade and end-of-decade assessment. It has been the model for the development of the indicators template for the global EFA2000 Assessment. It is available on the NESIS website at <http://www.unesco.org/nesis>.

Why the program has been successful

There are several reasons underlying Zimbabwe's success in building a useful and responsive EMIS. First, the system

was developed using a participatory and user-driven approach. This guaranteed acceptance and ownership by the user communities within the Ministry. Through various committees and forums, participants developed a shared commitment and common way of planning future events. The participatory approach aided in fostering cultural changes in the Ministry and shifts in attitudes toward the new technology. It tapped the creativity of senior management, gaining their enthusiasm, ownership and commitment. The involvement of senior management also served to guarantee the provision of the requisite resources and infrastructure.

Second, the formal and informal training was pivotal to the success of the program. The knowledge and skills imparted to the technical team served as a driving force behind the Ministry's endeavours for self-sustainability. The statistics unit was transformed into a policy-supporting EMIS section and its staff into multidisciplinary systems development professionals.

What remains to be done

There is an urgent need to incorporate education statistics in the mainstream curriculum and operations of the Ministry. This could be achieved by producing the requisite instructional materials and training programs. Also, because human, financial, and other resources are scarce in sub-Saharan Africa, there is a need to create centers of excellence on the various aspects of education statistics. These centres would impart knowledge and skills to Ministry staff throughout the sub-region. Finally, better coordination between the sub-region and the donor community is vital for the continued success and implementation of programs of this nature.

EVANS CHITANDO

HEAD OF STATISTICS

SIMPLISIO RWEZUVA

SYSTEMS DEVELOPER

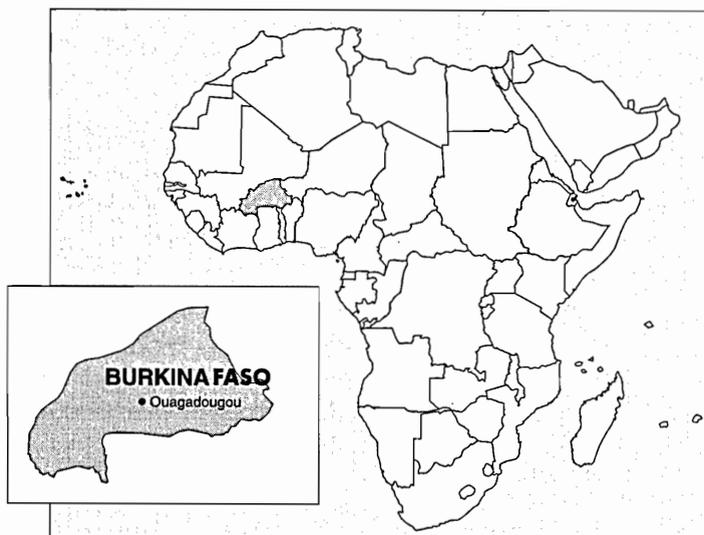
HONEST MUZUNGU

SYSTEMS ANALYSIS

DIVISION OF INFORMATION AND STATISTICS,
MINISTRY OF EDUCATION, SPORT AND
CULTURE, ZIMBABWE

Burkina Faso: Improving Data Collection and Management

In 1997 Burkina Faso redefined its statistical needs and initiated major efforts to improve the collection of data. New questionnaires were created and meetings were organized for school directors and district managers to acquaint them with the new data-gathering methods. Subsequently, an efficient database management system designed for decentralized use was developed and tested in three regions.



In 1997 Burkina Faso introduced a new administrative landscape. As a result the country faced a need for different statistical requirements, which led it to rethink the whole process of gathering educational statistics. The undertaking was supported by the Working Group on Education Statistics.

A preliminary study identified the information needs

The first task was to make an inventory of statistical needs in the different units of the Ministry of Basic Education and Literacy and its different development partners, whether NGOs or international organizations. Different sources of statistical information were also identified so that data gathering could be rationalized and duplication avoided.

Refining the new means of collection

The results of the study were incorporated into a new and very thorough question-

naire. The headings were designed to make them easier to fill out, to computerize answers, and to consult. Response categories were presented as "boxes to tick." Both headings and individual items were ordered in a logical sequence.

Some new headings were

also introduced. These touched on the socio-economic environment of the school, its recruiting pool, the socio-professional background of the parents, and financial resources. A special effort was made to distinguish between different groupings of students: single grade, mixed-grade or double sessions. To do so, the concept of a "pedagogical group" was introduced in reference to a group of students at the same grade level, pursuing the same studies, taught by the same teacher, in the same class, at the same time. The survey also asked for information about classroom facilities so that teaching conditions could be accurately assessed.

A national effort to collect annual data

The reliability of educational statistics depends first and foremost on the quality of the basic information. Thus a special effort was made to train all school directors and to make them aware of the new data-gathering methods. A three-stage cam-

paign was organized:

- First, a series of awareness-building meetings were held with the responsible administrators in the various decentralized districts. Some 350 people were shown the questionnaires and given instructions.
- Then a National Educational Statistics Day was organized throughout Burkina Faso, and all directors of both public and private schools were invited to attend a briefing and receive their copies of the questionnaire.
- Finally, a series of regional workshops was held. This time all the district managers came together to turn in their questionnaires.

Thanks to the conscientiousness and dedication of the district managers the operation has been running successfully now for three years. Nearly all the 4500 directors of private or public primary schools participated in this year's National Educational Statistics Day and, just three weeks later, nearly all the surveys had already arrived back at the central office.

A new data management system to serve the whole sub-region

Most countries in the sub-region share the desire to develop an effective and reliable information system. Burkina Faso also wanted to create a synergy between local and international experts in building its new statistical system. The Working Group on Education Statistics therefore held two sub-regional workshops, one in Lome in June 1997 and the other in Ouagadougou in November 1997, to bring together planners, statisticians, and computer technicians from Benin, Burkina

Faso, Chad and Togo as well as database experts from Unesco and the French Department of Cooperation. The meetings allowed a review of the data and the chance to define the general architecture and scope of the computer model.

The new system was developed in such a way that it can evolve and adapt to inevitable changes in the educational system. This should also make the system easier for managers to master.

An integrated system designed to be fully decentralized

The final configuration will be composed of three interdependent parts (see figure below):

- **The main system, to be located in the Department of Studies and Planning,** will contain the data from the annual surveys. It will be organized around three kinds of information—concerning the school, the classroom, and the pedagogical groups—and will permit both data-gathering and the computerized publication of a statistical yearbook.
- **The data on personnel** will be located in the **Department of Human Resources**, where it will provide the

basis of a personnel management system.

- Eventually a **computerized database** located in the **Department of Examinations and Admissions** will be responsible for managing information coming from different examination centers.

The system was designed for decentralized use and has already been tried in three regions. It should be fully installed by 2001-2002, ready both for data-gathering and publication of the regional yearbooks.

Automated printout of the yearbook and a user's manual

Using raw data and a series of indicators, the special software program will allow automatic printouts of a hundred pre-defined tables. It will produce two types of documents:

- the statistical yearbook, comprised essentially of data sorted by region and province;
- the user's manual, which will organize and present the most important data. Many graphic displays and analytical examples should make the handbook a

valuable and easy-to-use reference book, even for non-specialists.

For the moment, these documents have only been produced at the national level, but in due course their production will be decentralized to the regions.

A system meant to last

The Ministry of Basic Education and Literacy is now equipped with a powerful tool for managing its statistical information. The system was installed gradually and on the basis of clearly identified needs. ADEA's support to the national team, which included several planners and a programming consultant, has allowed ownership of the system. Thus all conditions for the smooth functioning of the new system in the immediate future have been met.

However, full integration of the new tools into the daily administrative routine will only be possible if the management-training program already underway is completed. A training program was implemented two years ago in partnership with the Bobo Dioulasso School of Informatics (*Ecole Supérieure d'Informatique - ESI*).

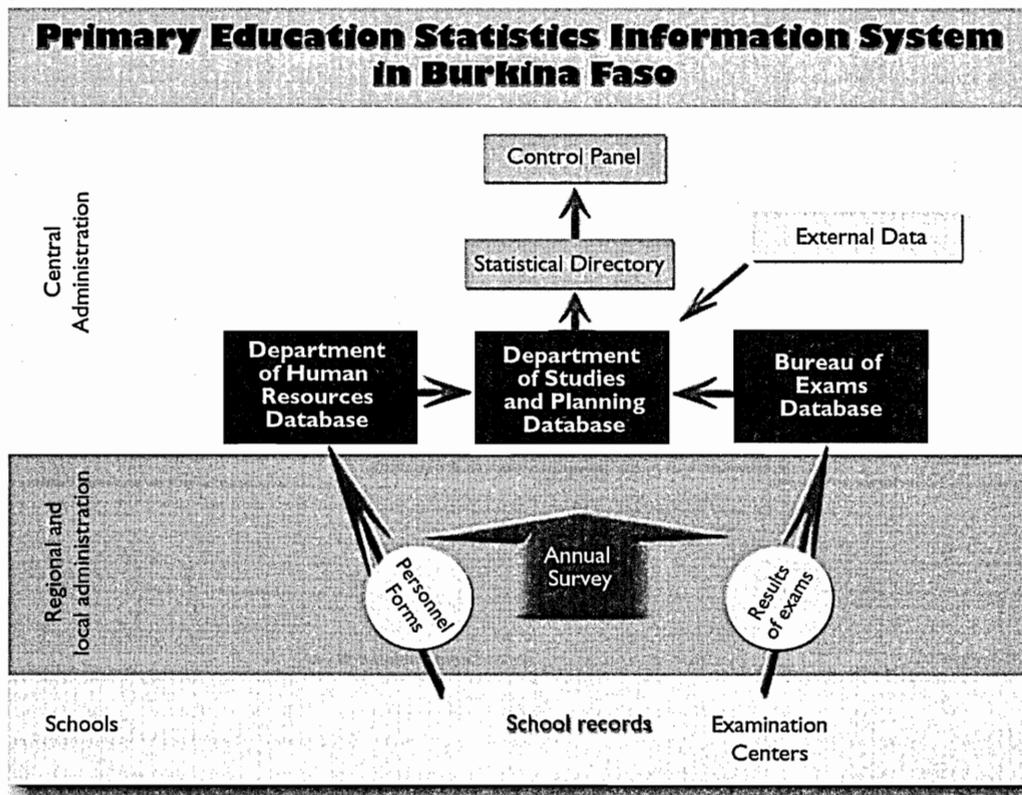
Everything is now ready: the special tools needed for managing the education department's resources more efficiently and for monitoring and guiding the process that will lead to Education for All are in place.

A NESIS technical module based on this system, called "Collection and Handling of Statistical Data" is being developed. It should allow other countries of the sub-region to benefit from Burkina Faso's experience.

SALIMATA SANOU
MINISTRY OF EDUCATION,
BURKINA FASO

THIERRY LAIREZ
TECHNICAL COOPERATION
OFFICER, FRANCE

BERNARD AUDINOS
SUB-REGIONAL COORDINATOR
FOR WEST AFRICA,
NESIS PROGRAM





What is the Working Group on Education Statistics ?

WGES was created in 1989 in response to the growing awareness that well-managed and responsive statistical information services are essential to policy formulation and efficient investments in education. WGES is based on cooperation at both international and national levels between African countries, technical and funding agencies. The lead agency is the Swedish International Development Cooperation Authority (Sida). Other key members supporting or cooperating with WGES are DfID (U.K.), the Dutch Ministry of Foreign Affairs, the French Ministry of Foreign Affairs, NORAD (Norway), the Rockefeller Foundation, UNESCO, UNICEF, USAID, the World Bank and, last but not least, African countries hosting pilot programs.

The WGES Secretariat is located at the UNESCO Harare Office. A team located at the UNESCO offices in Harare and Dakar manages all program activities.

What does the Working Group do?

The Working Group's main objective is to help develop effective and sustainable education statistical information services in sub-Saharan Africa. Furthermore, WGES seeks to ensure that statistical information systems include basic indicators for monitoring primary education.

WGES' main component is the National Education Statistical Information Systems (NESIS) program. WGES also serves as forum to promote contacts between different initiatives relating to edu-

cation statistics and as a clearing-house for cooperation, coordination and networking among agencies and other partners.

The NESIS Program

The NESIS program is a capacity building program which aims at developing the methods and tools that will enable countries to provide the reliable facts and figures necessary for effective policy formulation and education management.

The regional coordination center and the sub-regional office for East and Southern Africa were transferred from Paris to Harare in May 1998. In October 1999, a sub-regional NESIS Office for West and Central Africa was opened in Dakar. The opening of offices in Africa are important steps towards establishing a NESIS professional network in Africa and enhancing cooperation with the countries in the region.

The main activities of the 2000-2001 program include:

- Organization of a network of African institutions and specialists;
- Development of technical modules for systems development in collaboration with African experts;
- Development of training programs in partnership with African institutions;
- Technical assistance for the implementation of national systems in collaboration with agencies;
- Promotion of educational indicators for the continuous monitoring of EFA goals;
- Assistance to ministries of education in publishing statistics and indicators on the Internet.

The NESIS program is currently focused on the development of regional training programs, in collaboration with African institutions and NESIS experts in the region. Materials developed and tested in country pilot projects are now in the process of being converted and elaborated into courseware and training programs.

Major Achievements

Through its principles of African involvement, ownership, and regional cooperation, NESIS has launched innovative modes of development cooperation.

In order to improve information gathering, processing and utilization, NESIS has published six technical modules covering the following areas: systems diagnosis, school records management, data collection, database development, education indicators, and finance statistics. The modules are based on pilot experiences in participating African countries.

The WGES/NESIS network played a leading role in the EFA 2000 assessment. It helped governments collect statistical information, assisted in the drafting of the regional synthesis report based on the national assessments and contributed to the organization of the EFA Sub-Saharan Conference in December 1999.

Web Site: www.unesco.org/nesis

The NESIS Web-Site provides up-to-date information on program activities and materials. The site is also an effective working tool promoting collaboration between NESIS partners all over the world, allowing them to cooperate and exchange experiences and knowledge. ■

How to contact the Working Group:

Working Group Coordinator:
Ko-Chih Tung
UNESCO Harare Office - P.O. Box HG 435
Highlands HARARE - Zimbabwe
Tel: +263 (4) 332 222/ 776 114
Fax: +263 (4) 776 055
E-Mail: nesis@unesco.org
or kc.tung@unesco.org



Assessing Progress Made in Basic Education

In 1990, delegates from 155 countries and representatives from 150 organizations agreed at the World Conference on Education for All that the next decade should be devoted to basic education for all. How well have countries delivered on their commitment to provide basic education to their people? To answer this question, the International Institute for Educational Planning (IIEP) conducted the EFA 2000 Assessment. The purpose of this exercise was not just to measure success and failure but also to reinforce the dialogue on basic education.

In December 1999, delegates of 47 countries in sub-Saharan Africa met in Johannesburg to assess progress made toward the goals of the Jomtien Declaration on Education for All (EFA) and to set the agenda for the twenty-first century. The EFA 2000 Assessment was intended

to find out what has been achieved and analyze what has enabled and obstructed progress toward the goals of Jomtien.

Virtually all 47 countries of sub-Saharan Africa participated in the assessment. The data and information presented in this article are based on the national

assessment reports encompassing 18 statistical indicators and policy reviews of basic learning needs at the ages of early childhood, primary school, youth, and adulthood.

Early childhood education

Although early childhood education is recognized as playing an important role in education, governments have neither the financial nor administrative capacity to engage in this form of education on a large scale. In many cases childcare systems are privately run and limited to those who can afford it. Data on early childhood education are rare and difficult to access, therefore making it difficult to analyze trends and patterns.

At the end of the decade, the numbers of children reported to be participating in an institutionalized form of early childhood education and care vary greatly among countries, and gross enrolments range from universal access in a very few countries to below 10 percent in many countries. The quality of pre-schooling also differs, contributing to large disparities in how the programs benefit those who do attend. Successful approaches that build on local communities or traditional frameworks were reported in Gabon, Gambia, Côte d'Ivoire, Kenya, Senegal, Uganda and Zanzibar.

Three questions to Denise Lievesley Director, UNESCO Institute of Statistics

What are the role, mission and objectives of the UIS ?

UIS was established to coordinate the statistical activities of UNESCO and to raise the relevance and the timeliness of the data that is collected by governments relating to all areas of interests of UNESCO: education, science, technology, communication, arts, culture and heritage. Our mission is to help UNESCO collect higher quality statistical information and to work with countries to ensure that they are able to collect statistics that are relevant to their policy needs. UIS has four main activities. One area is the collection of international data relating to UNESCO's areas of interest. A second is capacity building to help countries collect the data they need. The third area is methodological technical development in order to improve the range and quality of the data. The fourth area is related to the use of the data. We work with policy analysts in order to provide focused statistical material that targets particular areas and to produce policy relevant reports.

What will UIS's role in the EFA follow-up be?

Our role in the lead up to the World Education Forum was important and we will continue to play a major role in post-Dakar follow up activities. Looking at the impact we've had in terms of getting data for the World Education Forum, we're reasonably pleased with what was achieved and much of that is due to the networks that have been built regionally of which Africa is an excellent model. UIS will be the "observatory" of the follow up. A regular monitoring system is needed, we don't want to wait another 10-15 years before we ask ourselves "Did we meet the goals that we established in Dakar?". We have responsibility in ensuring that the data needed internationally and within countries to monitor the goals re-confirmed in Dakar are available. We also have a role to play in monitoring in order to highlight areas where targets are not being met.

In terms of capacity building, are there plans for UIS to reinforce efforts made in Africa?

Capacity building is a major area of our work, and we shall continue to work with countries to make sure that they are collecting data that are of relevance to them, and to assist them to produce country or regional statistical reports. We want to make sure that we build on what the Working Group on Education Statistics has done and that we utilize their networks. Where a substantial piece of work has been done in relation to the building of education information management systems or other statistical work in the field of education, we will lend our support to ensure that sustainable information systems are being established.

Education since 1990

) to universalize primary education and massively reduce illiteracy before the end of the um launched a global assessment of the progress made during the 1990s towards the goal g needs in order to develop strategies for the twenty-first century.

Primary education

Access to primary education is often measured by the Net Intake Rate (NIR), which measures new entrants in primary grade 1 of official school-entrance age as a percentage of the total population of children of the official entry age into grade one. As a result of many more countries adopting EFA goals and observing the official admission age, NIR during the decade has increased about 10 percent among the sub-Saharan countries. This is remarkable, considering the high population growth during the same period. Nevertheless, towards the end of the decade, almost 60 percent of eligible children were not starting grade one at the official age.

Enrolment of primary-school-age children in school, measured as net enrolment, also increased during the decade, though around 40 percent of the official school-age population are still out of school. The net enrolment of boys rose from around 60 percent to 68 percent and of girls from around 50 percent to 54 percent. The increase was more rapid for boys than for girls, and, at the end of the decade, the gender gap was around 13,5 percent. The fact that gender disparities have remained high implies that policies to promote girls' education have not had an impact on global figures.

There are, of course, considerable differences among the countries in the region, with net enrolments ranging from 30 percent to 100 percent (attainment of universal primary education). Among the countries that have reached or are very near to reaching their net enrolment targets for the last decade are Botswana, Malawi, Mali, Mauritius, Seychelles, and Uganda. Those which are far from reaching their targets, have, in most cases, experienced serious economic and political disruptions.

Attrition rates among primary school pupils in sub-Saharan Africa vary

enormously. Many drop out of school before they complete their first four years, which is considered to be the minimum number of years needed to acquire basic literacy. Among those most likely to reach grade five are the children in relatively peaceful and prosperous countries.

Adult education and literacy

Ten years after Jomtien, the rates of illiteracy in sub-Saharan Africa have remained generally very high compared to rates in other regions. Women make up the greater part of those who are illiterate, with rates as high as 80 to 90 percent in some countries. Yet estimates show an increase in literacy rates in all the countries for which data are available. In the majority of countries reporting data, the increase in rates among women was greater than that among men. Out of 39 countries reporting, one-third have literacy rates over 75 percent, another third have literacy rates of 46 percent or lower.

Opportunities and constraints

The attainment of EFA objectives has been facilitated and hindered by a number of factors. The enabling factors are often related to political will, through long-term planning, decentralization, integration and targeting of specific groups such as women and girls. Important innovations, such as evaluation of basic education, integration of different forms of education, use of non-conventional staff, creation of community schools, and experimental approaches to curriculum, have been the starting point for important developments in the management of education and its effects.

A number of constraints, however, have hindered progress. High rates of demographic growth have made it difficult for the supply of education resources to meet demand for schooling. In 1999 the population of primary and secondary

WGES' Contribution to the EFA Assessment

The ADEA Working Group on Education Statistics (WGES), through its NESIS program, played a leading role in the organization of the EFA 2000 Assessment in Africa, providing training in the production of statistical indicators and coordinating the assessment process and the formulation of goals and strategies.

As early as 1996, in connection with the EFA mid-decade review, NESIS developed a module on statistical indicators for monitoring primary school education and applied it in ten African countries. This module was further elaborated for the EFA 2000 Assessment, in preparation for which NESIS conducted training workshops in 1998. This early initiative enabled virtually all 47 countries in sub-Saharan Africa to participate in the assessment.

Organizing RTAGs

In December 1998, the EFA Forum designated two Regional Technical Advisory Groups (RTAGs), one in Harare and the other in Dakar, to organize national assessment and regional conferences. Harare served as the secretariat for the entire region. The initial core of the RTAGs consisted of the regional education advisors of the UK, the Netherlands, France and Sweden, and UNICEF, UNESCO, UNFPA, UNDP and the World Bank. National EFA coordinators elected ten sub-regional representatives to the RTAGs to ensure African ownership of the process.

Building capacity of country teams

National assessments began directly after the EFA mid-decade review in 1996, with the introduction of NESIS indicators.

→ Continued on page 10

→ continued from page 9

In 1998, WGES supported training workshops in how to use the technical guidelines and indicators templates and how to organize an EFA Assessment Task Force.

Each country in the region carried out a national assessment. In September 1999 NESIS brought together in Harare nearly all countries for peer review of national assessments and indicators and assistance in finalizing national reports.

Documenting and sharing results

Following the September meeting, a regional synthesis report based on the national assessments was drafted.

In December the NESIS-EFA team in Harare, in consultation with the South African Department of Education, organized and managed two conferences in Johannesburg for all major stakeholders in African education: governments, NGOs, local and international development agencies. These conferences were an opportunity for stakeholders, numbering well over 600, to identify issues and formulate recommendations on goals and strategies for the twenty-first century.

In April 2000 at the World Education Forum Conference in Dakar, Africa officially presented and delivered the results of the EFA assessment in the form of the national and regional synthesis reports and the Johannesburg Declaration and Framework for Action.

The results of the EFA 2000 assessment are documented in the following reports:

- Report on the All Sub-Saharan Conference on Education for All;
- EFA Framework of Action in Sub-Saharan Africa;
- Regional Synthesis Report of EFA 2000 Assessment in Sub-Saharan Africa;
- Statistical Indicators of Progress Toward EFA in Sub-Saharan Africa. ■

1. These reports are available on the Web (<http://www.unesco.org/efa>) or can be ordered by mail (EFA RTAG Secretariat, UNESCO, P.O. Box HG 435, Highlands, Harare, Zimbabwe) or e-mail (creed@unesco.co.zw).

school-goers reached 220 million, which is 90 million higher than in 1984. This puts greater pressure on governments and education budgets. Other issues, such as the inefficient use of allocated resources, problems inherent to management, institutional instability, and political crises, all weigh against the capacity of education systems to produce positive results. Inadequacy of resources, inadequate integration of the formal and non-formal sectors, and continuing prejudice against the education of girls and women have also exacerbated the problem. The rapid spread of the AIDS pandemic, not predicted in 1990, has also stalled the progress made in the provision of basic education.

Lessons learned

Progress is often made through learning from past errors and successes. The EFA Assessment provided useful lessons from the past ten years. It also pointed to where progress can or has been achieved. Some of these lessons are the following:

- **Improve the management of complex programs:** Joint goals have proven to be complex to implement, particularly those aimed at improving institutional management, quality and effectiveness of learning processes, and organizing partnerships between agencies.
- **Concentrate on activities that have a good chance of being successful:** Programs that have realistic goals, based on earlier successes and failures, should be emphasized to avoid wastage of time, energy and resources.
- **Avoid fragmentation of activities:** The holistic aspect of basic education in a lifelong learning perspective needs to be kept intact while distinctive elements are simultaneously defined.
- **Reinforce partnerships:** The diversity of those involved in improving basic education is an unprecedented asset in Africa. It is essential, however, that support to basic education be efficiently consolidated and managed in order to ensure participation of all major stakeholders at various levels of society.
- **Take into account technical, economic and institutional capacities:** Social, technical, political, and economic

environments have had a profound impact on basic education achievements. Education systems need to adapt to changing conditions so that they continue to function as well as possible and to teach children skills and knowledge that are directly relevant to developments in these areas.

- **Develop policies on illiteracy, poverty, and population:** Correlation analyses have shown a significant relationship between illiteracy, poverty, population growth and educational achievements.
- **Develop policy-relevant information systems:** Relevant and efficient information systems based on statistics, research, and analysis are essential for sound policy and management of the entire education sector.

Future prospects

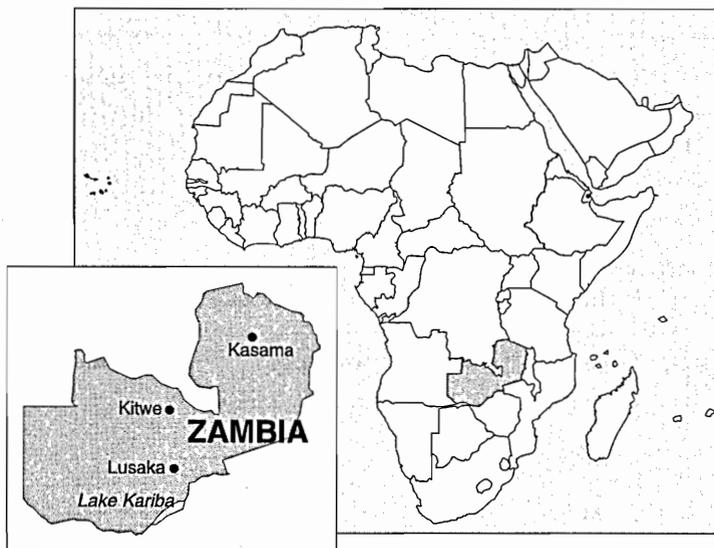
Sub-Saharan African countries have made important progress in basic education. Some have already realized the goal of universal primary education. Some are getting close to it. But many others are still far from reaching it. All need to address quality and relevance issues. Beyond the progress achieved, future prospects for basic education in sub-Saharan Africa will depend on the capacity of policy and management functions of the education systems. The demand for and supply of education will vary from country to country according to the diverse needs of this region. Consequently, the content, delivery, quality, and relevance of a country's education program must be adapted to the diverse needs of its population. In adapting and applying programs, the most important lesson is to focus on the needs of the learners, their communities, and national developmental goals.

Based on "An Assessment of Basic Education in Sub-Saharan Africa, 1990-1999",
EFA Regional Technical Advisory Group, UNESCO

1 Differences in these data and those presented in the UNESCO Institute of Statistics Yearbook or the World Education Report are mainly due to different sources of demographic data. Whereas the UIS Yearbook relies on UN demographic estimations, the EFA reports are based on the countries' own estimation.

Why Are There so Few Books in the Schools?

Information on Books and Education Materials (IBEM), is a joint initiative of the Working Groups on Books and Learning Materials and Statistics. The project aims at developing a monitoring system that tracks books from design to classroom use of books. It has revealed some of the underlying problems of book shortages in Zambian schools—problems that prevail in many countries in Africa. The initiative is intended to facilitate better book production and distribution. This article highlights the preliminary results of the IBEM Initiative and illustrates the use of statistical information in book policy assessment.



Publishers and Booksellers Association of Zambia, and the ADEA Working Groups on Education Statistics (WGES) and Books and Learning Materials (WGBLM). It was designed to help provide a better book tracking system with the goal of increasing transparency and cost effectiveness of the book sector.

the number of books received in the previous year.

The shortfalls in books actually received were calculated from the data. By comparing information between the procurement of books and their destination, discrepancies were uncovered. The table on page 12 contains three examples from the preliminary results and reveals cases both of under-provision and over-procurement of books:

- For booklets prepared on the subject of HIV/AIDS, the schools needed 1.4 million supplementary readers, but only 120,000 were available.
- Although the procurement of 900,000 readers amounted to 70.3% of the need, only a tiny fraction (8.8%) of the books were delivered, leaving a shortfall of 1.28 million readers.
- Schools required a total of 170,634 grade 3 mathematics books in 1998, of which 35,206 were available. The ministry's Procurement Department had obtained 125,000 in 1997, of which schools had received only 9,660. This amounted to a mere 7.7% of the total procured books. Thus, schools were left with a shortfall of 135,426 books.
- A case of over-procurement was observed in books on Zambian languages for grade 8. The schools needed a total of 27,720 books, of which 15,136 were available, leaving a shortfall of only 12,584 books. The Ministry of Education procured 116,000 books, which more than covered the need. In spite of this, only 2.2% of the books were delivered to the schools.

What happened to the books that the ministry procured but the schools did not receive? IBEM is trying to find out. The

Visitors in Africa often observe the shortage of books in the classrooms. For a long time, aid to education in Africa has tried to solve this problem by improving the production and supply of textbooks. Yet, recent research has shown that the problem is related to the coordination and distribution of textbook supplies as well as their production and supply. With better information on where books are in supply and where they are needed, scarce resources could be better used to meet acute shortages in priority areas.

Why statistics on books?

The lack of statistics on books is a major obstacle to adequate decision-making, management and policy formulation. One example of this can be drawn from a study that IBEM carried out in Zambia. This project on a book-tracking system was initiated by the Ministry of Education, the

The IBEM project revealed that vast quantities of books procured by the ministry do not reach the classrooms. In many cases, schools receive only a small fraction of the books reported to have been procured. For the first time, the task force's findings have provided a measure of the problem's magnitude.

The task force compared information on books that had been procured with information on books that were at the schools. Those working on the project compiled data on the subject, grade level, and publisher for each book title procured, the cost and the number of books procured for each title, the cost of distributing each title, and the total cost of each title (procurement plus distribution).

Through its Annual School Survey, the Planning and Statistics Unit collected information on book requirements and availability for each subject at each grade level: the total number of books needed, the annual stock of books available, and

reasons for these shortfalls may be due simply to delays in delivery, or they may involve more complex factors. In any case, the results of the survey demonstrate a need for better traceability in the management and distribution of books. Preliminary observations are as follows:

- Even at the procurement stage, the quantities supplied do not match the quantities required for each subject at each grade level.
- Vast quantities of procured books do not reach the classrooms because of delays or diversion.
- The number of titles delivered to the schools does not reflect what the schools need.
- Delivery systems do not target needy

schools; some are over-supplied and some under-supplied.

- In general, there has been little if any coordinated resource planning and management of book delivery.

The next steps

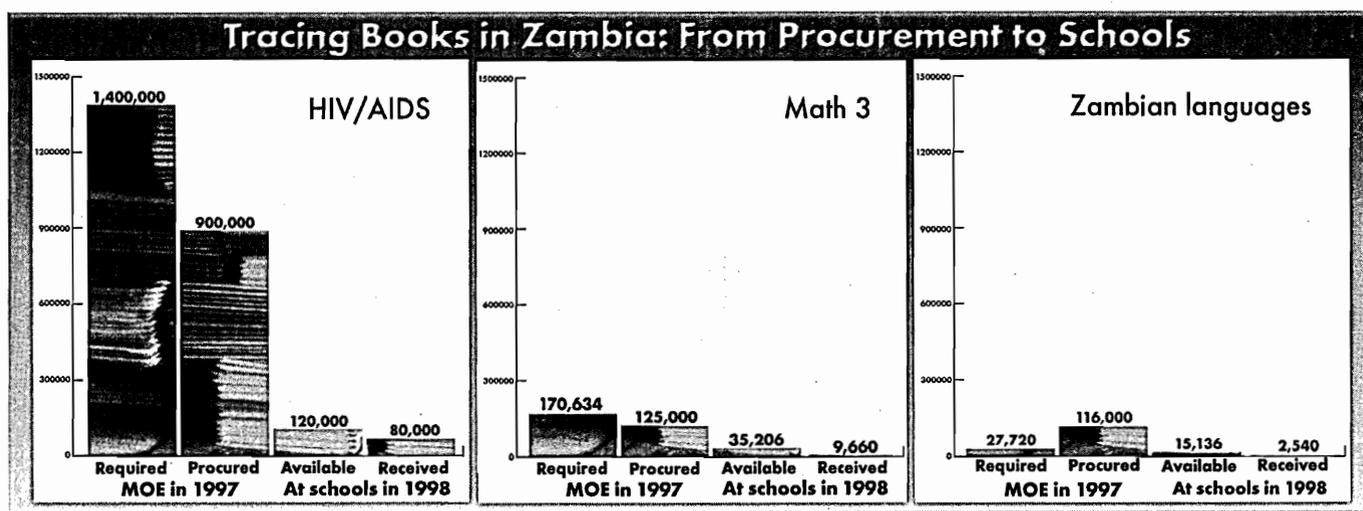
The Zambian IBEM initiative will trace the whole book-chain, from procurement decisions to use of books. The task force designated by the Ministry of Education, includes a technical team made up of six units which are assigned specific tasks. Issues and tasks related to the Annual School Survey will be undertaken by the Planning and Information Department (PID), book procurement by the Procure-

ment and Supplies Unit (MEPSU), monitoring book delivery and use by the Inspectorate, library services by the Zambia Library Services (ZLS), curriculum issues by the Curriculum Development Centre (CDC), and publishers and booksellers by the Book Publisher's Association of Zambia (BPAZ).

Full implementation of this system will be an integral part of Zambia's Basic Education Sub-Sector Investment Program (BESSIP). Updates on significant findings will be published in subsequent issues of the *ADEA Newsletter*.

EMANUEL SILANDA

DIRECTOR OF PLANNING AND STATISTICS,
MINISTRY OF EDUCATION, ZAMBIA



Source: Annual School Statistical Survey 1998

Intra-African Exchanges

Initiatives in Namibia, Guinea and Zimbabwe

Following the 1999 ADEA Biennial Meeting¹, African Ministries wanting to know more about specific experiences presented in Johannesburg approached the ADEA Secretariat. Visits to several countries were facilitated by ADEA within the framework of ADEA's Intra-African Exchange Program:

- In April, a team of five officials from the Ministry of Education in the Gambia

visited Windhoek to explore Namibia's experience in setting up an Education Management Information System;

- In May, four Ministry officials from Chad went to Guinea to investigate Guinea's successful management of teacher redeployment, a political sensitive issue. Following up on this visit, a Guinean official will travel to Chad to provide technical assistance in this area.
- In May, a three-person delegation from Zanzibar's Ministry of Education undertook a visit to Zimbabwe to learn about Zimbabwe's Science project (ZimSci).

ADEA's Intra-African Exchange Program is designed to facilitate the shar-

ing of African expertise, to encourage the development of regional capacities, and to capitalize on successful and potentially "exportable" African experiences.

For more information on the program and how to access it, please contact the ADEA Secretariat. ■

1. The Biennial Meeting was held in Johannesburg, South Africa December 4-9, 1999. The theme was "What Works and What's New in Education: Africa Speaks I". The meeting focused on successful educational experiences developed in Africa which have addressed the problems of access, capacity building and quality. See *ADEA Newsletter*, Vol. 11, Number 1.
2. Papers on Namibia's Education Management Information System, Guinea's teacher redeployment program and Zimbabwe's science project can be downloaded from the ADEA Web Site.

Benin Deputies Mobilize for Education

Last May members of Benin's Parliamentary Commission for Education, Culture, Employment and Social Affairs toured all 12 of the country's provinces. Their purpose was to solicit the opinions of the people on proposed legislation for public education. Djibril Debourou, a Member of Parliament and of the Commission, took part in the consultation, the first of its kind in Benin.

Benin's education system has not been legally reformed since major political changes occurred in 1990. Following the *Conférence Nationale des Forces Vives*, held in February 1990, Benin entered a transitional period of government. Then the legislature met for the first time in April 1991, thereby lending support to the restoration of democracy. Immediately after the General Assembly on Education, held in October 1990, a proposal concerning the education system was sent to the National Assembly. Had it been voted on, this draft legislation would have replaced the 1975 ordinance, which, by default, has continued to govern the country's education system, despite the profound political changes that have occurred in Benin. As it happens, the draft law of 1990 was never voted on.

Under the signs of democracy, partnership and shared responsibility

Parents, teachers, and some funding agencies have decried this legal vacuum even more vigorously than the country's leaders. The Commission for Education, Culture, Employment and Social Affairs decided to act. The MPs have taken the debate seriously; they are aware of the importance of the issues, the numbers of social groups involved, and the desire for transparency. They also want the process to help encourage democracy in Benin. The discussions in the provinces were the beginning of a great public movement and interest in education, fueled by the unanimous decision on the part of the MPs to leave the narrow confines of the Governor's Palace, where the Parliament meets, and to hold hearings on the draft law in each of Benin's twelve provinces.

This national consultation, organized with financial support from ADEA, set itself the following goals:

- Inform the public and build awareness of the draft legislation on education;
- Solicit suggestions and take note of the concerns of the various partners involved in education;
- Meet with and listen to national and international NGOs involved in developing the education sector;
- Inform the Minister of Education and Scientific Research and his staff of what people living far from the decision-making center of Benin are thinking.

For once, the legislative and executive branches reached out to one another in perfect accord: they would build the national school system together. The usual political quarrels and differences within the National Assembly were put aside during the three long weeks of this novel exercise.

Having momentarily tabled their political differences, the MPs serving on the Education Commission are ready to join forces for the common cause of education.

The great rush of public interest in education, along with the unusual parliamentary initiative, are emblematic of certain significant changes in Benin:

- Usually, the MPs maintain adversarial and highly political relations with the government ministers. But for once, the legislative and executive branches reached out to one another in perfect accord: they would build the national

school system together.

- The usual political quarrels and differences within the National Assembly were put aside during the three long weeks of this novel exercise in transparency and democracy. The 83 MPs represent 24 political parties and belong to six parliamentary groups. The 13-member Commission on education, among whom there are five university professors, and two each from secondary and primary education, reflect the highly diverse political configuration of the Benin parliament. Nevertheless, the issue of education succeeded in bringing together people whose political interests have often divided them.

These exceptional conditions, together with the impulse they gave to direct democracy, have led to the kind of debate most likely to ensure widespread support for any future legislation. The law will define a vision of education for the third millennium. It will establish priorities and incorporate the movement towards decentralization that is already underway in Benin.

Some setbacks

As attentive legislators, the MPs wished to come up with helpful compromises. Yet various obstacles thwarted their enthusiasm and energy. For one, there was suspicion in some circles. Some people suggested, wrongfully, that the MPs were already beginning their campaigns for the presidential elections a year away. Union supporters and even a few Commission members forgot which tribune they were addressing and wandered off into subjects far removed from those on the agenda.

But these slip-ups were generally dwarfed by the overall high quality of

→ *continued on page 14*

OAU Decade of Education

West African countries define priority areas for education in the sub-region

January 24-28, ECOWAS (Economic Community of the West African States) countries met in Banjul, the Gambia to discuss and propose ways of implementing OAU's Decade of Education Action Program. The main objectives of the meeting were: (i) to select priority areas for the sub-region and propose ways of implementing them; (ii) to strengthen cooperation initiatives and coordination mechanisms among African countries and regional organizations.

Ten priority areas were identified and countries came forward to lead the design and implementation of activities. The priority areas (with lead countries in brackets) are the following:

- Development of science, technology and professional training (Nigeria)
- Promotion of the development and dissemination of textbooks and teaching materials (Senegal)
- Research in Education, evaluation and strengthening of documentation (Ghana).
- Communication in support of education in West Africa (Benin)
- Education of girls and women in West Africa (FAWE)
- Literacy programs and teaching in national languages (Mali)
- Education for culture of peace (Sierra Leone and Liberia with the assistance of UNESCO)
- Development of programs for early childhood (Senegal and Liberia)
- Education to promote regional integration (Guinea and Niger in cooperation with ECOWAS and OAU).
- Education for life skills (Senegal and Ghana with the support of UNESCO).

The Gambia will act as the Secretariat in charge of coordinating Decade of Education activities in West Africa. ■

→ continued from page 13

debate. More serious was the attitude of the agencies and development partners. By extending their discussions to include the international development agencies, the Commission hoped to promote a sense of co-responsibility based on confidence in all actors, whatever their role. In the interests of good governance the Parliament wanted to be open to everyone. Invitations were sent to agencies to a parliamentary hearing on the draft law. Yet out of eight invitations, only three agencies showed up, with the other five conspicuous by their absence. The national representatives of Benin were greatly disappointed, and the MPs are wondering if the development agencies are harboring doubts about Benin's exercise of democracy, with its collegial spirit and openness to external partners.

These setbacks can in no way detract from the tremendous national interest aroused by the exercise. Even the other permanent commissions of the Parliament the enthusiasm was overwhelming. The President of the Economic and Finance

Commission wants to lead a similar exercise, following the same model. By working together regardless of their leanings, the MPs have impressed Benin's people and inspired greater respect for government. And the exchanges with a wide range of players have given the MPs a better understanding of the education issues than they had before the national forum took place.

For once, legislation will be the fruit of a long process of consultation instead of a fistfight between government and the Parliament.

DJIBRIL M. DEBOUROU

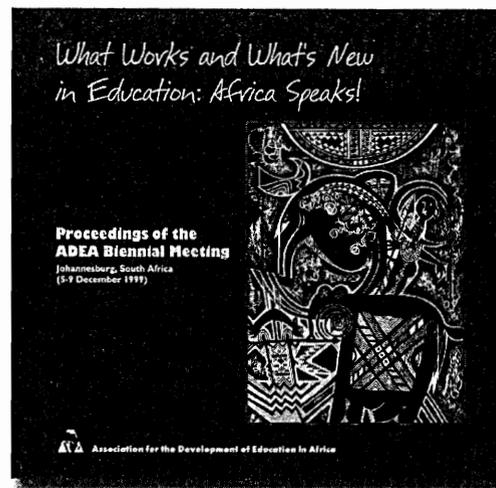
DEPUTY IN THE BENIN NATIONAL ASSEMBLY,
MEMBER OF PARLIAMENT, CULTURE,
EMPLOYMENT AND SOCIAL AFFAIRS

1. *Conférence nationale des forces vives*: National Conference held in February 1990. The Conference recommended structural and curriculum changes within Benin's educational system. It was organized within the framework of a vast movement to reform education between 1988 et 1991. The conference preceded the *Etats généraux de l'éducation* in October 1990.

Books
Books
Books

Report of ADEA Biennial Meeting

Proceedings of the ADEA 1999 Biennial Meeting are now available. The ADEA 1999 Biennial Meeting took place in Johannesburg, South Africa, December 5-9, 1999. The theme was: "What Works and What's New in Education: Africa Speaks!"



Copies of the report can be ordered from:
ADEA Publications

7-9 rue Eugène-Delacroix, 75116 Paris, France;
Tel: +33/(0) 145 03 37 96 Fax: +33/(0) 145 03 39 65

E-mail: adea@iiep.unesco.org

The full text of the report is also available on ADEA's Web Site at
<http://www.adeanet.org>



Teachers and the Struggle Against AIDS

Combating AIDS is an ADEA priority. The Working Group on the Teaching Profession, francophone section (WGTF/fs) met in Lomé to promote strategies in the struggle against the pandemic. Teachers are the center-piece of their action plan. They are not only the main target group for information on AIDS but also the principal vectors for implementing effective prevention programs.

On May 29 and 30, the WGTF/fs held a seminar in Lomé (Togo) on the theme: Education and AIDS in the Francophone countries of sub-Saharan Africa. Thirteen countries participated: Benin, Burkina Faso, Chad, Côte d'Ivoire, Djibouti, Gabon, Guinea, Madagascar, Mali, Niger, Central African Republic, Senegal and Togo.

Policies for combating AIDS

The countries present in Lomé outlined the AIDS situation within their boundaries as well as the health and education measures being undertaken to prevent and cope with the disease.

Policies have developed in three phases. The first phase was one of recognition, for taking stock of the disease and implementing ways to measure its development. The first phase occurred at the end of the 1980s and early 1990s. It was marked by a certain dynamism on the part of experts, the medical profession, and community groups. However, the attitude of political leaders, who had not yet realized the magnitude of the problem was rather wait-and-see.

During the second phase national plans were drawn up with support from international donors. These consisted mainly of information and education initiatives designed to promote awareness of "safe" behavior among the population.

The third phase is now underway and

consists of finding ways to enable the funding of generalized tritherapy "cocktail" treatments. At present, most countries are unable to finance such a scheme.

The experience of several countries shows that two factors are necessary for implementing effective measures against AIDS:

- The government's commitment is essential in order to develop a policy for combating the illness. Government commitment is needed to define and implement objectives and to coordinate action among the different ministries.
- Fighting the pandemic also requires a major funding commitment¹.

Experience shows that the ministries of education and health have every interest in cooperating with each other. National examples have demonstrated that education is the place to promote preventive social action (safe sex, awareness about problems linked to drug addiction). Such campaigns are not just for young people in schools. In fact, the teacher's influence plays a very important role in fostering awareness in villages and remote communities.

What role for WGTF/fs?

Participants proposed a number of concrete actions concerning teachers that could be integrated into national plans for combating AIDS.

These included:

- *Strengthening cooperation between the health and education sectors.* Health provides the technical skills whereas education can intervene at the local level. In particular, suggestions were made to: (i) revive school health services and open them up to teachers; (ii) create AIDS information and documentation units intended for teachers; and (iii) involve teachers in implementing health programs such as those directed at youth and local communities.
- *Undertaking action for staff management and screening of the disease.* Participants recommended that countries conform to international practice with regard to screening so as to respect individual rights and ensure confidentiality. Participants also felt that it has become urgent to develop strategies allowing countries to assume responsibility for those needing treatment.
- *Developing initial and continuing education on HIV/AIDS for teachers.*

At the end of the meeting, the national teams were asked to draw up national action plans, which will be integrated into multisectoral national plans. These will be presented to the ADEA Steering Committee in October 2000. ■

1. The countries reported that the tritherapy cocktail treatment costs between CFA 300,000 and 400,000 per month (approximately 400-570 US \$) and per patient. This cost is well beyond the average monthly salary of the civil servants at the meeting.

HIV/AIDS: What other Working Groups are doing:

- **The Working Group on Higher Education** has commissioned studies to assess the impact of HIV/AIDS on universities and learn how university communities are responding to this threat. The studies will cover institutions in the following countries: Benin, Côte d'Ivoire, Ghana, Kenya, Namibia, Nigeria, South Africa and Zambia.
- **The Working Group on Statistics** is planning to develop a "quick survey" module that will assist countries in collecting HIV/AIDS-related indicators during the Annual School Surveys.
- **The Working Group on Books and Learning Materials** is planning to conduct an inventory of supplementary teaching and learning materials. The inventory will include life skills and AIDS awareness-related materials.
- **The Working Group on Female Participation** has entered into a partnership with other organizations to provide reproductive health services.

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IIEP Workshop on the Impact of HIV/AIDS on Education
27-29 September

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Bureau of Ministers Meeting
18 October

Meeting of the ADEA Steering Committee
19-20 October

ADEA WG Coordination Meeting
23 October

CONFEMEN Meeting
26-27 October.

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WGESA Steering Committee
Paris, France

WGBLM Forum
Accra, Ghana

Ghana Book Fair
11-17 November

Commonwealth Ministers of Education
26-29 November

ADEA Activities

ADEA Bureau of Ministers Meeting

- Meeting of the ADEA Bureau of Ministers. Paris, France, 18 October.

ADEA Steering Committee Meeting

- Meeting of the ADEA Steering Committee. IIEP, Paris, France. 19-20 October.

ADEA WG Coordination Meeting

- Meeting of the WG Leaders and Coordinators. IIEP, Paris, France. 23 October.

Working Group on the Teaching Profession, Francophone Section (WGTF/fs)

- Steering Committee Meeting. Paris, France. 20-22 September.

Working Group on Books and Learning Materials (WGBLM)

- Technical Meeting. Harare, Zimbabwe. 1 August.
- African Books Collective Launch. Harare, Zimbabwe. 1 August.
- WGBLM/Ministry of Education/Irish Aid Workshop on "Lesotho's Textbook Rental Scheme" Maseru, Lesotho. 20-21 September.
- Joint Working Group/Ministry of Education/World Bank Workshop on Strategic Planning Issues in Book Sector Programs. Dakar, Senegal. 26-29 September.

- NABOTU Workshop on Book Sector Issues. Kampala, Uganda. 25-30 September.
- African Publishers Network (APNET)/Pan African Booksellers (PABA) Forum on the publishing/bookselling interface. Ghana Book Fair. Accra, Ghana. 11-17 November.

Working Group on Early Childhood Development (WGECD)

- Policy Study Project Workshop. Johannesburg, South Africa. 22-24 August.

Working Group on Education Sector Analysis (WGESA)

- Steering Committee Meeting. Paris, France. 6-8 November.

Working Group on the Teaching Profession, Anglophone Section (WGTP/as)

- Teacher Resources Centre Workshop. Tanzania. Dates to be determined.

Other Activities

Zimbabwe International Book Fair (ZIBF)
Harare, Zimbabwe. July 28 - August 5.

The views and opinions expressed in authored articles of the ADEA Newsletter are those of the authors and should not be attributed to ADEA or to any other organization or individual.

IIEP Workshop on the Impact of HIV/AIDS on Education. IIEP, Paris, France. 27-29 September.

CONFEMEN Meeting. Bamako, Mali. 26-27 October.

Ghana Book Fair. Accra, Ghana. 11-17 November.

Commonwealth Ministers of Education. Halifax, Nova Scotia, Canada. 26-29 November.



Association for the Development of Education in Africa

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Please address all correspondence to :

The Editor, ADEA Newsletter
Association for the Development of Education in Africa
7-9 rue Eugène-Deleacroix,
75116 Paris, France

Tel: +33/ (0) 145.03.37.96

Fax: +33/ (0) 145.03.39.65

E-mail: adea@iiep.unesco.org

Web Site: <http://www.adeanet.org>



Association for the

Development of Education in Africa

ADEA NEWSLETTER

VOLUME 12, NUMBER 4

OCTOBER-DECEMBER 2000

Linking Education, Pedagogy and Communication

ADEA embarked on its Communication for Education and Development (COMED) program with an understanding that education and communication are critically linked and, in many respects, tailored from the same cloth. Both have the same stock-in-trade, which is the transmission of information and knowledge.

Education is about the cognitive and social learning of children and young adults. Much of the process involves the transmission of information, knowledge and skills (and values, too) to the learners. Education systems and educators teach individuals—hopefully all individuals—on a highly organized and mass basis. This implies a system that is organized and managed, one that provides its services to all children of eligible age. The challenges are daunting. Everybody in society is concerned by them—all want the best for their children and many have opinions on how these challenges

should be met, who should do them, and how much they should cost. Very quickly, and with little effort, education becomes political.

Communication is also about the transmission of information and, sometimes, knowledge. In today's societies communication happens—increasingly but not exclusively—on a mass scale through newspapers and electronic media. However, mass communication is very differently organized than education. It is not concerned with developing individuals and societies for the future, and it has a very different sense of social responsibility. Mass communication is for today, whereas education is for the future.

Furthermore, in today's mass societies there is a symbiotic relationship between education and communication. This phrase takes on its full meaning when we

look at the marketplace for communication enterprises. Most forms of mass communications, the written forms in particular, target an educated clientele. Educated populations are good for the communication business. However, in order to educate on a mass scale, education systems and their decision-makers need to communicate with their public, which includes the public at-large of parents and taxpayers as well as specifically concerned groups such as teachers (generally the largest labor force in a country) and university students, each of which often has its own claims on the resources of an education system. Our challenge is to know how to unite these forces and constraints so that the development of education will benefit from the power and reach of the means and practices of communication.

Inside

- **The Communication for Education and Development Program**
- **Country Experiences from Benin, Guinea and Uganda**
- **MEP Workshop on the Impact of AIDS on Education**
- **2000 Zimbabwe International Book Fair**



Books on pedagogy and communication together in a large Paris bookstore.

What we have learned

We are beginning to learn that the success of education policies and reforms often depends on the abilities of education systems' leaders and decision-makers to effectively communicate their policies, proposals and programs. This was pointed out by several case studies done for ADEA's Prospective, Stocktaking Exercise that were presented and discussed at our Biennale held last year in Johannesburg. Examples of this are the systematic use of communication strategies by education ministers in Guinea and Senegal to promote their respective policies of teacher redeployment and volunteer teachers. These cases provide striking examples of the effective and proactive use of communication to promote politically difficult policies that wound up having a significant impact on improving primary school enrollments.

The picture, however, is much larger than that. Our mass societies are becoming more democratic and pluralist. An increasing number and variety of voices—all concerned by education—want to be heard. The demands of transparency and accountability are increasingly present. It is in this context that we aspire to education for all, with quality and equity.

With these understandings, ADEA, in cooperation with the World Bank and its Norwegian Education Trust Fund, developed the COMED program. Its basic

objectives are to enable (i) journalists to have better understandings of education and (ii) education communication officers in ministries to have better understandings of the hows, wherefores and whys of communication. In this second issue of the *Newsletter* focused on this program (the previous issue was Vol. 11, No. 2 of April-June 1999), we report on the realizations to-date, what we have learned from our work, and the road ahead [See article on page 3].

Indeed, we have learned much about the importance of the task, as well as the inherent difficulties. For example, by working together with education ministry communication officers and journalists specializing in education, we learned the extent to which the ministry-media relationship is characterized by mutual frustrations, and the importance of overcoming them. Professor Opubor's article discusses this [See article on page 7].

We are learning that availability of information, especially reliable information that the media will consider "newsworthy" (i.e., that speaks to their economic interests), is central to developing a communication for education capacity. Also, we are learning that the type of information provided by education management information and assessment systems (EMIS) is essential. This includes the information itself and its user friendly availability to journalists. For this reason, ADEA has responded favorably to requests from journalists in

Senegal to organize a workshop on education statistics for journalists.

Last, but far from least, we are also gaining a better understanding of the linkages between communication for education and the overall governance of education sectors. This governance stretches well beyond the education ministries into civil society and into national parliaments. This is illustrated by the article on the experience of the Education Commission of Benin's Parliament [See article on page 11].

Communication—its reach, processes and the means by it occurs—is increasingly globalized. In Africa, people are increasingly listening to and watching the global networks such as BBC, RFI and CNN, which, in some places, are crowding out the national information sources. This has consequences for news and communication that is local in nature. We will need to learn how to reconcile national communication needs with the emerging global realities. One response to this challenge could be to bring these private, international players into our network and develop partnerships with them.

We will continue to learn as we go forward. The stakes are high—nothing less than the effectiveness of educational change and the responsiveness and adaptability of education systems to their environment.

RICHARD SACK
ADEA EXECUTIVE SECRETARY

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COMED: Building Systems and Structures to Promote Consensus on Education in Africa

The Communication for Education and Development (COMED) program was launched in 1998. Since then, COMED has trained over 100 working journalists and ministry of education communication officers from 29 countries. These trained specialists now constitute the basis of a network of media and communications professionals with a special interest in education. This article outlines the objectives of the program, reports on what has been achieved so far, and highlights future activities planned.

It also points to areas where the COMED network will be called upon to advance education in Africa.

Popular participation is now accepted as a precondition to sustainable social and economic development. There is a general consensus that economic and political reform, good governance and democracy can succeed in a country only if the population is aware of, and directly involved in, the planning and execution of public policy. Without informed reporting and analysis of policy issues in the mass media, governments cannot be held accountable for their decisions. If they are not held accountable and their policies are not subject to informed and serious scrutiny by citizens and the media, public management and decision-making are not likely to improve.

However, public awareness and support for development policy initiatives can only be generated through an adequate flow of information and feedback between policy makers and the population. To guarantee such a regular two-way information flow, institutions must develop their capacities to design and disseminate information. Governments, particularly in Africa, have often failed in their task of public education because they have neither the human and financial resources, nor the institutional capacity to plan and execute the information and communications programs needed to generate public support for policies, reforms and the development process. Even in those African countries with developed mass media systems, journalists are not well informed enough to serve as effective public educators on development is-

ues. This is all the more apparent in education, the sector with the largest share of national budgets, the greatest number of partners and very often, the most virulent crises and conflicts.

The objectives of the COMED program

The COMED program was initiated to systematize the concept of popular participation and empower citizens to become active participants in the development process. It is designed to assist governments in establishing structures able to conceive and implement information and communications programs. The program is a joint initiative conducted by ADEA, the World Bank and the West African News Media and Development Centre (WANAD) with financial support from the Norwegian Education Trust Fund. The capacity building component of the program aims at creating, within education ministries, the expertise needed to produce and deliver targeted messages to the multiple partners in education, including civil servants, parents, teachers, students, NGOs and funding agencies.

Given the key role of the mass media in disseminating information, COMED also gives special emphasis to training African journalists in how to report development issues.

What has been achieved so far

COMED was launched at a meeting in Cotonou in September 1998 that brought

together journalists and communication officers of ministries of education from 12 sub-Saharan countries. Participants assessed the communication needs of the region and developed a capacity building

Public awareness and support for development policy initiatives can only be generated through an adequate flow of information and feedback between policy makers and the population.

To guarantee such a regular two-way information flow, institutions must develop their capacities to design and disseminate information.

program for African journalists and communication officers of ministries of education. This program was subsequently presented to ministers and deputy ministers of education at a meeting organized by ADEA during the OAU Conference on the Decade of Education (COMEDAF1) which took place in Harare in March 1999. The ministers commented on the program and approved it, and COMED set out to carry out the agreed activities.

Three sub-regional training workshops for journalists and communication officers were organized in 1999 and 2000 in Cotonou (for Western Africa), in Harare (for Eastern and Southern Africa) and in Yaoundé (for Central Africa and

the Indian Ocean countries). The main objectives of the regional workshops were: (i) to reinforce the ministries' capacities to effectively communicate education policies and programs to the larger public; (ii) to enhance the journalists' skills in education reporting and engage them in the task of promoting education in Africa; and, (iii) to build a network of African communication and media professionals specialized in education.

Another important objective was to encourage the development of a working relationship between journalists and communication officers, which often have an antagonistic relationship. They were deliberately invited to attend the same workshop, which lasted ten days, so that each group would get acquainted with the other. Participants from both groups were brought together during common sessions investigating topics such as "What Makes the News?" (an analysis of headlines in education) or "Issues in Education," and separated during working sessions geared to their specific training needs. This approach proved constructive, as each group shared its professional concerns, needs and frustrations. In many cases, journalists and communication officers from the same country had developed a camaraderie by the end of the workshop. Participants expressed hoped that the mutual understanding that has started to develop will lead to a rapport based on professionalism, respect, and eventually trust.

At the national level, COMED held a first "pilot" training workshop in Dakar for Senegalese journalists and ministry of education communication officers. The workshop was organized jointly by the President of the Network of Education Journalists and the communication officer of one of the three ministries of education. Lessons learned from this workshop will guide the organization of future national workshops.

In addition to these training activities, COMED financed the travel expenses of 16 journalists in 2000 to facilitate the coverage of the following events: The World Education Forum (WEF) in Dakar (in April), the Zimbabwe International Book Fair in Harare (in June) and the Sahel Conference of Heads of States on Educa-

tion in Bamako (in November). Numerous press conferences and briefings were organized for the journalists during these events. We are pleased to report that in Bamako, Heads of states of Burkina Faso, Chad, Guinea, Mali, Niger and Senegal declared that they were resolved to set up forceful communication policies that would inform and mobilize their populations around education policies and reforms [See excerpts of the Bamako Declaration on page 16].

ADEA was also invited to make a presentation on COMED at the OAU Regional Seminar on the Decade of Education in Banjul. West African countries listed communications as a priority for the region, and Benin, in collaboration with the WANAD Centre, was mandated to draw an action plan for the region.

What next?

The COMED program has now been in existence for two years. The first capacity building phase (training at the sub-regional level) has been completed, and it is time to look back on what has been achieved, evaluate results, and take stock of lessons learned. This will be done in December, at a meeting hosted at the WANAD Centre in Cotonou.

The results of the December workshop will guide the implementation of future activities. In 2001, the program will enter Phase III (Capacity Building at the National Level), Phase IV (Network Reinforcement) and Phase V (Using the Network). The program activities for these phases will be carried out in parallel. National training workshops for education journalists and communication officers will be organized in Benin, Côte d'Ivoire, Kenya, Nigeria, Uganda and Zimbabwe, in close collaboration with the journalists and communication officers who have been trained at the regional level. Tool kits for training at the national workshops are being produced, based on the modules offered at the regional level. National workshops will be carried out in other countries in 2002 and following years, with some training delivered through distance learning modes offered by new information technologies.

Other training activities planned in 2001 include a three-day workshop on education statistics that will be organized in response to a request from the network of education journalists of Senegal. The objective of the workshop, which is being organized in collaboration with the ADEA Working Group on Education Statistics and the International Institute for Educational Planning (IIEP), is to help journalists understand, analyze and use education statistical data in their work.

Phase IV (networking) will consist of two main elements: (i) the establishment of an Internet infrastructure for journalists and communication officers that have participated in the COMED workshops; and, (ii) the launching of an electronic forum and a Web site to promote information exchange between the network members and provide continuous training opportunities. Internet connection and the installation of computers for communication officers of ministries of education is expected to continue in 2001 through USAID's Leland Initiative. COMED is seeking additional funding to provide a similar infrastructure for education journalists involved in the COMED sub-regional workshops through their national networks or associations.

Using the COMED network to advance education in Africa

Phase V (Using the Network) will also start in 2001. COMED's three sub-regional workshops have trained over 100 journalists and communication officers from 29 countries. These professionals now constitute the foundation of a COMED network of media and communication professionals with a special interest for education. This network will grow as more participants are trained at the national level. How this network can tangibly contribute to advancing education in Africa will be a major point of discussion in Cotonou at the December Meeting. Already Education For All is on the agenda.

AKIN FATOYINBO

SENIOR COMMUNICATION OFFICER,
WORLD BANK
AND

THANH-HOÀ DESRUELLES
INFORMATION AND COMMUNICATION
OFFICER, ADEA

COMED Program Activities, 1998-2001

■ Phase I (Needs Assessment)

Experts' Consultation Meeting (Cotonou, Benin, October 12-16, 1998)

28 experts including two ministers of education from Benin and Côte d'Ivoire, and communication officers and journalists of 12 African countries (Benin, Cameroon, Côte d'Ivoire, Ethiopia, Ghana, Kenya, Mali, Nigeria, Uganda, Senegal, South Africa, and Zimbabwe).

Ministerial Meeting on Communication for Education in Africa (Harare, Zimbabwe, March 18-19, 1999)

50 participants including ministers and deputy ministers from 13 countries (Burkina Faso, Cameroon, Central African Republic, Ghana, Kenya, Mozambique, Namibia, Nigeria, Senegal, South Africa, Uganda, Zambia, and Zimbabwe).

■ Phase II (Capacity Building - Regional level)

Sub-Regional Training Workshop for West Africa (Cotonou, Benin, September 18-19, 1999)

28 journalists and communication officers from 10 countries (Benin, Burkina Faso, Côte d'Ivoire, Ghana, Guinea, Mali, Niger, Nigeria, Senegal and Togo).

Sub-Regional Training Workshop for Eastern and Southern Africa (Harare, Zimbabwe, February 2000)

24 journalists and communication officers from 10 countries (Eritrea, Ethiopia, Kenya, Malawi, Namibia, Uganda, South Africa, Tanzania, Zambia, Zimbabwe).

Sub-Regional Training Workshop for Central Africa and the Indian Ocean (Yaoundé, Cameroun, July 1999)

20 journalists and communication officers from 9 countries (Burundi, Congo, Cameroon, Chad, Gabon, Madagascar, Mauritius, Mozambique, Rwanda).

COMED Evaluation Workshop (Cotonou, Benin, 6-9 December 2000)

■ Phase III (Capacity Building - National level)

Pilot National Training Workshop for Senegalese Journalists and Communication Officers (Dakar, Senegal, April 2000)

36 journalists and communication officers representing 19 Senegalese media organizations.

National Training Workshops

Workshops planned in Benin, Côte d'Ivoire, Kenya, Nigeria, Uganda and Zimbabwe in 2001.

Training Workshop for Journalists on Education Statistics (Dakar, Senegal, May 2001)

Journalists from Benin, Cap Verde, Guinea-Bissau, Guinea, Mauritania, Mali, Niger, Senegal.

■ Phase IV (Network Reinforcement)

Creation of an Internet Forum for Journalists and Communication Officers

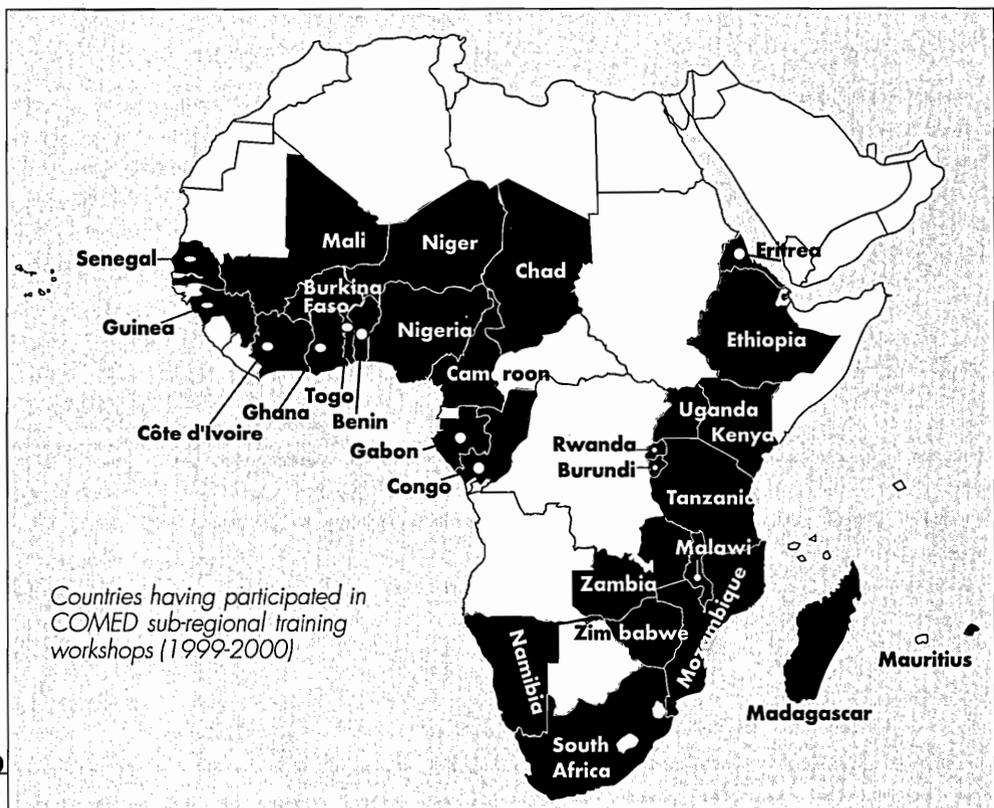
Promotion of information exchange between members.

Exchange activities for Communication Officers and Journalists

Activities will be organized within the framework of ADEA's Intra-African Exchange Program.

■ Phase V (Using the Network)

Education For All Campaign (2001)



COMED and the Norwegian Education Trust Fund

The Norwegian Education Trust Fund has provided continuous financial support to the COMED program. ADEA asked Dr. Birger Fredriksen, Director of Human Development, Africa Region, at the World Bank, to talk about the Fund and its support to COMED.

Why is the World Bank supporting the Communication for Education and Development (COMED) Program ?

The overall objective of the World Bank's assistance strategy is poverty reduction. Basic education for all is a necessary condition for reducing poverty because it empowers the poor and thus supports sustained economic growth and improved quality of health and living conditions. Basic education enhances the status of women and the crucial role they play in the family and the economy. It also helps promote the development of more democratic and participatory societies. Today people in more than half of the countries in sub-Saharan Africa (SSA) have literacy and basic education levels that are well below that of people in industrialized countries and even that of people in newly industrialized countries at the time they started their path of sustained economic growth. Given the knowledge needed today to benefit from the technical revolution, and to compete in the global economy, SSA countries must dramatically improve their level of basic education in the next decade in order for them to achieve their development objectives.

Against this background, the World Bank supports the COMED program in order to help policy makers, opinion leaders, parents, students, and others understand the crucial role education plays in the development process. The COMED program can encourage them to become more actively involved in ensuring that education systems respond to the challenges presented by poverty. African journalists and African media have a very important role to play in this regard.

The Bank's support comes primarily through the Norwegian Education Trust Fund. Can you explain what the Norwegian Education Trust Fund is (role, mission and objectives) and how it operates ?

The main objective of the Norwegian Education Trust Fund (NETF) is to assist countries in preparing education sector development programs that are financially and socially sustainable, set ambitious targets for reaching Education for All (EFA), and can attract external financing to support their implementation. Within this framework, the NETF also supports activities designed to remove barriers to rapid development towards EFA,

including barriers to advancing girls education, early childhood development, and adult literacy, as well as activities to help mobilize political, moral and financial support for accelerating the development of basic education. The COMED program fits well within this objective. The Education Department of the Africa Region of the World Bank manages the NETF, and most activities are implemented either at the country level by the countries themselves (e.g., project preparation), or by partner organizations (e.g., policy-oriented workshops and the COMED program). The Fund also supports important pieces of sector work in the above areas. All activities are undertaken within the framework of the UN Special Initiative for Africa (UNISA). Under this Initiative, the World Bank and Unesco are the co-lead agencies for the education component.

What other activities are funded through the Norwegian Education Trust Fund ?

Over the last three years, the NETF has provided about \$12.5 million in support of three kinds of activities. The first is the preparation of education sector development programs. Support in that area has been provided to more than twenty SSA countries. The second is various sector studies. The third is policy and training workshops, of which there have been about 25. These include COMED workshops, workshops for training teacher union officials and for parent/teacher organizations, and sub-regional technical workshops on adult literacy, early childhood development, girls' education, textbooks, languages of instruction, and recruitment and financing of teachers.

The next three workshops are all geared to promote follow-up to the Dakar World Education Conference. The first is a Heads of state Conference on Education for Burkina Faso, Chad, Guinea, Mali, Niger and Senegal, hosted by the President of Mali in Bamako on November 27, 2000; this will be preceded by a two-day conference of ministers of education and finance. The second is a conference on the NGOs' role in achieving the EFA goals, organized by UNESCO in Bamako as well, on November 29 - December 1, 2000. And the third is a conference among the SADC Ministers of Education, to be organized by the SADC secretariat, scheduled for February 2001. ♦

Helping to Shape Emerging Specializations

COMED organized three sub-regional training workshops for journalists and communication officers in 1999-2000. In many African countries, communication positions are relatively recent. Functional roles are often unclear, vary widely and are still evolving. Professor Alfred Opubor, who developed the COMED training curriculum, reports on the workshops and lessons learned. He provides some insight on how COMED is helping to shape emerging specializations.

The Experts Consultation in Cotonou that launched the Communication for Education and Development (COMED) program in September 1998 foreshadowed it, and three subsequent sub-regional training workshops confirmed it: Communication for education and development in Africa is a field in which professional standards, procedures, and identities are still evolving. At the launching meeting held in Cotonou in 1998, regional experts described communication officers in ministries of education and journalists reporting on education issues as often unsure of each other's motives and mandates. Suspicions seemed to result from feelings among senior ministry managers that

journalists could not be trusted to report education issues accurately. Among journalists, the general feeling was that valuable information was being hoarded and access to news sources and materials deliberately impeded.

Professional identities are still evolving

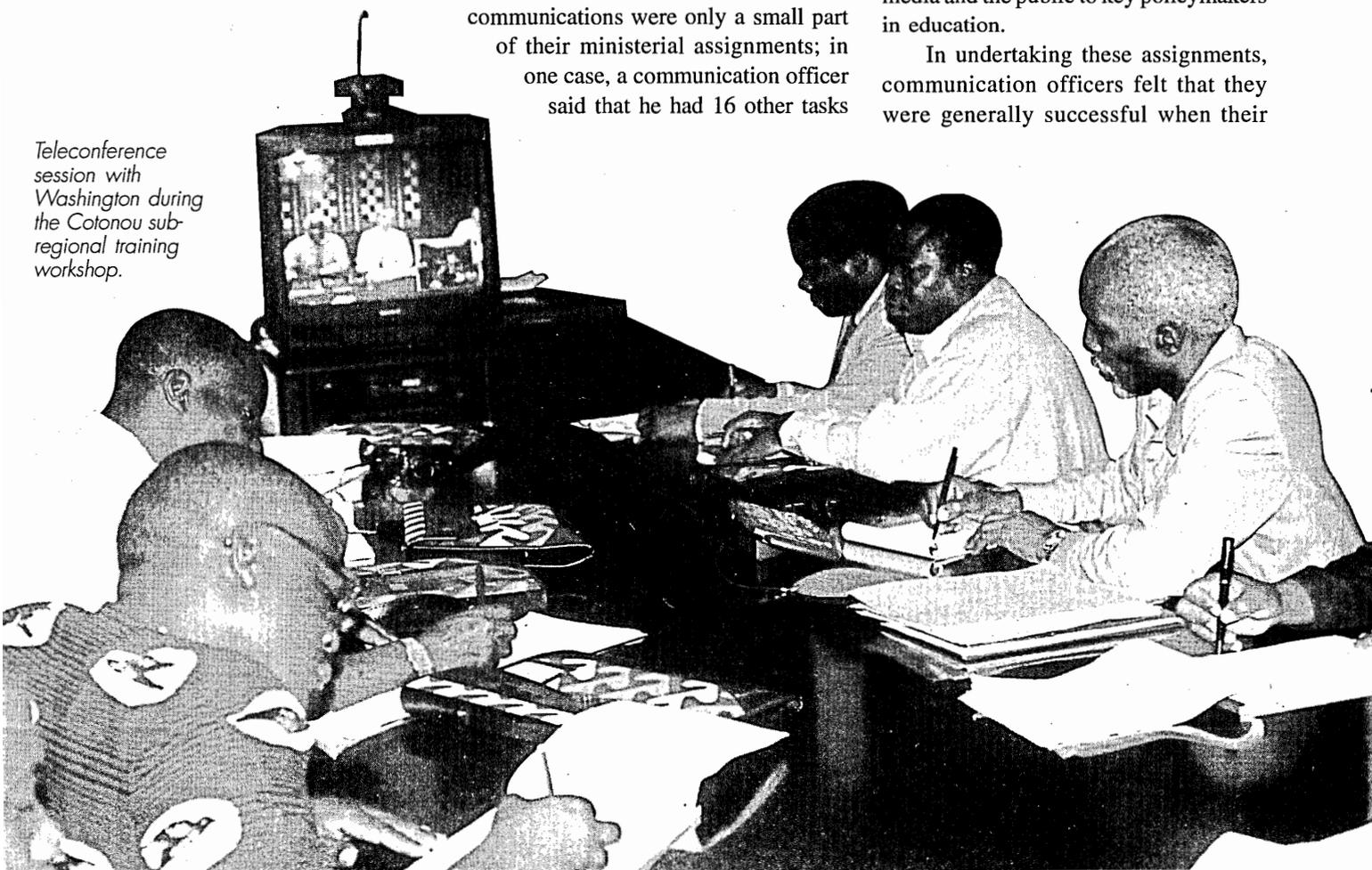
Communication officers, as the go-betweens, felt insecure, unsure about their terms of reference and their professional identity. In subsequent sub-regional workshops, several expressed frustration at the lack of resources and institutional support they received. Many felt that the positions they held were established for education officers and that communications were only a small part of their ministerial assignments; in one case, a communication officer said that he had 16 other tasks

in his job description. Therefore, they were often unable to make the impact they felt was necessary and possible. In contrast, a few ministries have created special departments for media and public relations, which have led to corresponding improvements in professionalism and to some success stories. South Africa was cited as an example, and Côte-d'Ivoire was reported to be planning a new structure.

Regardless of the institutional contexts in which they work, participants agreed that their communication tasks included arranging press briefings and conferences, organizing media coverage of ministerial activities, reacting to negative media stories, and providing access for media and the public to key policymakers in education.

In undertaking these assignments, communication officers felt that they were generally successful when their

Teleconference session with Washington during the Cotonou sub-regional training workshop.



senior colleagues in the ministries created an environment of openness to the media, especially at the ministerial level. They also expressed the need for specialized guidelines on access to information, in the absence of—or in addition to—national policies on information and communication, including freedom of expression.

Participants also felt that training in journalism and communication skills would improve their media relations by enabling them to present more professional press releases and to design effective strategies for ministerial communications efforts. Visits to private-sector communications agencies such as Lintas in Harare, and Particulier in Yaounde, while opening up possibilities for strategic communication partnerships for public education and information on educational issues, also underscored the required investments of time and money in effective, results-oriented communication campaigns.

Editorial support to education journalism still low

For their part, journalists were able to share a wide range of opportunities and formats for communicating about education in their countries. Samples of special education pullouts and columns from national newspapers were presented. For Kenya's *Nation* and Uganda's *New Vision*,

a team of in-house correspondents and freelancers produce such pullouts and columns on a weekly basis. Zimbabwe's *Daily News* has a weekly page for education stories; and in Nigeria, the *Vanguard* reports fairly regularly on education, as does the News Agency of Nigeria, NAN. Yet in the majority of media establishments, there are no facilities or editorial support for journalists wanting to specialize in education. Hence the need for advocacy with publishers and editorial directors.

Radio and television programs devote airtime to education and development issues, including broadcasts in national languages, which reach large groups of listeners. This indicates a need to involve broadcasters more actively in future COMED training workshops, especially at the national level.

Professional networks ease relationships between journalists and communicators

In workshop discussions, journalists seemed to become more aware of and concerned about ethical considerations and professional standards in reporting education. But they insisted that while this

awareness might reduce criticism by education officers of sensationalism and inaccuracy, it still might not eliminate their irritation with critical reporting. In Senegal and Nigeria, where education reporters and correspondents are organized in professional networks, they tend to have more structured and less conflictual relationships with communication officers and education news sources, perhaps as a result of enhanced mutual credibility.

Perhaps the most memorable experience for the majority of participants was the sessions on information technology, where they received explanations and hands-on instruction on the use of computers and electronic information processing, including use of the Internet for research. An added bonus was that everyone went home with brand new e-mail addresses, which will facilitate the building of an electronic network and promote contact after the workshops.

Enthusiasm was high at the end of each workshop. Speaking on behalf of his colleagues at the closing in Harare, Aggrey Kibenge of Uganda said, "This workshop has enhanced our competencies... We now understand better the issues in education that hinder development." He also felt the workshop had built partnerships and initiated a network beyond national boundaries. In this way, discussions in the three workshops—Cotonou, Harare, and Yaounde—helped to clarify many gray areas and to build confidence among professionals, who better understand the need to work together, in spite of differences in their institutional mandates and the ways in which they work.

PROFESSOR ALFRED E. OPUBOR
NEW AFRICA INTERNATIONAL
NETWORK
HARARE, ZIMBABWE

Bulletins produced by the participants at the Harare and Yaounde sub-regional training workshops. Production of the bulletins was part of the formal training offered.



COMED and the United Nations Special Initiative for Africa

The COMED program is implemented jointly by ADEA and the World Bank that provides its support within the framework of the United Nations Special Initiative for Africa (UNSI). **Mamadou Ndoye, UNSIA Coordinator, World Bank and former Minister of Education, Senegal** shares his thoughts on how the COMED program can contribute to advancing education in Africa.

What is the link between the COMED program and UNSIA?

It is within the framework of the United Nations Special Initiative for Africa (UNSI) that the World Bank provides support to the COMED program. This support, channeled through the Norwegian Trust Fund, is justified because the objectives of COMED fall within those of UNSIA. Mobilization for education, capacity building of the different actors, and building a consensus around projects and programs are some of COMED's principal poles. Given the diverse exchanges and interactions it supports, the program contributes to the principal goals assigned to UNSIA. These goals are the following:

- to promote education as a top priority;
- to reinforce national capacities to design, initiate and put into place educational development programs;
- to facilitate dialogue and aspire towards a consensus between the actors of the system, in order to obtain the support that is crucial to the success of these programs;
- to support reforms to alleviate the obstacles that weigh on the demand for and supply of education; and
- to support the mobilization and the coordination of long term external assistance.

What role can COMED play for education in Africa?

The image that a society has of its education system influences public opinion, attitudes, and behavior. This image is largely dependent on what the media projects. In Africa, one must improve the image of education in the eyes of the public, the community, and the government. At issue is how to stimulate the community's demand for education and to increase the participation of government and society in developing this demand and reinforcing the quality and relevance of education.

The poles of intervention expected from the COMED program are:

- to clarify the challenges to be made in order to better define the priorities in the sector;
- to target the main obstacles to educational development;
- to adopt adequate strategies; and
- to identify and mobilize efforts and energies in favor of education.

By training African journalists who are specialized in education, the COMED program also reinforces their capabilities for analyzing basic education data. This training should allow them to prioritize education problems in order to choose, analyze and disseminate information on the substantive issues that are crucial to the development of education.

How can COMED support Education for All objectives in African countries?

The path towards basic Education for All remains difficult for Africa which is the continent furthest from the EFA objectives, where one child out of four does not go to school, and one out of two adults are illiterate. It is also the only region of the world where the number of children who are not in school is on the increase and where the gross enrollment rates have regressed to the level of 1980. Consequently, it is urgent that the pace of educational development be accelerated. This demands a strong political will and exceptional mobilization.

The COMED program can contribute to this by advocating basic Education for All—a fundamental human right, a requisite for development, and a benefit for the poor. These arguments must be directed at political decision-makers to lift the objectives of basic Education for All to the top of government priorities.

But experience shows that new policies and reforms are only successful when their objectives and strategies are shared by society's principal actors. Therefore, the COMED program will also have to build institutional and technical capacities in communication in order for information and awareness campaigns to have an effect.

How can COMED lend its support within the context of debt reduction in African countries?

The debt owed by many African countries is a deep hindrance to the development of the social sectors, especially that of education. The Initiative for Highly Indebted Poor Countries (HIPC) aims at converting this debt in their favor, thus transforming the obstacle into a resource.

This is an opportunity to be seized. For example, in one country in southern Africa, the financing of an Education for All program requires about US\$717.2 million over ten years, or US\$71.7 million dollars per year. A reduction of the debt in the framework of the HIPC would free up \$US117 million per year. The COMED program can be a precious source of information and awareness for those who are strong advocates for education, so that a significant part of the resources freed-up by debt reduction could be directed to education.

Once the appropriate resources are allocated to education, the question of their rational use must be addressed so that the results are up to expectations. A wise communication policy will require transparency and the pursuit of pertinent, cost-efficient solutions. ♦



Fighting the Damages of AIDS to Education

In collaboration with UNDP and UNICEF, the International Institute for Educational Planning (IIEP) organized a workshop on the Impact of AIDS on Education (Paris, September 27-28, 2000). The workshop focused on how education systems are being affected by HIV/AIDS.

The HIV/AIDS infection is seriously affecting education systems throughout Africa. The highest prevalence rates among adults and young people are found in Southern Africa, but other countries in Africa, as well as in Asia, Eastern Europe, and the Caribbean, are witnessing high and increasing rates of infection. Many countries have been late in recognizing that HIV/AIDS is not only a health problem but also a development and an education problem. For many children who are orphaned or whose parents suffer from HIV/AIDS, the disease limits their opportunity to attend school. At the same time the number of teachers leaving the profession because of illness or death is reaching alarming proportions. In many countries, the management of the education system itself is weakened. There is thus an urgent need to protect education systems against the ravage of the pandemic and to preserve the gains made toward Education for All.

IIEP organized a workshop that concentrated specifically on how the functioning of education systems is being affected by HIV/AIDS. Representatives of international agencies and researchers, educational planners, and AIDS focal persons discussed the results of recent impact studies conducted in Botswana, Malawi, Uganda, Tanzania, Swaziland, and South Africa. They gave particular attention to the collection of data, the undertaking of impact analyses, measures taken at the local and national levels to respond to the effects of the epidemic, training needs, and knowledge gaps.

Data should be improved

Participants agreed that data on the number of AIDS-related teacher deaths and the extent of teacher absenteeism related to the disease remain inaccurate, because of the difficulty of collecting data on such sensitive subjects. Neither can the number of pupils who no longer attend school because

their parents are sick or have died be known precisely. It is not clear what changes in attendance are attributable to AIDS, to other illnesses, or to increased poverty. Nonetheless we do know that in a number of southern African countries enrolments have reached a plateau or even started to decline, that pupil-teacher ratios have not increased dramatically—implying that pupils and teachers have been similarly affected—and that a number of classes have been dropped because of the shortage of teachers. Demographic data in the Eastern Cape region of South Africa shows that girls between the ages of 10 to 24 run twice the risk of being infected as boys the same age, and that girls are infected at an increasingly younger age. This raises questions such as the security of young girls in and around schools, especially in boarding schools.

Cross-sectoral, multi-pronged strategies are needed

While efforts to obtain better data—combining quantitative and qualitative approaches—should continue, the available information is sufficient to warrant the development of a comprehensive strategy to fight and to cope with the damage of AIDS to education systems. Most countries have developed HIV-prevention activities in schools, primarily through the introduction of life skills into the curriculum. Many of these have yet to show their impact on young people's behavior. Their influence so far seems limited, which may be due to the lack of understanding and experience in matters of HIV/AIDS among teachers, added to their uneasiness about raising issues of sexuality in the classroom. A single course, which is not well integrated with the rest of the curriculum and not fully supported by a media campaign addressed at the whole community, cannot be expected to yield immediate results.

Other types of intervention dealing with

the organization of schooling and educational management were discussed. These suggested interventions include:

- introducing single-sex schools or classes to protect girls and allow a focus on women's empowerment;
- reducing age ranges within existing classrooms and schools to avoid older pupils' abusing their young classmates;
- introducing more flexibility in the school calendar and time-tabling for children who are working;
- relaxing the regulations on uniforms and abolishing fees for children in difficult circumstances;
- making schools a friendly place for affected children and teachers;
- providing in-service training to teachers, head teachers and administrators to help them cope at their respective levels.

Key factors for success

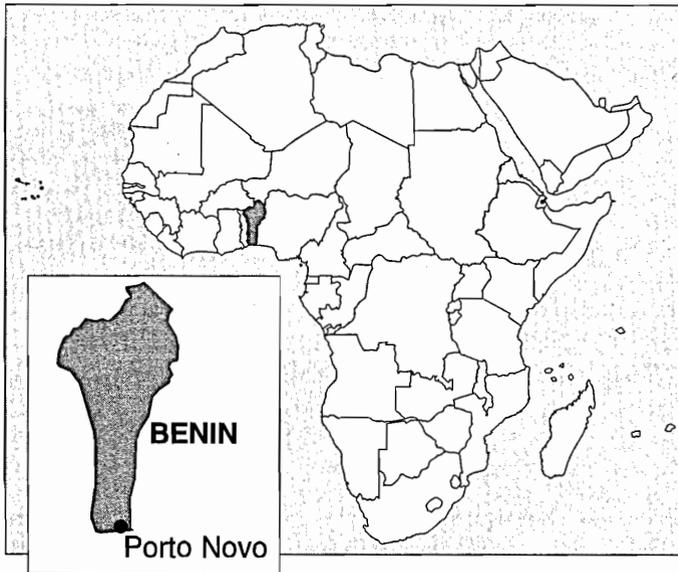
To be successful, these measures have to be part of a nationally driven agenda, integrating the activities of various sectors. They also have to acknowledge the role of teachers and communities in implementing policies and programs at the school level. Thus, they must be designed in cooperation with teachers unions, NGOs, and other partners. Adequate management capacity, appropriate funding, and close monitoring are also essential. But the features of a successful strategy that emerged most strongly from the workshop are sustained leadership and commitment at the highest government levels, as has occurred in Uganda and Thailand. Countries that have been most efficient in containing the pandemic are those in which the most senior authorities have declared HIV/AIDS a national struggle, and people have learned to recognize the impact of HIV/AIDS on their societies and to cope.

FRANÇOISE CAILLODS
DEPUTY DIRECTOR
IIEP

Workshop papers will be placed on the IIEP web site at www.unesco.org/iiep or can be obtained by writing to h.craig@iiep.unesco.org

Benin: An Experiment in Direct Democracy for Education

Last May, members of Benin's Parliamentary Commission for Education, Culture, Employment and Social Affairs toured the country's provinces to hold hearings and solicit the opinions of the people on a proposed education law. The author, a communication consultant who participated in the consultation, delivers back his impressions on this unique experience.



The communication strategy

The purpose of the consultation was to raise awareness of the proposed law on the future direction for education, to gather suggestions and reactions, and to elicit the concerns of the various actors in education. Held in the country's schools and universities, the hearings were prepared by the provincial directors of education. Represent-

atives of the main actors of the education sector (students, parents, members of the teachers' unions, NGOs, and others) were invited. The hearings were well attended, with an average of about one hundred people at each one.

The working sessions began with a reading of the legislation, followed by a discussion of the text. This process also gave participants a chance to learn about the procedures of the General Assembly.

At the end of these discussions, the Commission's secretariat and a representative of the participants jointly wrote a report of the proceedings of the consultation, which summarized proposals, suggestions, and opinions expressed in the meetings. The Commission will examine the report of the proceedings and discuss amendments to the legislation during an open session of the Parliament. A representative of each province participating in the meetings will be invited to follow the debate.

Holding off the media

One aspect of the communication strategy was to keep the media away from the hearings. This decision was made to keep hearings from appearing to be partisan political debates and to keep them focused on values shared by a whole nation: the right to education in conditions acceptable to all. This strategy also demonstrated that public reflection, meaningful work, and a political event can be a communication activity which can take place without media coverage.

Accustomed to media exposure, the MPs were somewhat surprised by this approach. "Where are the journalists?" could be overheard during the lunch hour.

Some observations

Despite the difficulties facing education throughout Africa (lack of funds, under-qualified teachers, high drop-out rates, low rates of schooling for girls, and so on), participants at these hearings expressed their desire for a functional and operational framework that responds to the fundamental educational rights defined by the Constitution. For example, at a hearing in the northern town of Parakou, parents expressed the difficulty students have in accessing universities, which are in the south of the country. In Cotonou and Porto-Novo, teachers find themselves constantly challenged by competing sources of information and communication, which perform the same role of teaching, building awareness, and education. They are horrified by the Brazilian soap operas broadcast on local television that transmit negative values. They oppose video clips of Congolese music,

Elected officials often vote laws in Parliament without regard for public opinion, because no public debate was ever solicited. "Elect us and we will do the rest," they seem to say.

A national consultation on the education legislation initiated in May 2000 by Benin's Parliamentary Commission for Education, Culture, Employment and Social Affairs took the opposite tack. With support from ADEA, the commission organized hearings with all actors in education in the twelve provinces of Benin.

For both the MPs and the actors in education, these meetings were an opportunity for dialogue and an example of direct democracy, all of which are enriching Benin's political experience. If the proposed legislation is voted, it will replace the 1975 ordinance that continues to govern the country's education system.

which they feel pervert the good morals of their pupils. Unfortunately, these teachers are not aware of the opportunities offered by rival sources of information and entertainment to help them improve the quality of their teaching.

According to a representative from an NGO, Aide et Action, a deeper problem undermines education in Benin: the inadequacy of teaching and training to meet the needs of the workforce. In an environment where, to a certain extent, the informal sector has a commanding influence on the economy, the content of the curriculum is not adapted to the country's needs. The education system trains more and more graduates who cannot be employed. Another problem is the lack of thought given to the role of computers and other new communications tools in education. Representatives of universities expressed the view that the foundations of the Benin educational system need rebuilding.

Dialogue and consensus, the two pillars of democracy in Benin

Since 1990, Benin has been opening up a space where men and women, leaders and opinion makers, pressure groups and organizations and ordinary civilians live together in "civilized cohabitation." For

nearly ten years the country has sought to ground its political life in a spirit of consensus and dialogue.

The hearings were a perfect example of what the people and their elected officials have attained. The important issues of education have facilitated the practice of a democratic dialogue among elected officials and participants. Finally, participants' propositions and suggestions have given new impetus to the understanding of education issues in Benin.

The Commission's heterogeneous membership was a true measure of the

For both the MPs and the actors in education, the hearings were an opportunity for dialogue and an example of direct democracy, all of which are enriching Benin's political experience.

non-political nature of the debate and the honest dialogue carried on with students, parents, unions, and teachers. It marked the first time that elected officials of different political

colors have joined together for a common cause and the opportunity for the two parties to establish a real dialogue on a subject, which, up to now, was monopolized by the education specialists. This consultative procedure was an innovation that was greeted favorably by the Parliament. It was closely followed by all the other commissions of the Parliament.

Conclusion

In earlier years, legislators made many political decisions without recognizing

the importance of public opinion on the issues at hand. Since the National Conference of 1990, politicians have used communication as a management tool. They recognize that public opinion is a necessary partner to good governance.

The hearings were, by their very existence, a communication vector. In fact, seeking out public opinion outside of an electoral campaign period constituted a revolution in Benin. Despite some difficulties encountered in organizing this consultation, all participants cooperated. They understood the meaning the Commission had wanted to give to the hearings. The MPs also realized that to pass legislation behind closed doors not only gives the unfavorable image of the usual political bashing (of which the Parliament is accustomed), but also risks bringing about interminable discussions over any necessary amendments.

This type of consultation might become more common, if, instead of attempting to substitute their own views for public opinion, MPs made more effort to understand and take into account the contradictions, unanswered questions, and difficulties in building the future. One must hope that, in the future, meetings between local officials and those whom they govern will increase in order to reinforce democracy in Benin.

JUSTIN DOVOEDO
COMMUNICATION CONSULTANT
IMAGE ET STRATEGIE
COTONOU, BENIN

..Newsletter evaluation...Newsletter evaluation...Newsletter

PLEASE SEND US YOUR QUESTIONNAIRE !

ADEA is undertaking an evaluation of the *ADEA Newsletter*. We want to make sure that the Newsletter is adapted to your needs and that it shares the kind of information you are interested in. The evaluation will help us improve the *ADEA Newsletter* in 2001.

If you have not yet sent your questionnaire back to us, it is still time to do so! Your contribution is essential to us.

The questionnaire, as well as the *ADEA Newsletter*, can be downloaded from the ADEA Web Site or requested from the ADEA Secretariat.

ADEA Newsletter

Association for the Development of Education in Africa (ADEA)

International Institute for Educational Planning
7-9 rue Eugène-Delacroix
75116 Paris, France

Tel: +33 (0)1 4503 3796

Fax: +33 (0)1 4503 3965

E-mail: adea@iiep.unesco.org

Web site: <http://www.adeanet.org>

Uganda: Designing Communication and Education Programs to Combat HIV/AIDS

In Uganda, prompt action against HIV/AIDS and high-level political commitment have resulted in declining HIV/AIDS infection rates in urban areas. The Ministry of Education and Sports launched its first HIV/AIDS prevention efforts in 1996. These included media messages targeted to youth, the introduction of HIV/AIDS into primary and secondary curriculum and theatrical activities in schools throughout the whole country. The Ministry is now in the process of elaborating an extensive HIV/AIDS communication and education plan for the next five years, which includes a wide variety of creative projects and media events.



environment in Uganda, affecting learners, teachers and administrators. The major route for disease transmission is through heterosexual contact, and evidence suggests that young women of between 15 and 24 years of age have up to six times a higher risk of HIV infection than do men of the same age group. About 54 percent of all reported HIV/AIDS cases are female. HIV/AIDS is the fourth leading cause of

messages addressed to youth, the introduction of HIV/AIDS into the primary school curriculum as part of health education, an HIV/AIDS theatrical activity involving over 8500 primary schools throughout the country, and other performances translated into 12 local languages. During the mid-1990s, a syllabus for secondary schools and written materials for primary schools were produced. The introduction of Universal Primary Education (UPE) in 1997 meant that most children were in school and could be reached with information and activities. The period 1995 to 2000 was the start of a Life Skills Education program designed to help adolescents make informed decisions and healthier choices about their behavior.

With approximately 10 percent of its adult population, or 2 million people, infected with HIV/AIDS, Uganda is still facing a major health and development problem. However, thanks to the government's determination and prompt action at the onset of the epidemic, HIV prevalence rates in Uganda have been declining since 1992. The Ministry of Education and Sports was quick to implement information campaigns and AIDS education and counseling throughout the education system. Uganda's experience highlights the positive role played by communication and education in combating AIDS.

Setting the scene

The HIV/AIDS epidemic has had a great impact on all aspects of the school

death among children under five and, unless contained, may increase the infant mortality rate by 70 percent and under-five childhood mortality by 100 percent. The numbers of street children have increased greatly and it is estimated that some 1.5 million out of 1.9 million orphans in Uganda are HIV/AIDS-related.

Nonetheless, there are signs that an active awareness campaign is starting to bear fruit. How has Uganda achieved these results, and what is it doing to ensure that its campaign is extended to all areas in formal and non-formal education?

Early Efforts

The Ministry of Education and Sports launched its first HIV/AIDS prevention efforts in 1986. These included media

Matching means to ends: objectives, outcomes and strategies

These early activities have evolved into a comprehensive policy document for Uganda, based on consultation with a wide range of stakeholders and offering a National Strategic Framework and Action Plan for HIV/AIDS. The Ministry of Education and Sports has played a leading role in defining objectives and promoting strategies to achieve its objectives.

The Ministry's communication and education plan sets forth nine objectives for combating HIV/AIDS during the next five years:

- ➔ Develop and implement effective policies for the sector.
- ➔ Intensify advocacy efforts for

children's rights and needs in the context of AIDS.

- ➔ Incorporate HIV/AIDS into the curriculum across all education institutions and non-formal venues.
- ➔ Promote skills-based teacher training in colleges.
- ➔ Promote AIDS education, counseling and health services support at educational institutions at all levels.
- ➔ Foster the welfare of AIDS orphans.
- ➔ Build partnerships with community and non-governmental organizations, and undertake joint activities on behalf of communication and education.
- ➔ Encourage research on various aspects of HIV/AIDS and its impact on education and related sectors.
- ➔ Promote joint planning, coordination, monitoring and evaluation of HIV/AIDS activities in the education sector.

Each general objective is accompanied by a more specific statement of the desired outcome, plus a list of strategies for reaching it.

In defining outcomes, the Ministry of Education and Sports often sets quantifiable goals. For instance, the plan specifies that by the year 2005-06 at least 90 percent of the teacher training collectives shall have introduced skills-based modules on HIV/AIDS into their pro-

gram. It also states that by that year at least 50 percent of the educational institutions in Uganda shall have introduced welfare/support schemes for HIV/AIDS orphans, and 80 percent of educational institutions shall have introduced HIV/AIDS counseling and health services. It suggests that at least five major studies on various aspects of HIV/AIDS in the education sector be undertaken by the end of the planning period.

The lists of proposed strategies for achieving these goals are detailed and specific. They tend to follow a similar arc, which begins with consultations or other means to examine existing resources or identify needs, then proceed to develop the materials, activities and channels required to get the messages across, and finally end with some kind of evaluation exercise. The action plan opens up a wide variety of creative projects and media events that it considers suitable vehicles of communication. These include workshops, development of training kits and modules, competitions for best article or best performance, use of television, radio and video, lobbying and outreach activities, T-shirts and trophies, curriculum redesign, press campaigns, national debates, parental involvement and joint

projects with community organizations.

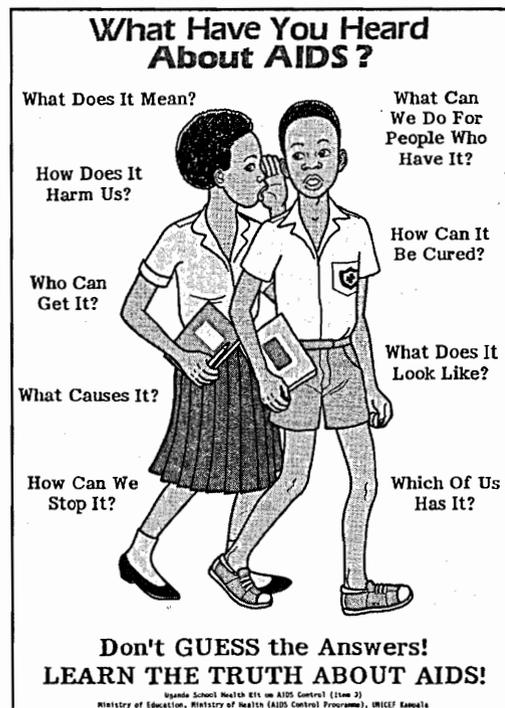
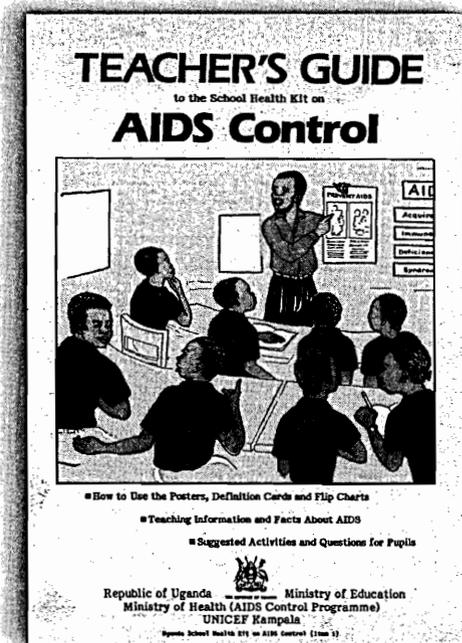
Looking back in order to move ahead

In its report on actions taken to cope with the impact of HIV/AIDS, the Uganda Ministry of Education and Sports describes a number of stumbling blocks that were encountered along the way. In addition to the false sense of security and mistaken lack of urgency that accompanied the epidemic's early incubation period, those making decisions about strategies treated the virus as a "simple" health problem and the education ministry was not much involved. Also, pressing economic and security matters, including debt servicing, structural adjustment programs, and even daily survival often preoccupied political leaders.

Recent surveys taken by the Ministry of Health indicate that attitudes and practices are changing for the better. The average age of first sexual activity has risen, the average number of casual sex partners has fallen, and more people are using condoms. HIV infection is definitely down—a decline that seems causally linked to changes in high risk behavior. The rate of HIV/AIDS infection in

urban areas has declined, especially among pregnant women attending ante-natal clinics. Uganda's experience suggest that the country's ability to combat HIV/AIDS is picking up steam, and the greatest obstacles have been put behind. Thanks to coping strategies that emphasize the need for sustained communication and education efforts at all levels, Uganda's National Strategic Framework and Action Plan for HIV/AIDS offers hope that the future need not be bleak.

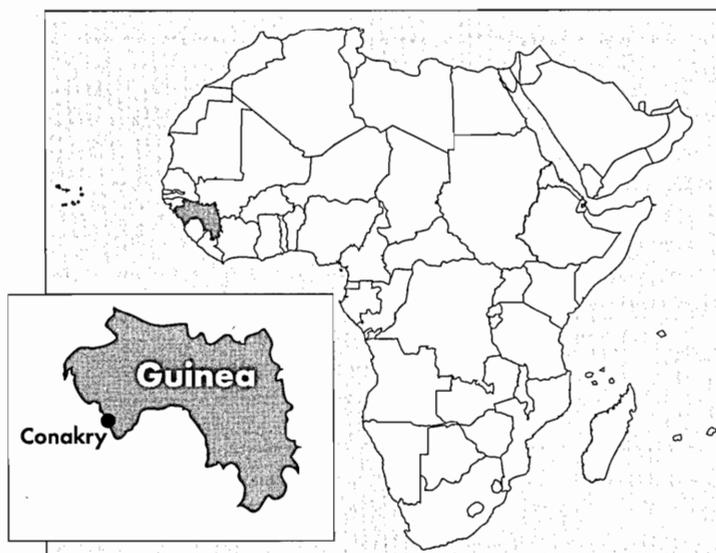
FLORENCE MALINGA
 COMMISSIONER
 EDUCATION AND PLANNING
 MINISTRY OF EDUCATION AND
 SPORTS
 KAMPALA, UGANDA



Teacher's guide and poster on HIV/AIDS produced by the Ministry of Education and Sports of Uganda.

Guinea: A Communication Strategy to Facilitate Teacher Redeployment

In 1992-1993, Guinea carried out a redeployment of its teaching staff, which led to increased enrollments in both urban and rural schools with no increased costs. This initiative is described in "The Redeployment of Teachers in Guinea," published by ADEA in 1995. "The Use of the Mass Media and other Communication Tools" is a new chapter of the second edition. The text highlights the Ministry of Education's communication strategy in support of the redeployment operation.



Experience teaches us that the public will not necessarily accept a policy just because the authorities support it, especially if it requires unpopular actions. It was important that this lesson be heeded in the redeployment of teaching personnel in Guinea. Because it was important that people accepted the government's program of teacher redeployment, especially teachers, who felt like scapegoats, the selection of an appropriate strategy for gaining acceptance was critical.

The communication plan

Government decided on a communication strategy that was to be adhered to by everyone directly involved at the centralized, intermediate and decentralized levels of administration. Broadly speaking, the strategy had two main thrusts: First, the communication plan was an integral part of the package of measures used to implement the redeployment

program. It targeted the groups that held a stake in that program:

- Teachers who were to be re-deployed (secondary school teachers and surplus personnel in primary schools and administrators)
- Administrators in centralized educational services, regional inspectors, prefectural and community education directors
- Various groups representing the communities, including parent-teacher associations (PTAs).

Second, the public awareness campaign used the combined media strategy of the Sectorial Adjustment Program for Education, which had been in operation for some time. Activities included:

- The broadcasting of short messages with a double objective: clear and concise information for the general public, and motivation to cooperate for those who would be directly affected. Teachers affected by the program needed to know that the redeployment was not aimed at eliminating them but at offering better educational service and to be reassured that, in professional terms, this was a step up.
- The repetition of messages throughout the week via various vehicles such as ads, round tables, interviews and news magazines. They were eventually adopted by rural radio stations, which broadcast them in the main official languages.

The means employed

In order to reach all stakeholders, the communication strategy included both modern and traditional channels. The modern mass media used were radio (national, educational, and rural), television, and public and private newspapers.

Guinean Radio/Television (RTG) was asked to devote an hour each week to educational questions in a radio and television program entitled *École guinéenne* (Guinean School). On television, key ministry officials presented debates that explained the motives, means, and benefits expected from the redeployment of teachers.

Educational Radio, an internal communications tool of the Department of Education, provided information to its traditional target audience of teachers and parents. Numerous news reports, interviews, discussions, and features were produced both in Conakry and in inland regions and broadcast on national radio.

The most significant radio appeal was via the network of rural radios operating in the deep heartland of the country. These radio programs are held in high esteem and have an important listenership in rural zones, since they are broadcast in local dialects. Rural radio has a participatory and interactive character in some large population basins, where it is used during weekly markets, which are important gatherings of people. The presence at some of these media events of Minister of Pre-University Education, Hadja Aicha Bah, helped win the full confidence of stakeholders and reassured people about government's positive intentions and need for full support.

Articles appeared in the government newspaper *Horoya* and the bulletin of the Guinean Press Agency (AGP), as well as in

→ continued on page 16

They said...

Conference of Heads of States of Six Sahel Countries on Accelerating Education For All

Heads of states of Burkina Faso, Chad, Guinea, Mali, Niger and Senegal met in Bamako on November 26, 2000 to discuss ways of accelerating Education for All in the sub-region. The Summit was preceded by a meeting of the ministers of education and finance. Following are excerpts of the Summit's final resolution:

“We, the Heads of states of Burkina Faso, Chad, Guinea, Mali, Niger, and Senegal

Resolve to:

- Set up a forceful communication policy in order to share the objectives and the strategies defined by all the stakeholders involved in education policy and reforms and to ensure social mobilization for these reforms;
- Make education a national cause, which rallies the different sectors of society, in particular the actors and principal education players—teacher unions, parent student associations, national organizations, local communities, NGOs, and the private sector;
- Guarantee that the sustainability of nationally approved (by national consensus) educational policies is ensured, which is a necessary factor for their success. ”

→ continued from page 15

the most widely read independent newspapers, *Le Lynx* and *L'Indépendant*.

The newsletter, *PASE Actualités*, distributed by the Information and Documentation Services of the Ministry of Pre-University Education, and the quarterly review *L'Éducateur*, published for teachers, played a key role in providing information about redeployment. These publications, which are freely available to teachers and their administrators, provided a forum for clarifying opinions and methods used in the redeployment operation. Other official circulars also provided information.

Interpersonal communication, however, was the prime means of official disclosure, directly reaching important groups of people during official gatherings and allowing opportunities for immediate reaction. Interpersonal communication permitted listening and dialogue among skeptical groups, particularly unions and political parties. It directly engaged opinion leaders in NGOs and Parent-Teacher Associations, who proved to be powerful supporters of the deployment plan.

Local authorities also became fully involved in information and awareness campaigns conducted at the grassroots level. The Guinean Press Agency (AGP) reported that the prefect in Tougué made a clear declaration of the problem and its solution: “It is remarked almost everywhere in rural Guinea that our schools lack teachers, but in clear contradiction to this, statistics show that there are at least 7,000 teachers at pre-university level on the payroll, for 2,500 available classroom jobs. The obvious implication of this report is that there are about three teachers available per class. And so, can we say that there are too few teachers? The solution must be redeployment, which simply means the judicious use of these available teachers.”

This declaration shows that the message formulated by the central authorities was well understood and faithfully transmitted by decentralized authorities. The message was heard by communities that had long been frustrated by government's failure to provide teachers for the schools they had built.

Problems encountered

The lack of credibility of spokespersons was a challenge in some places, as some local authorities and educational administrators did

not enjoy the confidence of their communities.

Limited financial resources did not allow for an even distribution of activities throughout the various regions of the country. For example, at the time, only two regional rural radio stations (Labé and Kankan) were operational (today there are four). This limited media access, as national radio and television covered little more than a half of the country. Compensatory measures took the form of live encounters, which necessitated a physical presence with higher attendant costs.

Impact and limits

It has not been possible to evaluate in quantitative terms the reach of the various communication strategies nor to assess their comparative impact, since this kind of follow-up was not planned. A formal evaluation would have been useful for future communication actions. No systematic effort was made to create an archive of audio, print, and audiovisual documents, making it impossible to evaluate the various messages generated during the exercise.

However, all of those involved with this important redeployment operation recognized the prime role played by the media, which allowed a wide dissemination of the information provided by the ministry. By generating interest in the deployment program, the media also facilitated its implementation throughout the country.

For the organization responsible for coordination, the National Institute for Research and Pedagogical Activity (*Institut National de Recherche et d'Action Pédagogique*, or INRAP), it was a major achievement to have mobilized the public and private media in an operation of this kind over a relatively long period of time. By the experience gained and the partnerships formed during this experience with many communication professionals, the Department of Education gained high visibility and an image of an administration open to dialogue and negotiation—attributes that would have been difficult to acquire otherwise.

**BASED ON A CONTRIBUTION BY
MAMADOU ALIOU SOW¹
GUINEA**

1. Mamadou Aliou Sow participated in the drafting of and ADEA publication entitled “The Redeployment of Teachers in Guinea”.

Communications Framework for HIV/AIDS – A New Direction

Collins O. Airhihenbuwa, Bunmi Makinwa, Michael Frith, Rafael Obregon

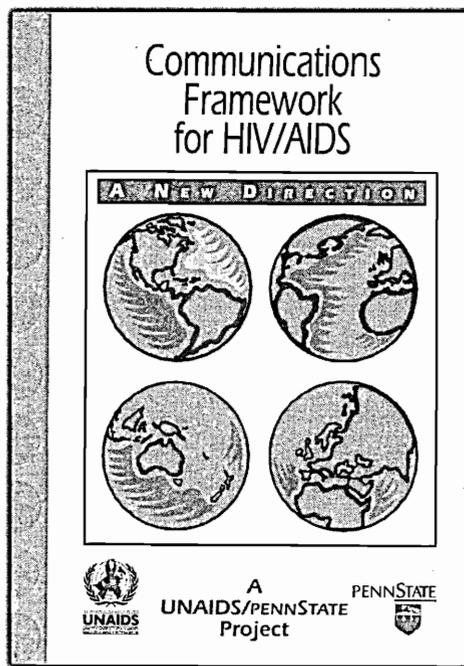
AIDS affects every country in the world, but it is in developing countries that it poses the greatest threat. This document presents a new framework to make HIV/AIDS communication more effective in developing countries. It is based on consultations synthesizing experiences from many regions including Africa, Asia, Latin America and the Caribbean.

The subtitle says it all: A New Direction. Until now, most HIV/AIDS communications programs have been aimed at achieving individual-based changes in sexual and social behavior. While aspects of this approach are desirable and should be maintained, evidence from research and practice in many countries shows that existing approaches have major limitations. They are based on theories and models which are often not appropriate to non-Western cultures, where such contexts as family, group or community may play a greater role than individual will in decision-making. A broader focus is therefore necessary.

Under the leadership of the Joint United Nations Program on HIV/AIDS (UNAIDS), a new and more adaptable framework has been developed. It evolved through a consultative and participatory process that synthesized experiences from the African, Asian, and Latin American and Caribbean regions, along with that of the United States and Europe. UNAIDS, in collaboration with Pennsylvania State University, sponsored five consultative workshops. They were held in Geneva (November 1997), Abidjan (December 1997), Washington, DC (February 1998), Bangkok (July 1998), and Santo Domingo (January 1999). A *Communication Framework for HIV/AIDS* presents the result of this collective exercise.

A major conclusion from the workshop was that despite the great diversity of geographic and cultural settings, five domains are virtually universal and should be the focus in developing future communications strategies for HIV/AIDS prevention, care and support. The framework recognizes these interrelated

domains as the dominant influences in an individual's behavior. The domains are:



Geneva: Joint United Nations Program on HIV/AIDS (UNAIDS) and Pennsylvania State University (Penn State), 1999.

- Government policy: policies and laws that may support or hinder intervention efforts;
- Socioeconomic status: collective or individual income that may allow or prevent adequate intervention;
- Culture: beliefs, customs, and practices that may promote or hinder prevention and care practices;
- Gender relations: the status of women in relation to men and their influence in sexual negotiations and decision making; and
- Spirituality: spiritual and religious values that may promote or hinder the translation of prevention message into positive health actions.

Each region was unanimous in identifying the five contextual domains in which prevention programs should operate. Yet each region also endorsed certain additional recommendations tailored to its specific needs.

Africa, for instance, faces a daunting reality: More than 60 percent of HIV cases (21 million) are in sub-Saharan Africa. Heterosexual transmission is the most common form of transmission. This explains why 80 percent of women infected with HIV/AIDS live in Africa and, similarly, why almost 90 percent of children infected with HIV/AIDS live in Africa. Out of the Abidjan workshop came the recommendation that future communications programs on HIV/AIDS should stress community-based approaches and regional cooperation. The relative success of Senegal, where HIV incidence is low, and Uganda, where it is declining, also highlight the role of government policy in creating an environment conducive to behavior change.

The Asian workshop recognized the impact that economic restructuring has had on social issues. It also noted that both drug use and commercial sex are prevalent in many areas. Participants also stressed the crucial role that spiritual leaders play as educators and care providers. The Latin America and Caribbean workshop emphasized the importance of needs assessment, advocacy and greater involvement of people living with HIV/AIDS in communications programs.

The last chapters of the book look to the future. They offer practical advice for "Translating the Framework into National Communications Strategies" and a check list gleaned from the collective wisdom and experience of the workshops. ♦

2000 Zimbabwe International Book Fair

The Zimbabwe International Book Fair (ZIBF) is Africa's publishing showcase, the largest and most diverse exhibition of books, magazines and journals in Africa. In addition to being a market place, it embraces a varied program of seminars, workshops and round tables on different aspects of book development. For several years now, the Books Working Group has collaborated with ZIBF in the organization of the Indaba which is held during the Fair. This year, these sessions explored book distribution and inter-ministerial collaboration in that area, as well as economic policies and their impact on the intra-African book trade.

This year again, the ADEA Books Working Group facilitated three panel sessions during the *Indaba* ("Indaba" means "conference" in Bantu language), which preceded the Fair at the end of July 2000. Under the *Indaba* theme, the Millennium Market Place, the Working Group was asked to organize the sessions concerned with policy and access issues, and succeeded in assembling panelists from nine different countries for the purpose (Ghana, Kenya, Mozambique, Zambia, Malawi, South Africa, Guinea and Namibia).

Indaba sessions focus on improving book distribution and the intra-African book trade

The theme of the first session, *Improving Book Distribution in Africa*, used a recent ADEA study of the problem as background material. Three of the researchers, Frank Segbawu (Sedco Publishing, Ghana), Gaulphine Nyirenda (Maneno Enterprises, Malawi), and Mamadou Aliou Sow (Editions Ganndal, Guinea), presented their findings, with a fourth member of the research team, David Muita (Kenya Publishers' Association), in the chair.

The second session, on *Regional Economic Policies and the Intra-African Book Trade*, also focused on research in which the ADEA Books Working Group has been involved. Ruth Makotsi gave an overview of the second phase of the research into the intra-Africa trade in books, which APNET had undertaken with support from ADEA. Ray Munamwimbu (Zambia Educational

Publishing House) and Egidio Mpanga (Dzuka Publishing, Malawi) provided updates on the APNET/ADEA "Taxes off Books" campaign in their countries, which has developed out of the dissemination of the research findings. The Secretary General for the Southern African Development Community sector for Culture, Information and Sports, Dr Renato Matusse, was in the chair and agreed to put these research findings on the agenda for the SADC Inter-Ministerial Conference on Culture in Maputo at the end of November.

The third session, *Inter-Ministerial Collaboration for More Effective Book Distribution*, was chaired by the guest of honor of the fair, Minister Ekwow Spio-Garbrah from Ghana. This led to a lively debate not only between the minister and publishers and booksellers from Ghana but also between Zefanias Muhate (Secretary General of the Ministry of Education in Mozambique) and a bookseller from that country, who had lost his entire stock in the terrible floods earlier in the year. Nepeti Nicanor of the Book Development Council in Windhoek gave a historical perspective of how inter-sectoral book policy has developed in Namibia, which provided some useful lessons for those concerned with book policy coordination.

The session was animated by a comprehensive lead paper presented by Laura Czerniewicz (University of Cape Town) on the ways in which different ministry policies impact on book distribution. This resulted in a number of policy issues that educators and publishers need to take into account in seeking to overcome persistent

inequalities in book access [See Box: Policies for More Effective Book Distribution and Book Access, page 19].

In response to the recommendation that ADEA should strive for better media coverage, the Books Working Group also facilitated meetings for two journalists from the Ghana and Nigeria Press agencies, who were covering the ZIBF *Indaba* under the ADEA/World Bank COMED program. This included a press conference for the new Executive Committee of the Pan African Booksellers' Association (PABA), lead by their Chairperson, Mrs Oluronke Orimalade. Following a workshop during their convention 27-28 July on the Publishing/Bookselling Interface (which was facilitated by the Working Group), PABA members played a key role in the *Indaba* debates by re-iterating that booksellers in Africa should have the recognition in the book chain that they deserve.

Continuing the "Taxes Off Books" campaign

The leader of the Books Working Group gave a press interview in connection with the APNET/ADEA "Taxes Off Books" campaign, which derives from the research presented during the second *Indaba* session. The 3 August edition of the Zimbabwean *Daily News* reminded readers of the irony that while President Mugabe had made headlines during ZIBF1991 by appearing to support taxes off books and other components of book production, books in Zimbabwe have continued "to be expensive, thus excluding a considerable number of readers from

accessing books, stunting the growth of a reading culture, compromising the viability of publishing in Africa."

New publications are launched

The Working Group also took the opportunity of the fair to launch its four latest publications in its Perspectives on African Book Development series. These are *Expanding the Book Trade across Africa*, *Books for Schools*, *Financing Textbooks and Teacher Training Materials*, and *Gender-Sensitive Editing*, two of which have been used during *Indaba* sessions in 1999 and 2000.

Although the event was clouded by the political situation (which adversely affected Zimbabwean as well as foreign participation), ZIBF2000 lived up to its reputation as a vibrant meeting place for authors, publishers, librarians, booksellers, and policy-makers from many parts

of the world. The wide range of parallel activities, such as the Buyers and Sellers meeting organized by WTO, the marketing workshop, APNET's book rights workshop, the Children's Reading Tents, the School Libraries workshop, and the World Bank meeting of joint programmes for African publishers; ensured plenty of information-sharing opportunities, in addition to the actual business of the fair itself.

As Roger Kerrison, the newly elected Secretary on PABA's Executive Committee, commented, "Its flavor is unique, its people are incredibly welcoming and optimistic, even in the face of adversity. It is the spiritual, geographical, and historical home of the modern book trade in Africa. Let it remain so."

CAREW TREFFGARNE
LEADER OF THE

ADEA WORKING GROUP ON BOOKS AND
LEARNING MATERIALS

Policies for More Effective Book Distribution and Book Access

Listed below are major conclusions from the ZIBF2000 *Indaba* sessions facilitated by the ADEA Working Group on Books and Learning Materials:

- ➔ Intra-African education policies that impact on book distribution include curriculum, materials selection, school library, procurement, finance, staff development and training.
- ➔ Inter-ministerial policies that impact on book distribution include education, culture, trade and industry, sales tax/value added tax (VAT), customs and excise tariffs, local government, governance, telecommunications, finance, transport, national library systems, human resource development and training.
- ➔ Collaboration between African ministries of education can be harnessed for more effective book distribution through improved internal communication, greater commitment to information gathering and fact finding (eg bookselling networks, gaps in material provision).
- ➔ Collaboration between African ministries of education can also be harnessed to support development of a more coherent book distribution policy that adequately covers equitable and transparent procedures for book selection and procurement, drawing on publishing/bookseller partnerships.
- ➔ Increased inter-ministerial collaboration can be used to ensure that the complementary contribution of technology is effectively exploited, and that book distribution is integrated into national book, library and reading policies and campaigns.
- ➔ Inter-Ministerial committees and/or book development councils or boards, either inside or outside the ministry of education, can play a vital role in bringing all the stakeholders in the book sector together in order to improve book provision and access.

OAU

Decade of Education

Central African states define priority areas for education in the sub-region

From August 28 to September 1, nine countries from Central Africa met in Yaounde, Cameroon to discuss and propose ways of implementing OAU's Decade of Education Action program. The main objectives of the meeting were to select priority areas for the sub-region and strengthen cooperation in the field of education between countries of the sub-region .

The Central African states have had to face numerous political, social and economic difficulties which have heavily impacted their education systems. The majority of countries represented at the seminar have suffered from civil or tribal warfare. All of them are confronted with the HIV/AIDS pandemic. This situation has not favored collaboration between countries.

Eight priority areas were identified for the sub-region and lead countries assigned to them. The priority areas are the following (with lead countries and organizations in brackets):

- ➔ Creation of an observatory to monitor education in Central Africa (Congo and the NESIS Program of the ADEA Working Group on Education Statistics)
- ➔ Technical and vocational education (Gabon)
- ➔ Production, at a regional level, of teaching materials and the creation of online libraries (Cameroon and African Publishers' Network or APNET)
- ➔ Elaboration of a regional plan to combat HIV/AIDS (The Democratic Republic of Congo)
- ➔ Standardization of curricula and diplomas (the Central African Republic and the African and Malagasy Council for Higher Education or CAMES)
- ➔ The education of girls and women (Chad and FAWE)
- ➔ Training and enhancement of trainers (São Tomé and Príncipe with the UNESCO International Institute for Capacity Building in Africa or IICBA)
- ➔ Education for peace, tolerance and regional integration (Congo)

Gabon, in collaboration with São Tomé and Príncipe and Congo, will be responsible for coordinating Decade of Education activities in Central Africa.

NOVEMBER	
1 Wed	WGES Workshop/Consultation
2 Thu	Dar es Salaam, Tanzania
3 Fri	
4 Sat	
5 Sun	
6 Mon	WGESA Steering Committee
7 Tue	Paris, France
8 Wed	
9 Thu	
10 Fri	
11 Sat	WGBLM Forum
12 Sun	Accra, Ghana
13 Mon	
14 Tue	Summit to Accelerate EFA in the Sahel Bamako 25-27 November 2000
15 Wed	
16 Thu	
17 Fri	
18 Sat	
19 Sun	
20 Mon	WGECD Workshop
21 Tue	Johannesburg, South Africa
22 Wed	
23 Thu	Commonwealth Ministers of Education Halifax 26-29 November 2000
24 Fri	
25 Sat	
26 Sun	
27 Mon	WGBLM Inter-Ministerial Conference
28 Tue	Maputo, Mozambique
29 Wed	WGNFE Seminar
30 Thu	Bamako, Mali

DECEMBER	
1 Fri	Bellagio Publishing Network Mozambique 1-3 December 2000
2 Sat	
3 Sun	
4 Mon	WGTP/fs Sub-regional meeting
5 Tue	Bamako, Mali.
6 Wed	WGTP/as Workshop
7 Thu	Dar es Salaam, Tanzania
8 Fri	WGBLM PABA Workshop
9 Sat	Lusaka, Zambia
10 Sun	
11 Mon	WGES/WGNFE Joint meeting
12 Tue	Nairobi, Kenya.
13 Wed	
14 Thu	African Development Forum 2000 Addis Ababa 3-7 December 2000
15 Fri	
16 Sat	
17 Sun	
18 Mon	
19 Tue	
20 Wed	
21 Thu	
22 Fri	
23 Sat	
24 Sun	OAU Decade of Education Regional Seminar for East Africa Nairobi 11-15 December 2000
25 Mon	
26 Tue	
27 Wed	
28 Thu	
29 Fri	
30 Sat	
31 Sun	

JANUARY	
1 Mon	
2 Tue	
3 Wed	
4 Thu	
5 Fri	
6 Sat	
7 Sun	
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12 Fri	
13 Sat	
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19 Fri	
20 Sat	
21 Sun	
22 Mon	
23 Tue	
24 Wed	
25 Thu	
26 Fri	
27 Sat	
28 Sun	
29 Mon	WGES Annual Meeting and
30 Tue	Steering Committee Meeting
31 Wed	Dakar, Senegal

ADEA Activities

Working Group on Education Statistics (WGES)

- EMIS (Education Management Information Systems) Workshop and Consultation. Dar es Salaam, Tanzania. 1 November 2000.

Working Group on Education Sector Analysis (WGESA)

- Steering Committee Meeting. Paris, France. 6-8 November 2000.

Working Group on Books and Learning Materials (WGBLM)

- African Publishers Network (APNET)/Pan African Booksellers (PABA) Forum on the publishing/bookselling interface. Ghana Book Fair. Accra, Ghana. 11-17 November 2000.
- PABA Capacity Building Workshop. Lusaka, Zambia. 6-7 December 2000.

Working Group on Nonformal Education (WGNFE)

- WGNFE/UNESCO/World Bank and the Collective Consultation of NGOs on Literacy and Education for All. Seminar on NGO/CSO contributions to EFA goals. Bamako, Mali. 29 November - 2 December 2000.

Working Group on Early Childhood Development (WGECD)

- Workshop on the policy studies project. Johannesburg, South Africa. 20-22 November 2000.
- National meetings to disseminate the outcomes of country case studies. Ghana, Mauritius, Namibia. December 2000 - February 2001.

Working Group on the Teaching Profession, Francophone Section (WGTP/fs)

- Sub-regional meeting to finalize research undertaken in 1999. Bamako, Mali. 4-6 December 2000.

Working Group on the Teaching Profession, Anglophone Section (WGTP/as)

- Workshop on Teacher Resource Centre Development. Dar es Salaam, Tanzania. 5-7 December 2000.

Working Groups on Education Statistics (WGES) and Nonformal Education (WGNFE)

- Joint meeting of the Eastern African countries (Uganda, Kenya, Tanzania, Zambia, Zimbabwe) to discuss and collaborate on Statistical Information Systems for nonformal education. Nairobi, Kenya. 11-17 December 2000.

Working Group on Education Statistics (WGES)

- Annual Meeting and Steering Committee Meeting. Dakar, Senegal. 29 January 2001 - 2 February 2001.

Other Activities

Regional Ministerial consultation on Closing the Gender Gap in Education : Curbing Dropout. FAWE. Nairobi, Kenya. 7-8 November 2000.

Commonwealth Ministers of Education Meeting. Halifax, Nova Scotia, Canada. 26-29 November 2000.

Summit for Accelerating Education For All in 6 Sahel countries. Bamako, Mali, 25-27 November 2000.

African Development Forum 2000

AIDS: The Greatest Leadership Challenge. Addis-Ababa, Ethiopia. 3-7 December 2000.

OAU Decade of Education Regional Seminar for East Africa. Nairobi, Kenya, 11-15 December 2000.

Bellagio Publishing Network Annual Meeting. Maputo, Mozambique. 1-3 December 2000.

SADC Inter-Ministerial Conference on Culture. Maputo, Mozambique. 27-30 November 2000.

The views and opinions expressed in authored articles of the ADEA Newsletter are those of the authors and should not be attributed to ADEA or to any other organization or individual.



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Please address all correspondence to:

The Editor, ADEA Newsletter
Association for the Development of
Education in Africa
7-9 rue Eugène-Delacroix,
75116 Paris, France

Tel: +33(0)1 4503 3796

Fax: +33(0)1 4503 3965

E-mail: adea@iep.unesco.org

Web Site: <http://www.adeanet.org>



Association for the

Development of Education in Africa

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ADEA Working Groups in 2000

Year of the Evaluation

What are the ADEA Working Groups? What are their objectives? What do they do? Who participates in their activities, and how do they operate? How can they be contacted? Our readers will find the answers to these questions in the current issue, which reviews the activities of the Working Groups during the past year.

ADEA currently has ten Working Groups. They play a central role in the activities conducted by the Association. They explore education-related issues that have been identified as deserving special attention in the African context: books and learning materials, distance education, early childhood development, education sector analysis, education finance, education statistics, female participation in education, higher education, nonformal education, and the teaching profession. They are the instruments used by ADEA's partners to formulate responses to the problems facing education in Africa. They also work to promote common understandings on these issues. For all these reasons, they are a vital component of ADEA—the “heart and soul” of the Association, as has often been said.

Leadership and coordination

Most of the Working Groups (WGs) were formed shortly after the publication of *Education in Sub-Saharan Africa: Policies for*

Adjustment, Revitalization and Expansion, the study that laid the groundwork for the creation of the ADEA, identified the problems that the Working Groups would need to tackle, and outlined their mandates. Three other groups were created more recently to address other concerns identified by the African educational community. They are: the Working Groups on Distance Education, Early Childhood Development and Nonformal Education. Leadership of the Working Groups is provided by development agencies, African ministries of education (for example, the education ministry of Mauritius acts as the lead agency for the Working Group on Distance Education) and African NGOs (the Working Group on Female Participation is led by the Forum for African Women Educationalists, or FAWE, based in Nairobi).

Although the Working Groups are mostly led by development agencies, in most cases African institutions are responsible for coordinating their activities. The Working Group on Finance and Education, for example, is coordinated by the Council for the Development of Social Sciences (*Conseil pour le développement de la recherche en sciences sociales* – CODESRIA), based in Dakar. The activities of the Working Group on the Teaching Profession, francophone section, are coordinated by Côte d'Ivoire's Ministry of Education, and those of the Working Group on Female Participation by the Forum of African Women Educationalists (FAWE), which also



acts as the lead organization for this group. All Working Groups ultimately seek to transfer their leadership and coordination functions to an African country or institution. Hence the Working Group on Higher Education has worked in close partnership with the Association of African Universities.

In 2000, ADEA conducted an evaluation of its Working Groups [See page 3]. The major objectives were to appraise the extent to which the WGs are responding to ADEA's partners needs and to assess their impact and visibility on the ground. Although the WGs present varied and contrasting situations, the articles in this issue reveal major trends about the way they operate which have been confirmed by the evaluation.

Broad-based networks...

Like ADEA itself, the Working Groups are informal networks of education specialists and professionals who take an interest in the problems addressed by the groups and who contribute their skills and professional concerns. The Working Groups bring together a great variety of stakeholders from both South and North—from African ministries of education, development agencies, research institutions, NGOs and in some cases civil society groups—and, as such, they have become genuine fora for consultation, sharing of experience and coordination. For example, the Working Group on Books and Learning Materials, which works in a field where substantial economic interests are at stake, has managed

to serve as a venue for fruitful interaction among many partners involved in the publishing industry: ministries of education, development agencies and NGOs, publishers, booksellers, book fairs, and users.

...anchored in Africa...

All of the Working Groups are concerned with establishing their roots firmly in Africa. Each in its own way seeks to anchor their activities in African countries. For example, the Working Group on Education Sector Analysis is currently giving priority to having African countries perform sectoral analyses themselves. The strategy adopted by the Working Group on Nonformal Education is to support local processes among educators and to form national WGs on the basis of national fora for nonformal education. The activities of the WGs on the Teaching Profession and on Finance and Education are carried out by national teams which include representatives of the main interested parties. The teams are given an official mandate from the minister of education at the outset, so that their work will receive government support and be incorporated into the country's education policy. In 1998, the WG on Education Statistics transferred its offices from UNESCO Paris to Harare, where the group's NESIS¹ regional center and sub-regional office for Eastern and Southern Africa are now located. A NESIS office for Western and Central Africa was opened in Dakar in 1999. The opening of these offices was an important step towards establishing a NESIS professional

network in Africa and enhancing cooperation with countries in the region.

...that foster the development of professional communities

Since strengthening capacities is one of their primary activities (along with research, analysis and advocacy), the Working Groups contribute to the development of professional communities specializing in their respective areas of interest. For example, the NESIS program of the Working Group on Education Statistics, whose aim is to help develop sustainable national systems of statistical information on education, is taking part in developing a community of information management specialists in Africa. The real influence of these specialists can be seen in the fact that virtually all African countries took part in the Education for All (EFA) end-of-decade assessment in 2000.

However, this particular outcome is not to be attributed solely to ADEA. It is the illustration of ADEA's strengths in networking and underpinning the combined activities of other agencies and partners having similar objectives—in this case African governments, departments of planning of Ministries of Education, research institutions, universities, NGOs and development agencies of Sweden, the UK, the Netherlands and France as well as multilateral agencies such as UNESCO, UNICEF, UNDP, UNFPA and the World Bank. These synergies are necessary as we pursue our efforts to improve the quality of education in Africa. ♦

1. The National Education Statistical Information System (NESIS) capacity building program is at the core of ADEA's Working Group on Education Statistics' activities.

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Focus: ADEA Working Group Activities in 2000

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Evaluating ADEA Working Groups

ADEA recently conducted an evaluation of its Working Groups which was completed in 2000. The evaluation sought to assess the overall performance of the Working Groups and to appraise the extent to which they respond to the needs of ADEA's partners. Below is a summary of the major conclusions, along with a pilot strategy to improve the Working Groups' effectiveness and responsiveness to national concerns and needs.

At the request of ADEA's partners (ministries and agencies), a formative evaluation of the Working Groups was completed in mid-2000. The need for the evaluation stemmed, mainly, from three factors: (i) a general perception that WG activities were not sufficiently known to African ministers of education and African professionals; (ii) concern expressed by ministers that Working Group activities are not sufficiently integrated in ministerial agendas; and (iii) the need for improved accountability in light of the increasing success of the Working Groups in attracting resources.

The evaluation sought to assess the overall performance of the Working Groups and to appraise the extent to which they respond to the needs of ADEA's partners. The overall purpose of the evaluation was to ensure that the Working Groups develop in ways perceived to be useful to ADEA's partners, within acceptable norms of management and accountability. This is no simple task given that each Working Group is structured according to its specific needs, operates accordingly, and is autonomous. This is recognized as desirable for the overall dynamism of ADEA. There is, therefore, a general sense of the need to respect such diversity.

The evaluation addressed questions such as: the impact of the WGs, their visibility and viability; coordination between them; their degree of Africanization; how they collect, treat and disseminate information; and how well they function in terms of overall management and administration.

Methodology

The evaluation team was composed of two independent evaluators, one from Burkina Faso and the other from the United States of America. Between them they possess extensive education research and policy experience in Africa. They began working in August 1999 with a review of the literature produced by the Working Groups. This provided insights into the overall work of the WGs and their evolution. Then the team participated in activities organized by the WGs and met with and interviewed a wide range of actors, including the leaders and coordinators of the WGs, ministers, agency representatives, and various other professionals working in the field of education in Africa. In all, 425 people were interviewed (305 in Africa, the others in the agencies), including 13 ministers, 16 permanent secretaries or deputy ministers, and 4 university heads. Finally, two case studies were conducted in Burkina Faso and Senegal to assess the actions and impact of the Working Groups at the national level, in countries where their presence has been significant (Uganda was also selected for a case study; however, a tragic air crash aborted that case study along with the lives of its authors, to whom the evaluation report is dedicated).

General overview

While each WG is quite autonomous and has its own history, the evaluation identified general trends, some of which are highlighted below.

- **Expansion:** Aside from the "youngest" Working Groups (Early Childhood Development, Nonformal Education, Distance Education) and the Working Group on Research and Policy Analysis (which was dismantled in 2000), most Working Groups have expanded in terms of the number of activities, wider country coverage, and the involvement of an increasing number of education specialists and professionals beyond the limited scope of the ministries of education.
- **Anchorage in Africa:** ADEA Working Groups are increasingly concerned with anchoring their activities in Africa, i.e. grounding their actions in the realities and work conditions of the sector. The evaluation showed that WGs are doing an excellent job of supporting regional and cross-country exchange, that African expertise is being used increasingly, and that more meetings are being held in Africa. However, the report notes that more efforts should be made towards supporting more visible leadership and representation from the South. In addition, WGs need to establish better mechanisms to learn about the priority needs of the ministries and the wider educational community.
- **Visibility:** While ADEA's visibility in the international arena has increased, largely a result of the Biennial Meetings, WGs have a rather low profile in terms of visibility at the national level. ADEA is not very well known in countries outside a restricted circle of actors. The evaluation shows that in general, ADEA's role has been that of

ADEA will pilot a strategy of country Working Group workshops. In addition to exchanging information, these workshops will explore how the Working Groups can become more involved in two major challenges confronting education in Africa: the HIV/AIDS epidemic and realization of the Education For All goals expressed at the Dakar World Education Forum.

a discrete, behind-the-scenes prodler of action and catalyst for change. This is evidenced by situations where ADEA's two key partners, ministry officials and agency representatives, are not always aware of significant contributions made by WGs to ongoing policies and activities.

- **Impact:** Impact refers to the contribution that the WG activities have on the daily work of professionals in the sector. In most cases, individuals involved in particular WGs view their participation as something that has added tremendous value to their work. However, individuals involved in WGs represent a small percentage of the educational professionals working in the sector.

Taking steps to become more responsive to national needs

The evaluation demonstrated that ADEA is contributing to the capacities of African countries to improve both the access to and the quality of education. Through its unique modes of operation and governance, ADEA develops mutual trust and respect among professionals and policymakers. To a large extent, this has

been made possible by the dedication and hard work of the leaders and coordinators of the Working Groups whose work is often more a labor of love than fulfilment of bureaucratic duties.

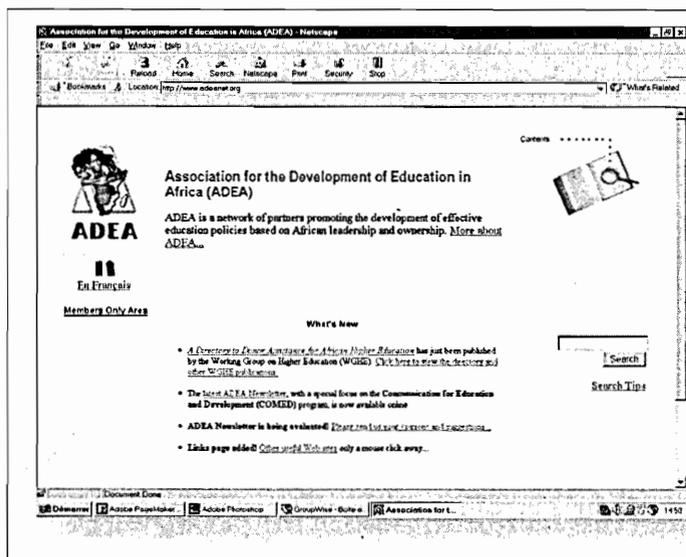
While no major dysfunctionalities were pointed out, the evaluation shows that the efforts of the Working Groups are not maximized and that greater anchoring at the national level is needed. In general, the evaluation found that: (i) the Working Groups need to be more responsive to the countries' needs, as expressed by the ministry and other institutions, including NGOs; (ii) better coordination is required of Working Groups operating in individual countries; and (iii) the Working Groups should become better known to the ministries of education and to the agencies present in the countries in which they work.

To address these issues, ADEA will pilot a strategy of country Working Group workshops which will gather all the WG members in a given country along with a wide range of actors in education including ministry staff, civil society representatives and agency representatives resident in that country. In addition to exchanging information, these workshops will explore how the Working Groups can

become more involved in two of the major challenges confronting education in Africa: the HIV/AIDS epidemic and realization of the education for all goals expressed at the recent Dakar World Education Forum. Expected outcomes of the workshops include (i) improved and more direct communication and information exchange between ministries and the Working Groups, along with (ii) development of better knowledge in countries of the work of the WGs operating there, thereby ensuring improved Working Group responsiveness to nationally-expressed needs.

**BASED ON THE WORKING GROUP
EVALUATION REPORT PREPARED BY
AIME DAMIBA AND
DIANA VAN BELLE-PROUTY**

1. Indicators of anchorage, as identified by the persons interviewed for the evaluation were the following: responsiveness to the priorities of the ministries; more visible leadership and representation from the South; more use of African expertise/consultants; greater numbers of Africans on WG Steering Committees; greater number of Africans attending WG meetings; more meetings held in Africa; greater regional and cross-country exchange; ongoing North-South exchange; greater financial contribution by African ministries and partners.



www.ADEAnet.org

Consult the ADEA Web Site for more information on ADEA and its Working Groups. You will find:

- information on programs and activities;
- a comprehensive list of Working Group publications;
- a selected number of full-text publications and reports.

How to Contact the Working Groups

WG on Books and Learning Materials

Carew Treffgarne Leader

Department for International
Development (DfID)
94 Victoria Street
London SW1E 5JL, UK
Tel: +44 (0)207 917 0658
Fax: +44 (0)207 917 0287
E-mail: c-treffgarne@dfid.gov.uk

Kelvin Smith

Center for Publishing Studies
Oxford Brookes University
Richard Hamilton Building
Headington Hill Campus
Oxford OX3 0BP, UK
Tel: +44 (0)1865 484 987
Fax: +44 (0)1865 484 952
E-mail: adea.wgblm@brookes.ac.uk

WG on Distance Education

Anand R. Rumajogee Leader

Tertiary Education Commission
41 Mère Barthelemy Street
Port Louis, MAURITIUS
Tel: +230 212 8986/7 / 211 3213
Fax: +230 212 6473
E-mail: arumajog@intnet.mu

WG on Education Sector Analysis

Alexandra Draxler Leader

UNESCO - ED/EDC
7 place de Fontenoy
75732 Paris 07 SP
FRANCE
Tel: +33 (0)14568 1123
Fax: +33 (0)14568 5632
E-mail: a.draxler@unesco.org

WG on Early Childhood Development

Jeannette Vogelaar Leader

Dutch Ministry of Foreign Affairs
DCO/OO/BE
Bezuidenhoutseweg 67
P.O. Box 20061 - 2500 EB The Hague
The Netherlands
Tel: +31 70 348 64 36
E-mail: jeannette.vogelaar@minbuza.nl

Kate Torkington Policy Studies Project Coordinator

41 Appleby Lodge,
Wilmslow Road, Fallowfield
Manchester M14 6HQ UK
Tel: + 44 161 224 7836
Fax: + 44 161 225 2818
E-mail: kate@applebylodge.demon.co.uk

WG on Education Statistics

Kees Van den Bosch Leader

Royal Netherlands Embassy Harare
c/o P.O. Box 20061
2500 EB The Hague
THE NETHERLANDS
Tel: +263 4 776 701
Fax: +263 4 776 700
E-mail: kees-vanden.bosch@minbuza.nl
nlgovhar@samara.co.zw

Ko-Chih Tung Coordinator

UNESCO Office - Harare
P.O. Box H.G 435
8 Kenilworth Road, Highlands
Harare - ZIMBABWE
Tel: +263 4 332 222
Fax: +263 4 332 344
E-mail: kc.tung@unesco.co.zw

WG on Nonformal Education

Ahlin Byll-Cataria Leader

Swiss Agency for Development
and Cooperation (SDC)
Freiburgerstrasse 130
CH-3003 Bern, SUISSE
Tel: +41 31 322 3428
Fax: +41 31 324 87 41
E-mail: ahlin.byll@deza.admin.ch

Cream Wright Coordinator

Commonwealth Secretariat
Marlborough House
Pall Mall
London SW1Y 5HX, UK
Tel: +44 (0)207 747 6274
Fax: +44 (0)207 747 6287
E-mail: ca.wright@commonwealth.int

Adama Ouane Coordinator

UNESCO Institute for Education
Feldbrunnenstrasse 58
Hamburg D-20148
GERMANY
Tel: +49 40 448 041 30
Fax: +49 40 410 7723
E-mail: a.ouane@memo.unesco.org

WG on Higher Education

Bill Saint Leader

The World Bank
1818 H Street, N.W.
Washington, D.C. 20433 - USA
Tel: +1 202 473 7578
Fax: +1 202 473 8065
E-mail: wsaint@worldbank.org

David Court

The World Bank
1818 H Street, N.W.
Washington, D.C. 20433 - USA
Tel: +1 202 473 7578
Fax: +1 202 473 8065
E-mail: dcourt@worldbank.org

WG on Finance and Education

Lorraine Belisle Leader

Canadian International
Development Agency
200 Promenade du Portage
Hull, Québec K1A 0G4 CANADA
Tel: +1 819-997 0983
Fax: +1 819-997 5453
E-mail: lorraine_belisle@acdi-cida.gc.ca

Coffi Rémy Noumon Coordinator

CODESRIA
B.P. 3304 Dakar, SENEGAL
Tel: +221 825 98 22
Fax: +221 824 12 89
E-mail: remy.noumon@codesria.sn

WG on Female Participation

Professor Penina Mlama Leader

Executive Director
FAWE
International House,
Mama Ngina Street
P.O. Box 53168 - Nairobi, Kenya
Tel: +254 2 330 352
Fax: +254 2 210 709
E-mail: fawe@fawe.org

WG on the Teaching Profession/fs

Jean-Claude Mantes Leader

Ministère des affaires étrangères
Direction générale de la coopération
internationale et du développement DCT/
HEA
20, rue Monsieur - 75700 Paris 07 SP-France
Tel: +33 (0)15369 3124
Fax: +33 (0)15369 3783

Paul Dogoh Bibi Coordinator

06 B.P. 1634- Abidjan 06, Côte d'Ivoire
Tel: +225 2221 8393
Fax: +225 2221 8393

Marlène Zibango Coordinator

UNESCO Commission nationale
01 BP 748 Ouagadougou 01
Burkina Faso
Tel: +226 30 72 15 / 31 56 14
Fax: +226 31 56 14w

WG on the Teaching Profession/as

Henry Kaluba Leader

Commonwealth Secretariat
Marlborough House Pall Mall
London SW1Y 5HX - UK
Tel: +44 (0)207 747 6276
Fax: +44 (0)207 747 6287
E-mail: h.kaluba@commonwealth.int

Books and Learning Materials

The Working Group on Books and Learning Materials (WGBLM) is committed to supporting processes conducive to the formulation of adequate national book policies, with the objective of improving the provision of good quality educational materials, effective schooling, and literacy across sub-Saharan Africa. In 2000, the *Books Group* had a busy year of research, publishing, policy advocacy, dissemination and networking activities relating to its involvement in book policy planning and implementation.

Calling for tax breaks and promoting Reading for All

During 2000, the *Taxes off Books!* Campaign, which was launched in conjunction

with the African Publishers' Network (APNET) at the 1999 ADEA Biennial Meeting held in Johannesburg, gathered momentum. The campaign received press coverage in Nairobi and Harare as a result of press conferences

organized during the ADEA Meeting of Working Group Leaders and Coordinators in June and the Zimbabwe International Book Fair in July.

At the World Education Forum in Dakar in April, the campaign featured in the round table discussion on *Strategic Choices in the Development and Use of Teaching and Learning Resources*, which drew on the WGBLM/UNESCO survey of the context of book provision in Africa. This study, initiated by the Working Group in 1999, was extended for the EFA 2000 assessment into a global survey on textbooks and learning materials. Members of the round table panel in Dakar reiterated the Working Group's recommendation that books' exoneration from all forms of taxation, customs, and excise duty should be part of government policy to promote reading for all.

Dissemination of the second phase of the WGBLM/UNESCO study, on barriers to the intra-African trade in books, was continued in one of the *Indaba* sessions at the Zimbabwe International Book Fair (ZIBF) at the end of July. Ruth Makotsi, the lead researcher, led a discussion on the implications of the research findings for regional economic communities. Furthermore, a joint APNET/ADEA mission to Maputo in November participated in the SADC Inter-Ministerial Conference on Culture, which discussed the draft SADC Protocol on Culture, Information and Sports. The mission pursued the need to identify books as cultural products and publishing as a cultural industry.

“Textbooks may be the only introduction to reading for students who come from homes without books. They may be a young person's only exposure to reading in villages so remote that there are no newspapers, magazines, or even shop signs. They are essential to teaching literacy in the many parts of the world where book hunger is endemic, where teaching is by rote and memorization of information not always accurate and seldom up to date. ”

EFA 2000 Assessment. Thematic study on teaching/learning environments prepared by UNESCO/ADEA- Ian Montagnes .



UNESCO/de DECKER

Improving book access

Throughout 2000 the Working Group continued to support the Pan African Booksellers Association (PABA) in its capacity-building workshops, which promote good book-selling practice and strengthen National Booksellers' Associations. These workshops have helped to stimulate the growth of the PABA network, which now has 17 member associations (compared to 4 in 1997).

The Books Group was instrumental in facilitating a technical meeting during PABA's annual convention on the publishing/book-selling interface. At the final policy session, organized by the Group at the Zimbabwe Book Fair, the guest of honor, Minister of Education Ekwow Spio-Garbrah of Ghana, invited members of the PABA Executive Committee to continue the dialogue at the Ghana International Book Fair in November. This resulted in the first formal meeting between representatives of APNET and PABA on the complementary roles of publishers and booksellers in Accra.

Research on key policy issues

Throughout the year the Working Group continued to emphasize the importance of up-to-date research on key policy issues. The research commissioned on book distribution systems was completed in March, with the findings serving as background for another ZIBF *Indaba* session in July.

In addition to the enlarged version of *Expanding the Book Trade across Africa*, three new titles in the Working

Group's *Perspectives in African Book Development* series focused on financing, access, and gender issues in materials development. The Group's strategy has been to encourage the authors of these publications to take the lead in policy dissemination.

The writing team that developed the Working Group's first training manual, which was Number 12 in the *Perspectives on African Book Development* series, will be trainers at workshops planned for 2001. The title, *Gender-Sensitive Editing*, was enthusiastically received by Working Group members. Our intention is explore with different National Publishers Associations early in 2001 the viability of producing French and Kiswahili versions of the publication.

Disseminating the policy implications of research

To discuss the implications of the case study on Lesotho in *Financing Textbooks and Teacher Training Materials*, the Ministry of Education in Maseru organized a workshop in September, with support from Irish Aid. Discussions are underway on the dissemination of the policy implications of the other case studies in this publication, as well as those in *Books for Schools: Improving Access to Supplementary Reading Materials in Africa*.

A regional workshop on *Textbook Strategic Planning* in Dakar at the end of September provided another channel for sharing the policy implications of Working Group research. The Working Group organized this workshop for

representatives from the public and private sectors in Mali, Guinea, Burkina Faso, Côte d'Ivoire and Senegal at the request of the World Bank Africa Region Office for the United Nations Special Initiative for Africa (UNISA) program.

Another workshop was organized in conjunction with the Working Group on Education Statistics in Lusaka in October to follow up on the NESIS pilot module on *Information on Books and Educational Materials*, once again continuing the dialogue between the Ministry of Education and the Booksellers and Publishers Association.

These workshops will be followed in 2001 with a renewed emphasis on helping stakeholders in the public, private, and NGO sectors share good practices in how to mobilize teaching and learning resources for Education for All.

CAREW TREFFGARNE

LEADER OF THE WORKING GROUP ON
BOOKS AND LEARNING MATERIALS



How to Contact WGBLM:

Carew Treffgarne Leader

Department for International
Development (DfID)
94 Victoria Street,
London SW1E 5JL, UK
Tel: +44 (0)207 917 0658
Fax: +44 (0)207 917 0287
E-mail: c-treffgarne@dfid.gov.uk

..Newsletter evaluation...Newsletter evaluation...Newsletter

PLEASE SEND US YOUR QUESTIONNAIRE !

ADEA is undertaking an evaluation of the *ADEA Newsletter*. A questionnaire was sent out to all readers with Vol. 12, No. 3 (July-September 2000) focused on Education Statistics.

A reminder is being sent out with this issue of the Newsletter. If you have not yet sent your questionnaire back to us, it is still time to do so!

The questionnaire, as well as the *ADEA Newsletter*, can be downloaded from the ADEA Web Site or requested from the ADEA Secretariat.

ADEA Newsletter

Association for the Development of Education in Africa (ADEA)

International Institute for Educational Planning
7-9 rue Eugène-Delacroix - 75116 Paris, France
Tel: +33 (0)14503 3796
Fax: +33 (0)14503 3965
E-mail: adea@iiep.unesco.org
Web site: <http://www.adeanet.org>

Finance and Education

The overall goal of the Working Group on Finance and Education (WGFE) is to improve educational planning, financing and management in sub-Saharan Africa. The Working Group is a forum where African educational planners and economists and funding agencies exchange information, develop tools and elaborate policies that will lead to the better management of education financial resources. Case studies exploring policies and practices related to the financing of education are an important component of WGFE's work program. WGFE also emphasizes capacity building within ministries of education and finance in the areas of planning, and budgetary and financial management.

Case studies explore policies and practices

Since 1998 the Working Group has been conducting national case studies that explore policies, practices, and mechanisms relating to the financing of education in the countries of sub-Saharan Africa. The studies also examine the institutional agreements between ministries of finance and education where planning and budget allocations are concerned. The teams conducting the studies are composed of nationals of the countries, such as representatives of the ministries of education, economy, and finance, and scholars from universities and research institutions.

The purpose of the studies is to provide an initial analysis of the way education is financed; financing mechanisms are reviewed and the constraints, bottlenecks, and weaknesses of these mechanisms are analyzed. This analysis will serve as a basis for deciding on specific actions to improve the financial and budgetary management of the country's education system.

■ Dissemination seminars

When the case studies are completed, national dissemination seminars are held to disseminate the results of the case studies to the major stakeholders in the education system of the country concerned (decision-makers, development organizations and NGOs, teachers' trade unions, parent-teacher associations, etc.) and make them aware of the issues and problems involved in financing education. To date, six studies have been completed in Benin, Niger, Senegal, Swaziland, Tanzania, and Mauritius. Six

more were initiated in 2000, including Burkina Faso, Burundi, Kenya, Mauritius, Mozambique, and Egypt.

In 2000, about thirty people participated in the dissemination seminar for Kenya—academics, representatives of the ministries of finance and education, representatives of civil society, UNICEF, and NGOs. Members of the national study team presented the results, which provoked wide-ranging and constructive discussions at a time when the country is drafting a document to serve as the basis for mapping out a strategy for poverty reduction. At

the end of the seminar, it was suggested that the study be adopted as a reference guide and regularly updated. The team also received several recommendations: (i) the data should be analyzed in greater depth and the analytical approach based on unit costs should be extended to all levels and types of education, in order to provide a basis for specific budget proposals; (ii) the study should be supplemented by an analysis of the system of

“Broadly speaking, there is little relationship between the total amount of public money spent for education and enrolments in education systems. What matters is not the amount of money spent for education, but rather the way that money is spent.”

African education systems, an economic and comparative analysis, by Alain Mingat and Bruno Suchaut, De Boeck & Larcier, 2000.



UNICEF / Giacomo Pirozzi

student grants and loans as well as of private-sector participation in the financing of education; (iii) the medium-term expenditure framework should be analyzed in greater depth, along with the problem of coordinating external aid.

■ Implementation seminars

The Working Group also helps to organize implementation seminars, which provide an opportunity for the countries conducting case studies to discuss the recommendations of their national teams in greater detail. The seminars are supposed to lead to strategies for implementing the recommended actions. An implementation seminar was held in Mbour, Senegal, on July 17, co-chaired by Abdoul Aziz Fall, permanent secretary to the Minister of Education, Technical Education and Vocational Training, and Mr Alé Lo, chairman of the Association of Community Based Organizations and Rural Communities (*Association des collectivités locales et des communautés rurales*). Some thirty participants attended the seminar, most of whom were representatives of the ministers of education and finance and of civil society organizations. Participants discussed means of implementing certain recommendations. To date, several short-term recommendations have been adopted by the ministry and are beginning to be implemented. In addition, the recommendations concerning long-term strategy were taken into consideration in the drafting of the country's Ten-Year Plan for Education and Training (*Programme décennal de l'éducation et de formation - PDEF*).

Modules are developed for training seminars

One aim of the Working Group is to help education and finance ministries develop and implement policy on planning and on budget and financial management, in order to ensure optimal management of the funds allocated to education. To this end, training modules have been developed to contribute to the technical upgrading of the staffs of these ministries.

The modules, which were developed in collaboration with the International

Institute for Educational Planning (IIEP), cover the theoretical aspects of planning, and budgetary and financial management, as well as practical exercises. They refer to actual situations described in the Working Group's national case studies such as: an analysis of the evolution of education spending in Mauritius; Sources of financing for education in Swaziland; Budgetary procedures in Senegal; Budgetary procedures in Tanzania; Planning and budgeting for education in Swaziland; Education budget preparation and implementation in Mauritius.

In 2000 two **regional training seminars** based on these modules were held in collaboration with the International Institute for Educational Planning (IIEP), with the participation of planning, administrative, and financial directors of ministries of education and budget directors of the ministries of finance.

The first seminar, for the French-speaking countries, was held in Grand Bassam, Côte d'Ivoire in April. Eleven countries were represented: Benin, Côte d'Ivoire, Burundi, Burkina Faso, Niger, Senegal, Chad, Togo, Guinea, Congo and Madagascar. The second, for the English-speaking countries, was held in Quatre Bornes, Mauritius, in September. It brought together 23 participants from Mauritius, Kenya, Ethiopia, Lesotho, Namibia, Zimbabwe, Mozambique, Botswana, Uganda, and Gambia.

In addition, two **national training seminars** were organized in 2000. The first was held in Lomé, Togo, in October, for the six regional directors of the national education system and 24 officials from the ministries of education and finance. The second was held in Koudougou, Burkina Faso, in November, for the managers of the Regional Departments for Basic Education and Literacy (*Directions régionales de l'éducation de base et de l'alphabetisation-DREBA*) and officials from the central departments of the ministries responsible for education in Burkina Faso.

Activities for 2001

In 2001 the national case studies will be continued and dissemination

seminars held. Several reports on the case studies will be published, and some countries (Benin, Burkina Faso, Burundi and Mozambique) will be in a position to organize national implementation seminars. The Working Group will also organize training seminars—two or three at a national level and one at a regional level—in collaboration with the IIEP. In addition, a sub-regional seminar will be organized on the topic *The Challenges of Higher Education Financing in Africa*. The objectives of the seminar, which is intended mainly for ministers of education or higher education in French-speaking Africa, will be to discuss the various problems raised by the financing of higher education in Africa and to analyze successful solutions from both Africa and other regions of the world.

Lastly, the Working Group will address the AIDS problem, which has affected education both directly (costs of absenteeism, of hiring and training new teachers, etc.) and indirectly (draining away part of the social sectors' share of the central government budget). A team will be set up to analyze the impact of the AIDS epidemic on the effort to finance education in Africa.

COFFI REMY NOUMON
COORDINATOR OF THE
WORKING GROUP ON FINANCE
AND EDUCATION

How to Contact WGFE:

Lorraine Belisle Leader

Canadian International
Development Agency
200 Promenade du Portage
Hull, Québec K1A 0G4 CANADA
Tel: +1 819-997 0983
Fax: +1 819-997 5453
E-mail: lorraine_belisle@acdi-cida.gc.ca

Coffi Rémy Noumon Coordinator CODESRIA

B.P. 3304 Dakar, SENEGAL
Tel: +221 825 98 22
Fax: +221 824 12 89
E-mail: remy.noumon@codesria.sn

Education Statistics

Well-managed and responsive statistical information services are essential to viable policy formulation and efficient investments in education. This principle is at the basis of the activities of the Working Group on Education Statistics (WGES). Since it was created in 1989, the Working Group has focused on building capacities to implement, maintain and manage effective national education information systems. It has succeeded in developing a growing, structured network of education information managers and statisticians throughout sub-Saharan Africa. In 2000, the Working Group continued its capacity-building efforts, and was actively involved in assisting countries to participate in the EFA assessment.

The core of the ADEA Working Group on Education Statistics (WGES) is the joint capacity-building program, Strengthening National Education Statistical Information Systems (NESIS). NESIS is supported by nine agencies and over 40 sub-Saharan African countries. Its main objective is to develop sustainable statistical information systems for education policy-making. The NESIS team operates from the NESIS Regional Center and sub-regional office for East and Southern Africa at UNESCO Harare, and the sub-regional office for West and Central Africa in Dakar. It manages capacity-building activities, country implementation, and the exchange of experiences in the sub-regions. It also serves as the Working Group secretariat.

Building capacity for the EFA 2000 assessment

During 1999 and the first half of 2000, WGES mobilized the NESIS network to coordinate, train, and assist countries in producing statistical indicators for the assessment of progress toward the Jomtien goals. In this activity, WGES received support from DFID, the Netherlands, UNICEF, UNESCO, SIDA, and the French Cooperation, and it collaborated with the Education for All (EFA) Global Forum. In March 2000, following national assessments and the sub-Saharan Africa Conference on Education for All in Johannesburg, held in December 1999, NESIS and EFA Harare organized a meeting of the Regional Technical Advisory Groups (RTAG) country representatives to prepare issues

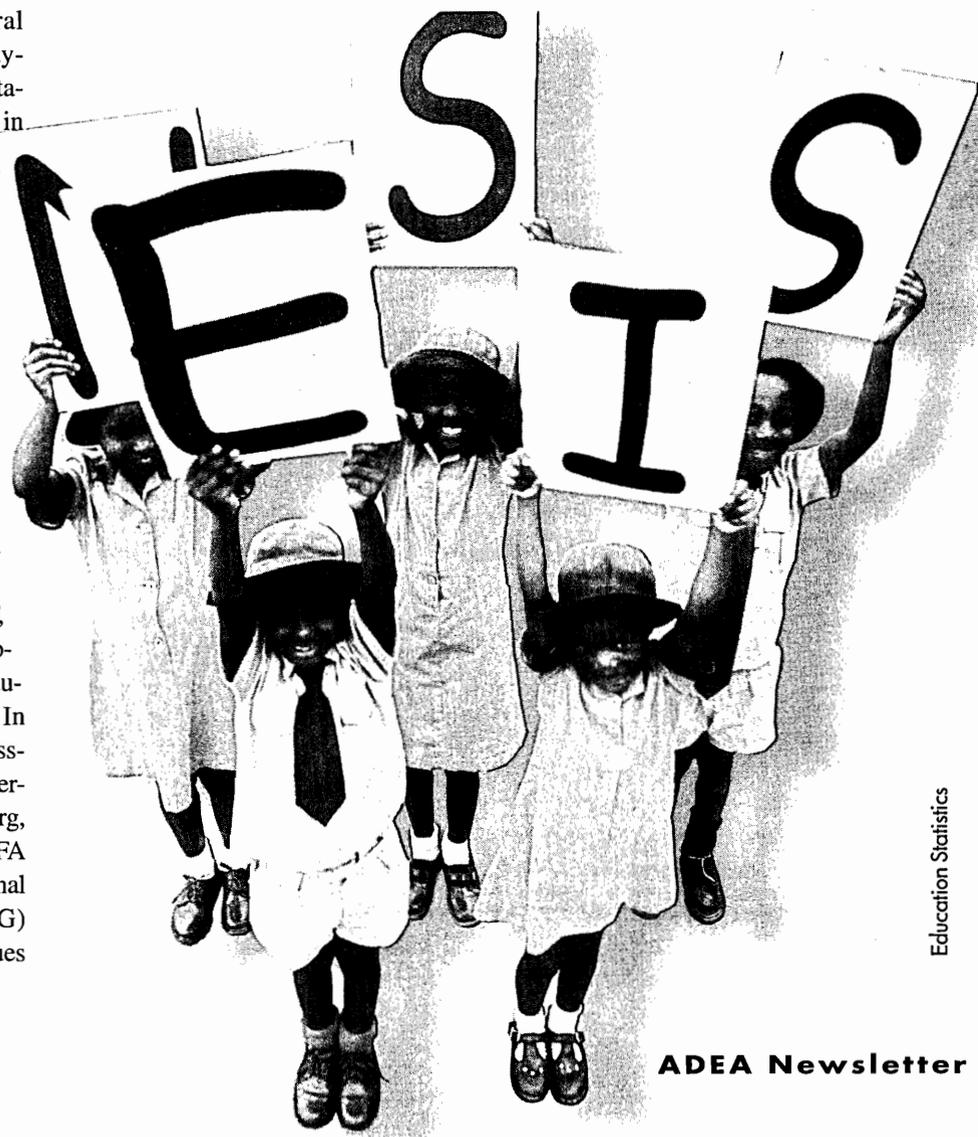
for the World Education Forum (Dakar, April 2000).

The NESIS team produced a report synthesizing the country assessments, entitled "Assessment of basic education in Sub-Saharan Africa 1990-1999." The report was presented in draft at the Dakar conference

and is now being printed. The team created a database containing country data and

“Availability of relevant information is a *sine qua non* of informed decision-making and public discourse, and the development of information systems is an essential part of the transformation of rigid bureaucracies into responsive learning organizations capable of solving critical development issues.”

Ko-Chih Tung, Coordinator of the Working Group on Education Statistics, in ADEA Newsletter Vol. 12, No. 3 (July-September 2000)



Education Statistics

indicators, which is being updated, and prepared a statistical publication.

In December, at a meeting of heads of UNESCO field offices in sub-Saharan Africa, held at BREDA in Dakar to discuss EFA follow-up activities, NESIS presented its strategies and capacity-building activities related to the EFA monitoring and assessment functions.

Other activities in 2000

WGES has also been engaged in other activities, including the development of regionally-based training programs. Projects in the following areas have been implemented:

■ **Information on Books and Education Materials (IBEM):** Initiated in 1999, IBEM is a joint project conducted by WGES and the ADEA Books Working Group. The project is developing a system to track books from design to use in classroom, with the aim of improving book production and distribution. The preliminary findings were reported in the ADEA Newsletter. As an integral part of Zambia's Basic Education Sub-Sector Investment Program (BESSIP), WGES is helping to develop an IBEM database.

■ **Information systems on nonformal education:** Although many NGOs provide education and training, these programs are usually neglected in official education statistics. In collaboration with the Working Group on Nonformal Education, WGES organized a workshop in Nairobi in December for statisticians and nonformal education (NFE) specialists to assess the state of statistics on NFE. The Working Groups proposed pilot projects for the development of information systems, one on a national directory of NFE courses and providers (Kenya) and another on statistics on enrolment and performance in basic education equivalency courses provided by the NFE sector (Zimbabwe).

■ **Use of population censuses and household surveys:** UNICEF and NESIS are collaborating in a project to learn more about why children are not in school. The objectives are to examine in three pilot countries how data from routine ministry of education data systems

and from population census and household surveys can be combined and utilized to identify characteristics of children out of school and the reasons they do not enroll.

■ **Publications and information services:** The Netherlands is supporting a project on the design, development, and management of statistical publications and information services. A work plan and terms of reference for pilot projects were prepared and a task-manager was hired to coordinate the implementation and development of materials.

■ **Module on statistical data collection and processing:** A module was developed in collaboration with the Ecole Supérieure d'Informatique de Bobo Dioulasso in Burkina Faso. The module is based on the new education management information system (EMIS) in Burkina Faso and results of a workshop on restructuring information systems in a decentralized environment. It contains a document on the approach and system design and a CD-ROM containing data management software, sample questionnaires, a database, and data sets. A team of national experts from Burkina Faso and Senegal is developing the module, with support from French Cooperation experts and the NESIS node in Dakar.

■ **Other activities of the sub-regional NESIS office for West and Central Africa in Dakar** included: Interactive seminars for educational planners through the RESAFAD server in Ouagadougou; contributions to the OAU evaluation of "The State of Education in West Africa in year 2000"; and collaboration with ADEA's Communication for Education and Development (COMED) program to elaborate a module on education statistics for journalists.

■ **Internet connectivity:** USAID is financing Internet connections for ministries of education in NESIS countries; it is providing subscriptions to local Internet service providers (ISPs), training in start-up and maintenance, and equipment. Countries connected in 2000 are Côte d'Ivoire, Eritrea, the Seychelles, Sierra Leone, and Zambia.

■ **Nigeria EMIS and Federal Education Data Bank:** the NESIS coordinator

took part in a joint UNESCO/World Bank mission to Nigeria in September-October, resulting in Nigeria's decision to conduct a NESIS diagnostic survey and formulate an action plan.

■ **OAU seminar:** representatives from the East African countries convened in Nairobi in December to review OAU's decade of education program. Strategies for capacity building were presented, emphasizing the institutional, technical, and human aspects.

Distance training programs

NESIS and the Zimbabwe Open University are preparing a proposal for the development of distance education training programs. The project would elaborate and transform NESIS technical materials that have been developed and tested in country pilot projects into materials for distance learning training. Within the framework of this project, it is planned that a network of specialists and institutions in the sub-region will conduct a training of trainers program.

KO-CHIH R. TUNG

COORDINATOR OF THE WORKING GROUP ON EDUCATION STATISTICS

ANNA ERIKSSON

NESIS COORDINATOR FOR EASTERN AND SOUTHERN AFRICA

BERNARD AUDINOS

NESIS COORDINATOR FOR WESTERN AND CENTRAL AFRICA

1. See the article "Why are there so few books in the schools?" *ADEA Newsletter*, Vol. 12, No. 3, July-Sept. 2000, pp. 11-12.

How to Contact WGES:

Kees Van den Bosch Leader

Royal Netherlands Embassy Harare
c/o P.O. Box 20061
2500 EB The Hague
THE NETHERLANDS
Tel: +263 4 776 701
Fax: +263 4 776 700

E-mail: kees-vanden.bosch@minbuza.nl/
nlgovhar@samara.co.zw

Ko-Chih Tung Coordinator

UNESCO Office - Harare
P.O. Box H.G 435
8 Kenilworth Road, Highlands
Harare - ZIMBABWE
Tel: +263 4 332 222
Fax: +263 4 332 344
E-mail: kc.tung@unesco.co.zw

Early Childhood Development

The Working Group on Early Childhood Development (WGECD) is one of the most recent ADEA Working Groups. It was created in 1997 with the objective to ensure that provisions for quality, accessible and affordable ECD are in place in order for children to have equal chances to complete basic education and develop their capacities. The first task the Working Group set for itself is to investigate existing ECD policies in sub-Saharan Africa. The Policy Studies Project includes a broad survey of ECD policies and the production of three case studies in Ghana, Mauritius and Namibia.

Activities of the Working Group on Early Childhood Development (WGECD) gained momentum in 2000, encouraged by further acknowledgments of the crucial importance of ECD as a precondition for the positive development of children in education and in life. Such acknowledgements were made in international fora such as the ADEA Biennial Meeting and the Johannesburg All Africa Conference on EFA in 1999 and the World Education Forum in Dakar in 2000. A recent statement from the Executive Director of UNICEF, Carol Bellamy, at the launching of *The State of the World's Children 2001*¹, argued strongly that the key to human development progress lies with the very youngest: "The greatest tragedy is that many decision-makers simply don't know how crucial those first three years of life are. But we have made great strides in understanding human development, and we are now certain that those years are vital to everything that comes later. Investments made today will yield high returns to children and society in the future."

The Policy Studies Project

The decision-makers referred to by Carol Bellamy and the policies relevant to young children for which they are responsible are the focus of the Working Group's Policy Studies Project. Its

starting point is the belief that increased commitment to and investment in ECD by national governments is essential to

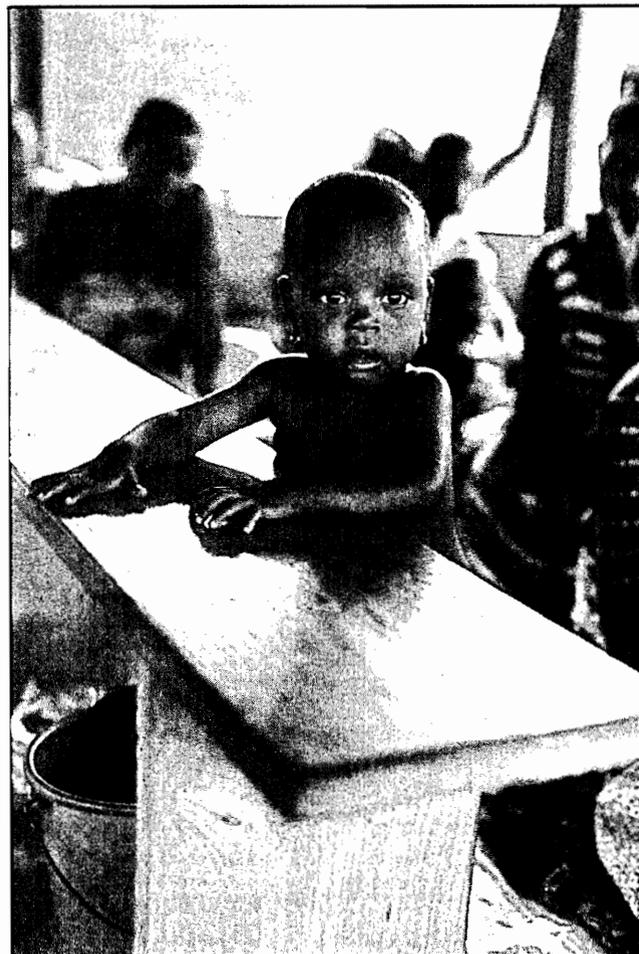
“The greatest tragedy is that many decision-makers simply don't know how crucial those first three years of life are. But we have made great strides in understanding human development, and we are now certain that those years are vital to everything that comes later. Investments made today will yield high returns to children and society in the future.”

Statement by Carol Bellamy, UNICEF Executive Director at the launching of *The State of the World's Children 2001*.

expanding and improving sustainable and appropriate ECD in Africa. By providing information to African governments about the ECD policies that have been developed in Africa and the thinking and strategies that have led to these policies, the Working Group hopes to encourage and stimulate active government commitment to ECD.

The Working Group's Policy Studies Project has

two main components: a broad survey of the ECD policies and the production of case studies on policies in three African countries. In regard to the first component, in November 2000 the Group sent out a questionnaire to all ministers of education to elicit general



UNICEF/Murray Lee

information about ECD and specific information about ECD policy. One-fifth of the more than 50 questionnaires sent out were returned by early December. The information from the questionnaire returns will be included in the meta-analysis stage of the project, which will take place after the three case studies have been completed.

The production of the case studies accelerated in August, once much behind-the-scenes work had established the project as a joint venture of the Working Group, UNICEF, and the ministries in Ghana, Mauritius, and Namibia. These three countries were selected because they had developed or were in the process of developing policies focused specifically on ECD. Each country formed a team comprised of researchers, a representative from the UNICEF country office, and one from government. From the beginning teamwork and the establishment of links with ECD networks in each country were seen as key to the process.

Two linked workshops were held in South Africa, one in August and the second in late November. Each country team participated in the workshops, which were facilitated by the Project Coordinator and an experienced ECD trainer. At the first workshop participants produced the terms of reference for the case studies and a two-month work plan for each country team. At the second workshop they reviewed progress, ironed-out difficulties experienced by the teams, and worked on strategies for disseminating the case studies. Ghana and Mauritius produced first drafts of the case studies for the second workshop, and Namibia's will be completed early in 2001.

A workshop will take place in early 2001 to carry out a meta-analysis of the findings of the three studies, supplemented by the information from the results of the questionnaire to ministries of education. Each UNICEF office intends to organize in-country conferences to disseminate the results of the case studies, and the Working Group will seek opportunities for the government representatives to present their case studies and the meta-analysis report at international conferences. The Working Group

will publish the complete meta-analysis.

HIV/AIDS and ECD

In response to the deep concern about HIV/AIDS in Africa, the Working Group has taken the first steps in partnership with UNICEF regional offices to study the effects of HIV/AIDS on young children and their families. At a meeting in 2001 representatives from African countries most affected by HIV/AIDS will brainstorm to identify the main issues, problems, and options and some of the initiatives that have begun. The Working Group, in partnership with other organizations, will consider supporting case studies on HIV/AIDS initiatives as part of a second stage of the Policy Studies Project. In the meantime, the questionnaire sent to ministries includes a question on the impact of HIV/AIDS on young children and their families.

Structure and organization of the Working Group

As 2000 was devoted to getting the Policy Studies Project off the ground, little attention was given to what is clearly most crucial to any extension of the activities, that is, to establish a firm constituency for the Working Group and to appoint a Steering Committee. The questionnaire returns should indicate which African countries have a particular commitment to ECD. A number of countries have expressed interest in working with the Working Group. The Netherlands Ministry of Foreign Affairs, which is the lead organization for the Working Group, will arrange a meeting in 2001 to disseminate the outcomes of the Policy Studies Project and bring together representatives of interested countries.

The Group's dilemma

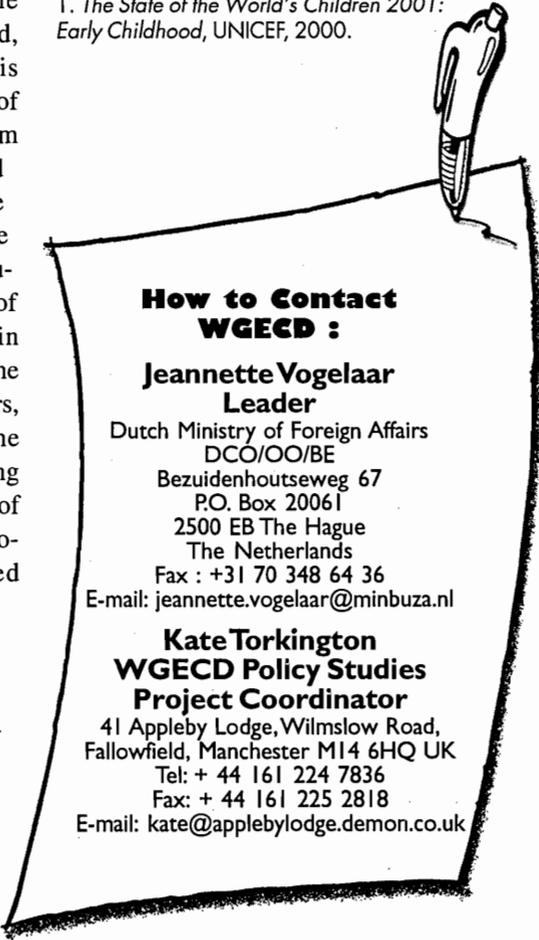
The principle of holistic child development, which recognizes the importance of children developing satisfactorily in many dimensions and the interdependence of these dimensions, is one of the guiding principles of the Working Group. The way national

governments organize themselves in most countries contradicts this principle, in that the needs of children are addressed through sectoral programs. Furthermore, ADEA is concerned primarily with formal education, while the Working Group definition of ECD includes children from birth to seven or eight years old, within and outside of educational institutions. In choosing to work on the Policy Studies Project, the Working Group has confronted this dilemma head-on. In none of the three case study countries, is the government representative on the team from the ministry of education, because another ministry is more relevant to ECD policy. How the ministers of education respond to the project's publications will be a test of how far the principle of holistic ECD is accepted.

KATE TORKINGTON
POLICY STUDIES PROJECT
COORDINATOR

WORKING GROUP ON EARLY CHILDHOOD
DEVELOPMENT

1. *The State of the World's Children 2001: Early Childhood*, UNICEF, 2000.



How to Contact WGEC :

Jeannette Vogelaar Leader

Dutch Ministry of Foreign Affairs
DCO/OO/BE

Bezuidenhoutseweg 67
P.O. Box 20061
2500 EB The Hague
The Netherlands

Fax : +31 70 348 64 36

E-mail: jeannette.vogelaar@minbuza.nl

Kate Torkington WGEC Policy Studies Project Coordinator

41 Appleby Lodge, Wilmslow Road,
Fallowfield, Manchester M14 6HQ UK

Tel: + 44 161 224 7836

Fax: + 44 161 225 2818

E-mail: kate@applebylodge.demon.co.uk

Higher Education

The context of higher education in Africa is rapidly changing. Globalization, privatization, Internet and the new information and communication technologies, and AIDS are bringing in new challenges. The Working Group on Higher Education is responding by making changes in the way it operates, conducting new research and implementing new activities.

The rediscovery of higher education

The year 2000 was notable for a remarkable resurgence of interest among development agencies in higher education. In the course of the year hardly an agency did not signal an intensified interest in tertiary education, by means of a workshop, a policy statement, or a reallocation of funding priorities. UNESCO set the tone with its Year of Higher Education, which was followed by the launching of a consortium of four American foundations (Ford, Rockefeller, MacArthur, and Carnegie), aimed at increasing financial support to selected universities on the African continent.

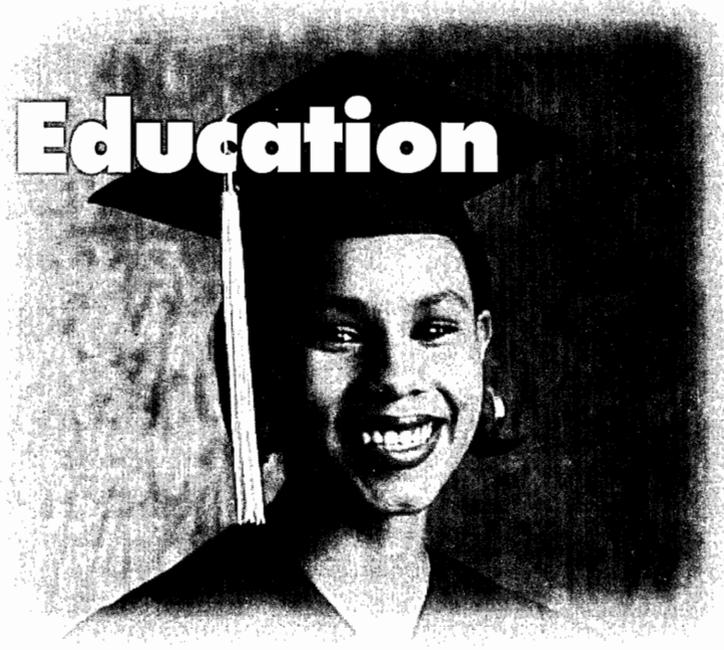
The year also witnessed a landmark publication in the form of a report by the Task Force on Higher Education entitled *Higher Education in Developing Countries: Peril and Promise*¹. This renewal of interest in higher education has underlined the importance of the role of ADEA's Working Group on Higher Education (WGHE). Yet the accompaniment of this renewed interest by dramatic achievements among African universities and the spread of globalization and rapid technological change has not only brought new urgency to the efforts of the Group but also transformed the context in which we are operating.

Several factors underlie renewed agency interest in higher education and provide evidence for believing that we are witnessing more than the familiar swing of the pendulum of donor fashion. Behind the increased attention is a new recognition of its importance in national development. At least five sources of this recognition can be identified. First, there is new acknowledgment that higher

education cannot be ignored in sectoral considerations. Second, dramatic examples of reform, provided by universities such as Dar Es Salaam, Makerere, and Eduardo Mondlane, offer compelling illustrations of what universities can accomplish if commitment, imagination, and resources combine within a supportive national environment. Third, conventional theories of assessing the value of higher education by means of rate of return analysis are being called into question by a suggestion that this analysis underestimates its contribution, particularly to what has come to be called the public good. Fourth is that new information and communication technologies have more immediate and extensive potential relevance for higher education than for other levels of the system. Finally, the educational manifestations of globalization and privatization are diversifying and internationalizing the providers of higher education in ways that are changing roles of and context in which universities in Africa, as elsewhere, operate.

Implications for the Working Group

The dramatic developments at some



“ Higher Education is a rational and feasible way for many countries to mitigate or avert further deterioration in their incomes, while positioning themselves on a higher and more sharply rising development trajectory. ”

Higher Education in Developing Countries – Peril and Promise, The Task Force on Higher Education and Society, The International Bank for Reconstruction and Development, 2000.

universities, together with increased recognition of the importance of higher education, are a culmination of goals long sought by the Working Group. In the accomplishments of the three universities mentioned, one can see some fulfillment of the principles that WGHE has been struggling to popularize and apply. Strategic plans provide the most obvious example of the principles. Having promoted the value of strategic plans and struggled to help universities develop them, the Group can only be impressed by the way in which these plans have been used and transformed into a vehicle through which universities can take control of their own destiny, initiate reform, and gain resources. WGHE's encouragement to universities to insist on donor coordination and to grasp the opportunities presented by information technology are other examples of principles put into action.

The achievements of some universities in Africa and the wider recognition of the importance of higher education for the region has created, in turn, a new context of responsibility and

underscores the importance of WGHE's mission in a more dynamic and complex future. Much of the dynamism and complexity of that future are being created by globalization, privatization, and the technological revolution epitomized by the Internet. If the Working Group is to continue to provide useful leadership, it will have to think through and act upon the ways in which the old world of campus universities is being transformed by new modes of delivery, by new, different, private, and often distant providers, by new institutional divisions of labor, and by new notions of curriculum content. Particularly important in an era of instrumentalism and commercialism is the need to think through how those universally valued aspects of a university that are not provided by market forces can be safeguarded and enhanced for national well being.

Lessons

Several lessons can be drawn from the first ten years of WGHE's history:

- It has been said that reforming universities is like trying to move a cathedral. WGHE's experience can be put more positively. Reform is possible, but it takes time and perseverance.
- Institutional transformation requires a trusting partnership between funding agencies, governments, and institutions of higher education; strategic plans provide a process whereby these relationships can be developed.
- Progress has been greatly facilitated by the WGHE's partnership with the Association of African Universities (AAU), with which we have coordinated all our activities.
- A lesson from the experience of the universities of Makerere, Dar Es Salaam and Eduardo Mondlane is that though reform does not depend upon external funding, strategically allocated support can facilitate and accelerate reform.

WGHE's response to the new context

The ability of WGHE to respond to the

challenges that have been outlined can be assessed in part by our choice of what we do and how we operate. The year saw several new initiatives that tried to take account of the changing context. One of the most significant was in the role and structure of the Group itself. Recognizing that the business of higher education can no longer be left solely to representatives of universities and development agencies, the Group established a Steering Committee with representation from a variety of constituencies, including government and non-university tertiary institutions. The Steering Committee met in June 2000 and will meet again February 2001.

In response to the pace of change in the world of higher education, WGHE accelerated its program with the emphasis on implementing five new activities:

- **A Directory to Donor Assistance for Higher Education in Africa** has been completed, is being published in English and French, and will be distributed at the AAU General Conference scheduled for February of 2001.
- The number of **studies of the impact of HIV/AIDs on university communities** was increased from the original six to eight, and the results will be available in a synthesized analytical report at the AAU General Conference.
- **The use of ICT for tertiary teaching and learning** has been another priority theme. Working Group funding has enabled the Project for Information Access and Connectivity (PIAC) to join forces with the International Network for the Availability of Scientific Publication (NADSP) to conduct a resource assessment workshop last December in Addis Ababa. The workshop will produce a directory of teaching and learning resources for higher education available on the Internet.
- **A survey of higher education innovations** proposal was prepared, submitted, and approved for funding in the course of the year, and a research team from the continent has been constituted. The team will identify and document higher education innovations currently underway in

institutions across sub-Saharan Africa.

- **Innovative pilot activities of regional cooperation in graduate training and research** seek new alternatives for teaching and learning at the graduate level that take advantage of the relative strengths of different institutions. This project, to be implemented through the AAU, received a welcome boost of \$1million from U.S. Agency for International Development. The grant should greatly increase the range of pilot activities that can be supported and will help make WGHE's regional cooperation initiative one of its most important activities in 2001.

The future

The Working Group looks forward to the challenges and opportunities presented by the accelerated pace of development in higher education on the continent. Recognizing the key role played by our partnership with the Association of African Universities in all our achievements, we will in the new year advance the idea of a formal transfer of the Working Group's coordination responsibilities to the AAU, in the expectation that this will enhance our ability to reinforce the contribution of higher education to Africa's development.

DAVID COURT

WORKING GROUP ON HIGHER EDUCATION

Higher Education in Developing Countries - Peril and Promise, The Task Force on Higher Education and Society, World Bank, 2000.



How to Contact WGHE :

**Bill Saint
Leader**

The World Bank
1818 H Street, N.W.
Washington, D.C. 20433 - USA
Tel: +1 202 473 7578
Fax: +1 202 473 8065
E-mail: wsaint@worldbank.org

David Court

The World Bank
1818 H Street, N.W.
Washington, D.C. 20433 - USA
Tel: +1 202 473 7578
Fax: +1 202 473 8065
E-mail: dcourt@worldbank.org

Female Participation

The ADEA Working Group on Female Participation (WGFP) was created in 1990 to help close the gender gap in African school enrolment, attainment, and performance. Education for all, and more specifically the education of girls, is the single most important investment that a nation can make. Research shows a clear link between the level of girls' education and social indicators related to health and well-being, including nutrition, maternal health, and child health and survival. The Working Group has four components: The Forum for African Women Educationists (FAWE), the Alliance for Community Action on Female Education (ACAFE), the Female Education in Mathematics and Science in Africa (FEMSA) program, and the Partnership for Strategic Resource Planning in Africa (SRP). FAWE, which was a WGFP component until October 1999, now leads the Working Group.

The Forum for African Women Educationists (FAWE) entered the millenium with a renewed commitment to reducing the gender gap in education. Indeed, since October 1999, FAWE has taken responsibility for leadership of the ADEA Working Group on Female Participation (WGFP) and has had the challenging task of being both the leader of the Group and a component with its own work plan to implement.

In 2000 the four components were involved in various activities to promote the education of girls and women. What follows is an outline of the major accomplishments of each component.

FAWE activities

FAWE's new role as leader of the Working Group brought about the need to review the relationship between the Group's other three components (ACAFE, FEMSA and SRP), to see how these programs could be integrated into FAWE's overall work program. As a first step, a series of country-level workshops for the WGFP components were organized in Chad, Ghana, Mali, Uganda and Zambia between October and November 2000, allowing the participants to contribute their views on the proposed integration.

In addition, FAWE implemented activities outlined in its own annual work plan. These activities included:

- Organization of a Regional Ministerial Consultation in Nairobi, November 7 to 8, on *Closing the Gender Gap: Curbing Girls' Dropout*. The regional consultation brought together representatives of 13 countries from Eastern and Southern Africa, who

explored major factors contributing to girls dropping out of school, including poverty, HIV/AIDS, pregnancy, and sexual harassment. Participants shared useful strategies for curbing dropout rates, including the role of boarding schools. Representatives from each country committed to at least one intervention to curb dropouts over the next year.

- Participation in international, national, and regional fora on girls' education, including: a Communication for Education and Development Workshop held in February in Harare; the Organization of Social Science Research in Southern and Eastern Africa (OSSREA) Congress, in April in Dar-es-Salaam; the Beijing +5 Conference (23rd Special Session of the General Assembly, "Women 2000: Gender Equality Development and Peace for the 21st Century"—5-9 June 2000, New York); the Action Aid Meeting (Session on Trafficking and Girls' Education- 3 June 2000, New York); the UNICEF Panel Discussion on Girls' Education ("Challenges from Dakar"—6 June 2000, New York).

- Grants to projects promoting girls' education in Africa.
- Support to the development of modules that help empower girls and the establishment of girls' clubs and guidance and counseling desks.
- Involvement in the Schools of Excellence projects in Tanzania, Kenya and Rwanda.

“Girl-child of sub-Saharan Africa, what hopes, dreams and plans do you have for your future? As you move into the next millenium, what kind of a girl will you be? I've lived long enough to know the living status of girls and women in Kenya. I want to be a politician.”

Winnie A., Uganda, 13 years.



UNESCO/P. Waeles

- Development of training modules on Gender Sensitization and Advocacy for FAWE national chapters.
- An analysis of the National Score Card from 20 countries.
- Production and dissemination of publications on HIV/AIDS, curbing school dropouts, and Education for All.
- Launching in several countries of the Agathe Uwilingiyimana Award for grassroots innovations.
- Active advocacy for girls' education through television appearances and radio interviews.
- Revamping the FAWE website and review of FAWE's communication strategy at the national and regional levels.

ACAFE activities

The Alliance for Community Action on Female Education (ACAFE) was created to channel funding and other types of assistance to NGOs that are apt to advance female access to education. Five countries are participating in Alliance activities: Chad, Ghana, Mali, Uganda, and Zambia.

In 2000 the programs in Ghana, Mali, Uganda and Zambia continued to help local non-governmental organizations (NGOs) and community-based organizations (CBOs) promote the education of women and girls in their communities. Alliance Mali is identifying the CBOs/NGOs that qualify for assistance from the Alliance while Alliance Chad has recently identified a national coordinator to run program activities.

FAWE hosted the third Annual Alliance workshop in Nairobi in August, which was attended by the national coordinators from the five Alliance countries, the chairpersons of the national steering committees, staff from UNICEF/New York and a few representatives from the UNICEF country offices. Participants received and reviewed progress reports from each country, with a special focus on the issue of integrating the Alliance into FAWE's work program.

The ACAPE secretariat was transferred from UNICEF/New York to the FAWE Regional Secretariat in Nairobi in September.

FEMSA activities

The Female Education in Mathematics and Science in Africa (FEMSA) program was created to improve the performance of girls and young women in science and math and to improve school curricula. In 2000 FEMSA accomplished the following:

- Implemented interventions at national and school/community levels to promote the participation and performance of girls in Science, Mathematics and Technology (SMT);
- Strengthened documentation units in FEMSA national centers;
- Conducted an analysis of examination papers and syllabi;
- Gathered documentation on role models;
- Produced booklets on various themes, including: "Parents' and Community Attitudes towards Girls' Participation in and Access to Education and Science, Mathematics and Technology (SMT) Subjects"; "Status of Girls' Participation and Performance in SMT Subjects in Primary Schools"; and "Status of Girls' Participation and Performance in SMT Subjects in Secondary Schools";
- Designed and launched the FEMSA website;
- Reinforced links with other institutions, including AFCLIST, the Global Fund for Women, and the German Foundation for International Development (DSE); explored the possibility of collaborating with UNESCO for the production of gender sensitization modules for use in teacher training and curriculum development institutions; contacted other organizations, such as Women in Global Science and Technology (WIGSAT), and Once and Future Action Network (OFAN).
- Organized the Annual Consultative Group Meeting, held in Burkina Faso, to discuss the FEMSA Mid-Term Review and the integration of the WGFP components into the FAWE work program;

SRP activities

The main objective of the Strategic Resource Planning (SRP) program is to

build capacity in participating countries to carry out research on constraints and opportunities to advance the girls' education agenda and to identify how national education sector resources might be better utilized to enable the financing of interventions likely to contribute to increased gender equity of educational opportunities. The SRP program stems from FAWE studies of barriers to girls' education and strategic resource planning in Ghana, Guinea, Ethiopia, Malawi, Mali, Senegal, Tanzania, Uganda and Zambia. These studies show that cost-effective reforms are possible with existing education resources and that equity-oriented reallocations can reduce family costs, raise quality, and influence parental demand for girls' education.

In 2000, FAWE spearheaded a program of consultations with ministries of education in the nine SRP countries, leading to the development of option papers, which were discussed at a Ministerial Strategic Resource Planning Meeting held in Lusaka, Zambia, in March 2000. This was a breakthrough, as the participating ministers committed to mainstreaming SRP findings. The nine participating countries identified priority areas and will develop action plans.

Meanwhile, the SRP country research reports prepared in collaboration with the Institute of Development Studies (IDS) in Sussex were finalized and published. The research reports for Phase I countries (Ethiopia, Guinea and Tanzania) were published in 1997.

MAREMA DIOUM
PROGRAM OFFICER, FAWE

How to Contact WGFP:

Professor Penina Mlama Leader

Executive Director
Forum for African Women
Educationalists (FAWE)
International House,
Mama Ngina Street
P.O. Box 53168 - Nairobi, Kenya
Tel: +254 2 330 352
Fax: +254 2 210 709
E-mail: fawe@fawe.org
Web Site: www.fawe.org

The Teaching Profession

Anglophone Section

The Working Group on the Teaching Profession (WGTP) was created in 1993 to help ministries of education create teacher management and support (TMS) systems and improve teaching and learning environments. Recognizing that school heads, inspectors and other senior education officers are key to influencing policy formulation, changes and reform, the anglophone section of the Working Group has focused on strengthening their capacities. Activities have aimed at enhancing management and supervisory skills and developing competencies in resource materials development. A major output of the Working Group is the school inspector training modules, which are now being used in several African countries.

In 1993 ADEA launched the Working Group on the Teaching Profession, anglophone section (WGTP/as), with 16 African ministries of education and 18 development partner representatives. The lead agency for the Working Group is the Commonwealth Secretariat. Partners have included the Aga Khan Foundation, African teacher organizations, the British Council, CFBT, DANIDA, JICA, FINLAND, NORAD, USAID, the Netherlands Development Agency, the Rockefeller Foundation, UNICEF, UNESCO, and FAWE. African ministries of education have shared leadership in the Working Group and have played a key role in implementing program activities.

Over the last seven years WGTP/as and ministries of education have made significant progress in addressing teacher management and support (TMS) issues in the sub-region. Achievements have included:

- Creation of a strong lobby for TMS within ministries of education and regions;
- Establishment of a TMS action process in ministries of education;
- Analysis of TMS issues and problems;
- Increased levels of professional exchange between professional staff and principal secretaries on TMS issues;
- Development of resource materials and provision of training.

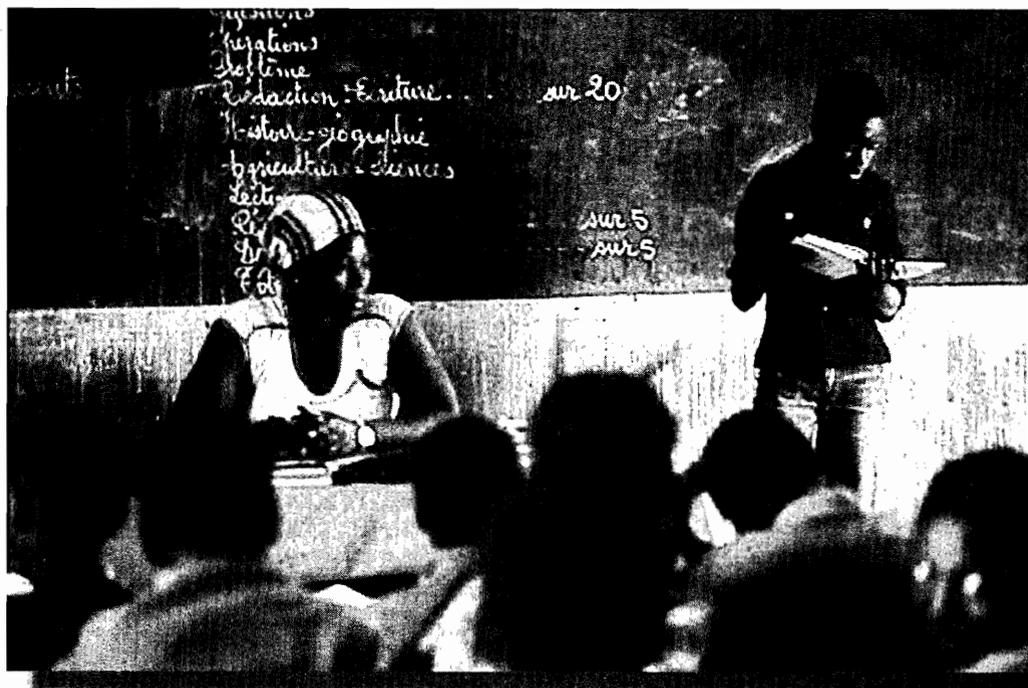
In 1998 the Working Group met in Zanzibar to review the TMS program. Since then, the Group has concentrated its efforts on implementing the School Inspectors Support program and other TMS activities recommended at the meeting.

Support to school inspectors

Strengthening capacity among teacher supervisors has been a major component of the Working Group's program. Because senior education officers, such as

“The demand for professionalism in teaching has increased steadily over the years. It has been fuelled by: an exponential expansion in the knowledge or content areas that schools have to cater for; increased sophistication of the pedagogical skills required to cope with the new curriculum requirements; major changes in the type of society for which learners are being prepared; and the emergence of additional roles that societies expect their teachers to play in human development.”

Cream Wright, Commonwealth Secretariat, ADEA Working Group on the Teaching Profession TMS Review Meeting, Zanzibar, July 1998.



school heads, inspectors, and directors, are key influences on policy formulation, changes and reform, the Group has helped to build their management, supervision, and materials-development skills.

In 1995, recognizing that effective school supervision and advisory support is the sine qua non for ensuring quality in education, the Working Group launched a regional initiative to improve school inspection and to develop materials for training school inspectors. The regional Southern Africa Development Committee (SADC) TMS Working Group identified priority training needs for school inspectors and developed training modules. It tested the training modules in Botswana, Lesotho, Malawi, Namibia, Zambia, and Zimbabwe and in 1998 conducted a regional training of trainers workshop for school inspectors in Namibia. Other countries outside the SADC region, including Cameroon, Cape Verde, Djibouti, Ethiopia, Ghana, Gambia, Kenya, Liberia and Tanzania have requested the modules for their own training programs.

Teacher Resource Centers

The Zanzibar meeting recommended that the Working Group review the role of Teacher Resource Centers (TRCs) and initiate strategies to help these centers facilitate the professional development of teachers. Hence WGTP/as supported studies on Teacher Resource Centers in Botswana, Kenya, Namibia, Tanzania, Uganda, Zambia, and Zimbabwe, which were completed in 2000.

Since the early 1980s, governments have been bringing TRCs into their education policy frameworks and helping to restructure and absorb TRCs that were developed in response to local initiatives. Some countries, such as Botswana and Namibia, have built strategically located and well-resourced centers. Other countries, such as Zambia or Zimbabwe, have supported more TRCs close to schools, as well as regional centers, stretching available resources. While the initial purpose of TRCs was to upgrade teachers professionally and to improve the learning environment of schools, their activi-

ties have gradually been extended to support government reforms. TRCs are often required to meet a much wider range of objectives, such as providing resources and support services to schools and acting as centers for networking.

An analysis of the preliminary findings in each study indicates problems with existing administrative, organizational, and financial arrangements, including staffing, accreditation of programs, and cost-effectiveness.

WGTP/as held a regional workshop in early December in Dar-es-Salaam to review the TRC country reports and plan the way forward. Workshop participants developed a draft framework and guidelines for school-based TRCs, which will be published in 2001.

Other activities

■ **Intra-African and South-North exchanges:** The Working Group facilitated two exchanges in 2000. First, following a request by the Minister of Education of the Seychelles, the Group facilitated study visits for two Seychellois senior education officers to TRCs in Botswana, Namibia, and Uganda. The visits were aimed at informing Seychelles's development plans for establishing new TRCs. Second, Teaching Service Commissioners from Botswana and Lesotho got some work experience in Scotland, funded by their ministries of education. These visits were stimulated by the Working Group's seminar for teaching service commissions, held in Kenya in September 1999 and facilitated by Ian Halliday of Scotland.

■ **Annotated TMS bibliography:** The Working Group is compiling annotated bibliographies on teacher management and support systems in selected countries: Botswana, Kenya, Tanzania, Lesotho, Uganda, Zambia, Zimbabwe, and Ghana. These will be published in 2001.

■ **Meetings:** The Coordinator of the Working Group attended several meetings and conferences during the year, including the Education for All conference in Dakar, Senegal; a Commonwealth Conference for education ministers in Halifax, Nova Scotia; and the OAU

Meeting for Eastern Africa on the Decade of Education, in Nairobi, Kenya. At the regional OAU meeting, WGTP's work program was presented and responses were received that will help formulate an action plan.

2001 Program

Major activities planned in 2001 include:

- Strengthening the school inspectors training program through country working group interventions;
- Facilitating professional networking, exchanges, and study visits;
- Developing references and training materials, such as good practices in teaching service commissions;
- Strengthening teaching service commissioners through a study and subsequent publication of identified good practices in teaching service commissions;
- Evaluating country activities, including the access to and use of TMS tools and products, and the initial impact on improving teachers performance. LINS (Oslo) has offered to work with the Group and ministries of education in Tanzania, Uganda, and Zambia to evaluate their head-teacher training programs;
- Monitoring the impact of HIV/AIDS on education and the teaching profession. Country reports on the impact of the pandemic and interventions of Ministries of Education will be produced.

HENRY KALUBA

LEADER OF THE

WORKING GROUP ON THE
TEACHING PROFESSION,
ANGLOPHONE SECTION

How to Contact WGTP/as:

**Henry Kaluba
Leader**

Commonwealth Secretariat
Marlborough House Pall Mall
London SW1Y 5HX - UK
Tel: +44 (0)207 747 6276
Fax: +44 (0)207 747 6287

E-mail: h.kaluba@commonwealth.int

The Teaching Profession

Francophone Section

The primary aim of the Working Group on the Teaching Profession (WGTP) is to assist African ministries of education in developing quality basic education by contributing to the improvement of teacher management and support systems (TMS). To achieve this goal, the Working Group has focused on developing a cadre of experts who can analyze TMS issues and spur action within their ministries. The francophone section of the Working Group is involved in a number of activities aimed at promoting better management of teaching staff and mobilizing teachers to make them more effective. It operates through Country Working Groups established in 14 countries.

Since 1993 the francophone section of the Working Group (WGTP/fs) has been running a program on the management and mobilization of teaching personnel. Under this program, the national teams of the WGTP/fs, in 14 French-speaking countries, draw up action plans to improve the management of teachers and their conditions of employment and to raise their motivation and performance levels.

Research topics

In September 1998, the Working Group decided to refocus the work of the national teams. Each team was given the task, with the backing of its ministry, of defining two research topics that address issues in their country. The national

teams subsequently undertook more specifically targeted studies and initiatives bearing on their action plans. The research topics that they defined are as follows:

- Teacher discontent;
- Alternative solutions to traditional methods of recruiting teachers, such as volunteers and teachers under short-term contract;
- Women teachers in disadvantaged areas, and low enrolments of girls;
- Redeployment of personnel (an issue related to school mapping and the relations between the ministry of education and the ministries of finance and civil service);
- The role of trade unions in participatory school management;
- Three-pronged personnel management

systems equating jobs, positions and personnel;

- Training, supervision, and leadership of teaching staff;
- Employment conditions of teachers in remote or underprivileged areas;
- Wage policies and structural adjustment.

The mid-term review, conducted by the WGTP/fs Steering Committee in Paris in February 2000, divided the national teams into two groups according to the extent of progress made on the studies: those still in the start-up phase and those at a relatively advanced stage.

The teams of the first group of countries (Benin, Niger, Togo, and Madagascar) attended a workshop in Niamey in May. The teams' requirements (in terms of equipment, and financial and technical support) for continuation of these studies were identified, and in some cases the studies were reoriented.

Niger's team, for example, which is examining the role of volunteers in education, decided at the workshop to focus its study on analyzing current practice in volunteer teaching in

Niger in terms of recruitment, school-to-work transition, teacher training, and supervision. The team realized that studying the impact on the education system of employing volunteer teachers was not a realistic objective, because Niger's experience in this field is too recent.



A second workshop, held in Bamako in December, brought together the second group of countries (Benin, Burkina Faso, Chad, Côte d'Ivoire, Guinea, Mali, Togo, and Senegal), which are further along in their work. The participants drew up an initial assessment of progress, describing the difficulties encountered and proposing solutions to allow completion of the studies. The topics addressed by the countries are:

- **The problem of repetition in the first cycle of basic education, and the management and mobilization of teaching personnel** (Mali). The study explores and analyzes the causes of repetition, particularly the resistance and negative attitudes of parents and teachers. It recommends initiatives to sensitize, mobilize, and train field personnel in order to promote successful school outcomes.
- **Teacher discontent** (Senegal). The study measures teacher discontent and its root causes, in particular by comparing society's perception of teachers (how they are viewed by public opinion) to teachers' perception of themselves.
- **Alternative solutions to traditional hiring:** the employment of non-career staff and its impact on Guinea's educational system (Guinea).
- **The position of women teachers in rural areas** (Burkina Faso). The interim report indicates that women teachers in rural areas face economic, family, and cultural problems as well as difficulties in communicating with their immediate superiors. The team conducting the study made a series of recommendations, which will be implemented gradually.
- **Participation of trade unions in the functioning of the educational system** (Benin). The study analyzes the institutional and regulatory framework governing union activity, as well as the participation of union organizations. The study is to be supplemented by a survey questionnaire.
- **Matching jobs and staff positions through registration** (Côte d'Ivoire). The study identifies the

obstacles to the registration of teaching positions, proposes an approach for introducing this management method, and presents the achievements made in this area.

- **The introduction of a "jobs-positions-personnel" management system in the education sector** (Togo).

Three studies are near completion (Burkina Faso, Mali, and Senegal). Completing those of Benin and Guinea will require additional financial support.

The AIDS question

Considering the scale of the AIDS problem in African countries and its impact on education, WGTP/fs has added research on the HIV/AIDS pandemic to its agenda. To this end, a sub-regional workshop was held in Lomé last May on the topic "Schools and HIV/AIDS: Information and awareness-raising concerning the problems posed by the AIDS pandemic in the school environment." The national teams of the member countries of the WGTP/fs drew up national action plans for a three-year period (2001-2003). For example, Madagascar's plan of action provides for the development of a training curriculum for prevention programs at the primary level, while the Central African Republic is planning to produce audio-visual materials on AIDS, to create school infirmaries and pharmacies in schools, and to supply school health-care centers with drugs to combat sexually transmitted diseases and AIDS.

Furthermore, at the meeting of the Steering Committee in Paris last September, the members of WGTP/fs' AIDS Committee summarized the various national action plans and set up a program of research, studies, and initiatives to contribute to the fight against this pandemic. WGTP/fs will identify the initiatives that are already under way in some countries and inform the other countries about them. It will also support initiatives to train teachers in simple preventive measures; to promote instruction

on the HIV/AIDS problem, both in initial teacher training and in refresher courses; to facilitate early screening tests; and to provide information on the pandemic's effects on teaching personnel.

Support missions

Support and advisory missions were undertaken in 2000 to help set up a national team in the Central African Republic and to provide assistance for further work on national studies in Benin, Burkina Faso, Mali, and Senegal. These missions foster the development of high-level African expertise on the various issues addressed by WGTP/fs.

In 2001, WGTP/fs will continue the work begun in the national studies and will support the implementation of national action plans, particularly those set up to fight against AIDS.

PAUL DOGOH-BIBI
REGIONAL COORDINATOR
OF THE WORKING GROUP ON THE
TEACHING PROFESSION,
FRANCOPHONE SECTION



How to Contact WGTP/fs:

Jean-Claude Mantes
Leader

Ministère des affaires étrangères
Direction générale de la coopération
internationale et du développement DCT/
HEA
20, rue Monsieur - 75700 Paris 07 SP -
France

Tel: +33 (0)15369 3124
Fax: +33 (0)15369 3783

Paul Dogoh Bibi
Coordinator

06 B.P 1634- Abidjan 06, Côte d'Ivoire
Tel: +225 2221 8393
Fax: +225 2221 8393

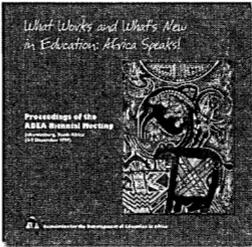
Marlène Zibango
Coordinator

UNESCO Commission nationale
01 BP 748 Ouagadougou 01
Burkina Faso
Tel: +226 30 72 15 / 31 56 14
Fax: +226 31 56 14

New Titles

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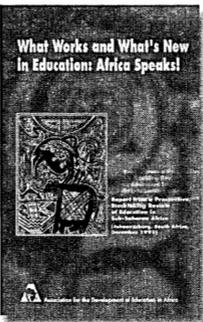
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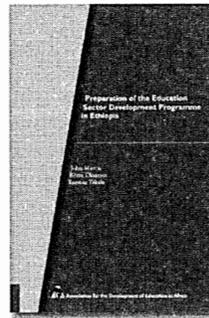
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Preparation of the Education Sector Development Program in Ethiopia

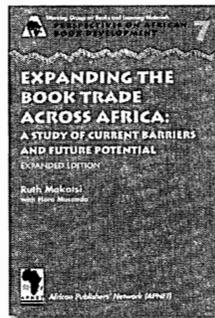
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Working Group on Books and Learning Materials



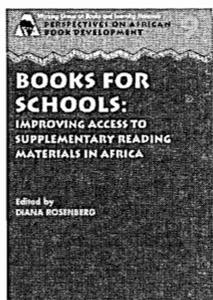
Gender-Sensitive Editing

by Monde Sifuniso et al. Perspectives on African Book Development Series. ADEA Working Group on Books and Learning Materials, 2000. ISBN: 1-901830-13-6.



Expanding the Book Trade Across Africa: A Study of Current Barriers and Future Potential

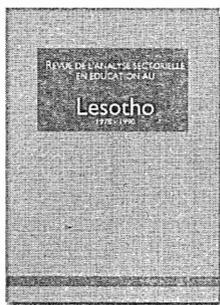
by Ruth Makotsi in collaboration with Flora Musonda. Perspectives on African Book Development Series. ADEA Working Group on Books and Learning Materials, 2000. ISBN: 1-901830-19-5.



Books for Schools: Improving Access to Supplementary Reading Materials in Africa

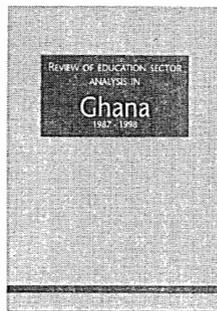
edited by Diana Rosenberg. Perspectives on African Book Development Series. ADEA Working Group on Books and Learning Materials, 2000. ISBN: 1-901830-09-8.

Working Group on Education Sector Analysis



Review of Education Sector Analysis in Lesotho, 1978-1999

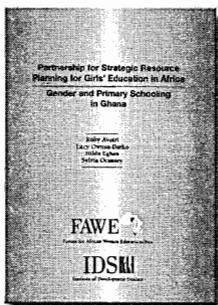
by E.M. Sebatane, D.P. Ambrose, M.K. Molise, A. Mothibeli, S. T. Motlomelo, H. J. Nenty, E.M. Nthunya and V. M. Ntoi. ADEA Working Group on Education Sector Analysis, 2000. ISBN: 92-9178-022-7.



Review of Education Sector Analysis in Ghana, 1987-1998

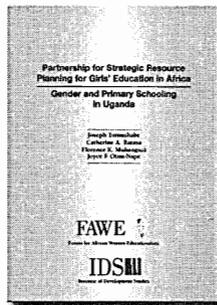
by D.K. Agyeman, J.J.K. Baku, R. Gbadamosi assisted by E. Addabor, K. Adoo-Adeku, M. Cudjoe, A.A. Essuman, E.E.K. Gala and C. Pomary. ADEA Working Group on Education Sector Analysis, 2000. ISBN: 92-9178-016-2.

Working Group on Female Participation



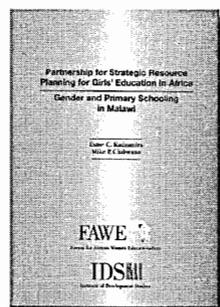
Gender and Primary Schooling in Ghana

by Ruby Avotri, Lucy Owuso-Darko, Hilda Eghan, Sylvia Ocansey. SRP, FAWE, IDS, 2000. ISBN: 1 85864 321 X.



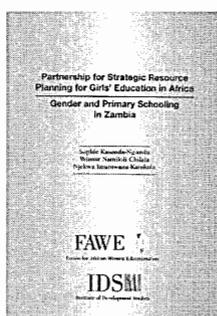
Gender and Primary Schooling in Uganda

by Joseph Tumushabe, Catherine A Barasa, Florence K. Muhanguzi, and Joyce F. Otim-Nape. SRP, FAWE, IDS, 2000. ISBN: 1 85864 323 6.



Gender and Primary Schooling in Malawi

by Esme C. Kadzamira, Mike P. Chibwana. Partnership for SRP, FAWE, IDS, 2000. ISBN: 1 85864 318 X.



Gender and Primary Schooling in Zambia

by Sophie Kasonde-Ng'andu, Winnie Namiloli Chilala, and Njekwa Imutowana-Katukula. SRP, FAWE, IDS, 2000. ISBN: 1 85864 315 5.

1. Strategies for the development of publishing in national languages in the Sahel countries.
2. Gender and primary school attendance in Senegal.
3. Gender and school attendance in the first cycle of fundamental education in Mali.

To order publications, please contact the Working Groups directly (for books published by the Working Groups) or the ADEA Secretariat (for books published by the Secretariat).

F E B R U A R Y	
1 Thu	
2 Fri	
3 Sat	
4 Sun	
5 Mon	WGHE Forum
6 Tue	Nairobi, Kenya
7 Wed	
8 Thu	
9 Fri	
10 Sat	WGHE Steering Committee
11 Sun	Nairobi, Kenya
12 Mon	
13 Tue	AAU General Conference Nairobi, Kenya 5 - 9 February
14 Wed	
15 Thu	
16 Fri	
17 Sat	
18 Sun	
19 Mon	ADEA Symposium on the contribution of ADEA Working Groups to Education for All Dakar, Senegal 26-28 February
20 Tue	
21 Wed	
22 Thu	
23 Fri	
24 Sat	
25 Sun	
26 Mon	WGFE Training Workshop
27 Tue	Abidjan, Côte d'Ivoire
28 Wed	

M A R C H	
1 Thu	
2 Fri	UNESCO/UNAIDS Conference on HIV/AIDS and Education - Building the international Partnership against HIV/AIDS Elmina, Ghana, 19-23 March
3 Sat	
4 Sun	
5 Mon	
6 Tue	
7 Wed	
8 Thu	
9 Fri	WGTP/fs Meeting
10 Sat	Libreville, Gabon
11 Sun	
12 Mon	WGES Steering Committee
13 Tue	NESIS Technical Meeting
14 Wed	Dakar, Senegal
15 Thu	
16 Fri	WGFE Seminar
17 Sat	Niamey, Niger
18 Sun	
19 Mon	
20 Tue	
21 Wed	
22 Thu	WGBLM Steering Committee
23 Fri	London, UK.
24 Sat	London Book Fair
25 Sun	London, U.K. 26-27 March
26 Mon	WGFE Training Workshop
27 Tue	Guinea Bissau, Cape Verde
28 Wed	COMED Training of Trainers Workshop Accra, Ghana 26-31 March
29 Thu	
30 Fri	
31 Sat	

A P R I L	
1 Sun	
2 Mon	
3 Tue	WGFP Task force Meeting Nairobi, Kenya
4 Wed	
5 Thu	
6 Fri	
7 Sat	
8 Sun	
9 Mon	
10 Tue	
11 Wed	
12 Thu	
13 Fri	
14 Sat	
15 Sun	
16 Mon	
17 Tue	
18 Wed	
19 Thu	
20 Fri	
21 Sat	
22 Sun	
23 Mon	
24 Tue	
25 Wed	
26 Thu	
27 Fri	COMED National Training Workshop Antananarivo, Madagascar 30 April - 5 May
28 Sat	
29 Sun	
30 Mon	

ADEA Activities

ADEA Symposium on the contribution of ADEA Working Groups to Education for All
Dakar, Senegal. 26-28 February 2001.

ADEA Meeting on Identifying Effective Responses to HIV/AIDS
Elmina, Ghana, 17-18 March 2001.

Communication for Education and Development (COMED) Program

- Training of Trainers Workshop. Review of curriculum and tools kits for COMED national training workshops. Accra, Ghana. 26-31 March 2001.
- National Training Workshop for Journalists and Communication Officers. Antananarivo, Madagascar. 30 April-5 May 2001.

Working Group on Books and Learning Materials (WGBLM)

- Steering Committee Meeting. London, UK. 22-23 March 2001.
- Trial of education gender sensitive training cards will be undertaken in the following countries: Cameroon, Ghana, Kenya, Tanzania, South Africa, Zambia. January-March 2001.

Working Group on the Teaching Profession, Francophone Section (WGTP/fs)

- The meeting will cover presentations of research findings, the impact of HIV/AIDS and the role and management of the WGTP/fs. Libreville, Gabon. 9-23 March 2001.

Working Group on Education Statistics (WGES)

- Steering Committee Meeting/NESIS Technical Meeting. Dakar, Senegal. 12-16 March 2001.

Working Group on Higher Education (WGHE)

- WGHE Forum. Kenyatta University, Nairobi, Kenya. 5-9 February 2001.
- WGHE Steering Committee Meeting. Nairobi, Kenya. 10 February 2001.

Working Group on Finance and Education (WGFE)

- Training workshop for government administrators. Abidjan, Côte d'Ivoire. 26 February-2 March 2001.
- Seminar on Implementing the recommendations from the case studies. Niamey, Niger. 16-17 March 2001.
- Training workshop for government administrators. Guinea Bissau and Cape Verde. 26-30 March 2001.

Working Group on Female Participation (WGFP)

Task force to develop modalities for the coordination and management of WGFP components. Nairobi, Kenya, 3-5 April 2001.

The views and opinions expressed in authored articles of the ADEA Newsletter are those of the authors and should not be attributed to ADEA or to any other organization or individual.

Other Activities

General Conference of the Association of African Universities (AAU).
Kenyatta University, Nairobi, Kenya. 5-9 February 2001.

London Book Fair
London, United Kingdom. 26-27 March, 2001.

UNESCO/UNAIDS Senior Experts' Conference on HIV/AIDS and Education - Building the International Partnership against HIV/AIDS.
Elmina, Ghana. 19-23 March, 2001.



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Please address all correspondence to :

The Editor, ADEA Newsletter
Association for the Development of
Education in Africa
7-9 rue Eugène-Delacroix,
75116 Paris, France

Tel: +33 (0)14503 3796

Fax: +33 (0)14503 3965

E-mail: adea@iiep.unesco.org

Web Site: <http://www.adeanet.org>



Association for the

Development of Education in Africa

ADEA NEWSLETTER

VOLUME 13, NUMBER 2

APRIL - JUNE 2001

Debt and Education in Africa

Sub-Saharan Africa carries a debt burden amounting to three times the value of its annual exports. The region spends more on paying its debts than on health and education combined. In 1999, African public debt was estimated at US\$235 billion. Annual debt service amounted on average to US\$17 billion—the equivalent of 3.8% of these countries' GDP, 16% of their annual exports, and 35%* of education spending for all African countries.

These revealing figures clearly show that sub-Saharan Africa's external public debt is a principal barrier to the

region's development. It holds back progress in all sectors, including education, by forcing indebted countries to allocate scarce resources to loan repayment rather than to the well-being of their people. Budgetary belt-tightening—of which the social sectors are the first victims—has undermined health and education systems, slowed progress toward

Education for All (EFA) targets, and hampered the development of effective measures for combating AIDS.

Breaking the vicious circle of poverty

The enhanced Heavily Indebted Poor Countries (HIPC) Initiative—the focus

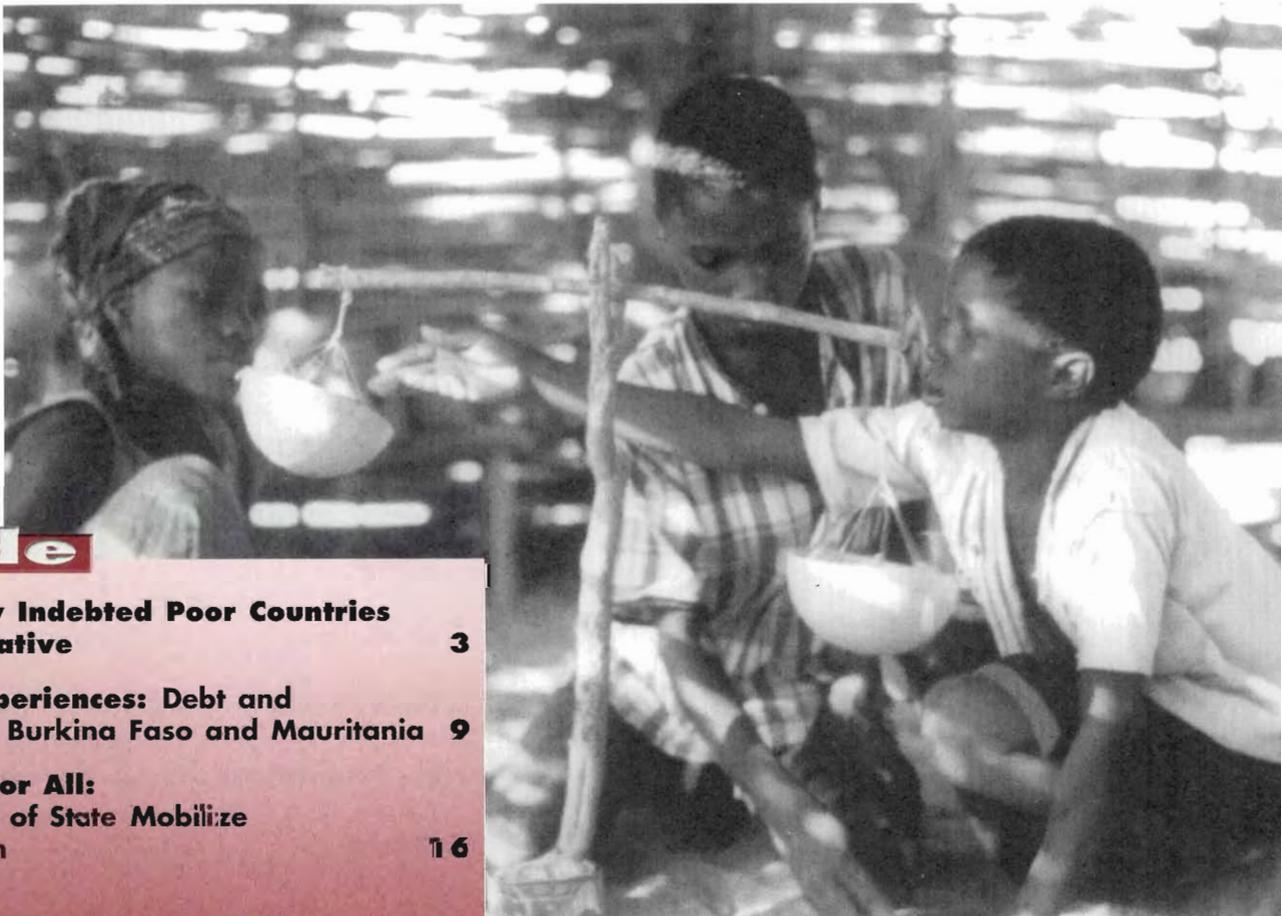


Photo: UNICEF

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- Country Experiences: Debt and Education in Burkina Faso and Mauritania** 9
- Education For All: Sahel Heads of State Mobilize for Education** 16
- Books: A Comparative Economic Analysis of African Education Systems** 18

of this issue of the *Newsletter*—should thus be welcomed as a chance for African countries to break out of the vicious circle in which they are caught. To date, 18 African countries have qualified for the HIPC Initiative: Benin, Burkina Faso, Cameroon, the Gambia, Guinea, Guinea-Bissau, Madagascar, Malawi, Mali, Mauritania, Mozambique, Niger, Rwanda, São Tomé and Príncipe, Senegal, Tanzania, Uganda, and Zambia. Twelve others are also expected to benefit from the initiative but have not yet met all the eligibility criteria: Burundi, Central African Republic, Chad, Congo, Democratic Republic of Congo, Côte d'Ivoire, Ethiopia, Liberia, Sierra Leone, Somalia, Sudan, and Togo.

For the 18 African countries that have reached the “decision point,” it is estimated that the HIPC Initiative will “release” a sum equivalent to US\$20.3 billion, or approximately 50 % of public expenditures on the education and health sectors. Such debt relief thus represents a substantial increase in resources and an exceptional opportunity for the education sector, at a time when many countries are drawing up ten-year sectoral plans

with the aim of achieving Education For All by 2015.

Necessary but not sufficient

While the HIPC Initiative is a source of hope, it is not a cure-all: it is necessary, but not sufficient. As Alain Mingat and Jee-Peng Tan emphasize (see their article, pp. 3-6), this is a two-pronged issue: “The sector will, first of all, need to attract the resources drained by debt, but second and most importantly, it will need to use these resources in an efficient and equitable way.” They call on countries to re-examine the very foundations of their education systems and carry out the structural changes needed to “build systems capable of producing the desired social results within a financial framework that is sustainable over the long term.”

Julien Daboué (see pp. 9-11) points out that the financial resources earmarked for repaying creditors are the same resources as those that will be used to pay for social programs, and that although the HIPC Initiative eases the debt constraint on poor countries, it does not resolve all of their economic and social problems.

Mamadou Ndoye, in his account of the Sahel countries’ conference on education (Bamako, November 26, 2000), stresses that “the countries’ requirements greatly exceed the resources freed up by the HIPC Initiative.” To reduce poverty, provide for health needs, and offer quality Education for All, countries will have to introduce appropriate policies to stimulate economic growth, improve governance, diversify sources of financing, harness local savings, and attract domestic and foreign investment capital.

There is also a need to mobilize civil society in order to enhance its involvement in the design and implementation of poverty reduction programs. David Norman’s article (see pp. 7-8) pays tribute to international NGOs as devoted activists for increased morality, justice, and debt cancellation. They are now directing their efforts to supporting civil society “in order to ensure that debt cancellation will indeed serve the interests of the neediest.” □

* Source: Progress Reports on the HIPC Initiative and the Strategic Frameworks for Poverty Reduction. World Bank. DC/2000-10.

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The HIPC Initiative: What Will It Do for Education?

The Heavily Indebted Poor Countries (HIPC) initiative, launched in 1996 by the World Bank and the IMF, seeks to reduce the external debt of the poorest, most heavily indebted countries by placing debt relief within the framework of a strategy for poverty reduction. Eighteen African countries¹ are participating in the initiative. To what extent can this financial largesse contribute to education? The authors urge countries to re-examine the very foundations of their education systems and analyze their shortcomings. The resources freed by the HIPC initiative can help to enlarge existing systems; however countries should also take the opportunity to bring about the structural changes needed to establish more effective systems that will yield the desired social results.

Since the early 1980s, and notably as a result of the oil shocks of the previous decade, many African countries have faced a variety of macroeconomic disorders: budget deficits, balance-of payment deficits, and inflation. These led to the formulation of structural adjustment programs with the Bretton Woods institutions. These programs, which probably underestimated the scope of the problem, started from the idea that macroeconomic equilibrium was a fundamental structural objective without which no development action would be possible. Moreover, the size of the deficits made it necessary to take vigorous action: although the financial partners agreed to contribute in the short term, they required in return that stringent economic policies be adopted by the states concerned, since such outside financing could not be provided in a sustainable way.

The limits of structural adjustment programs

While the existence of disequilibria and the need to finance them should not be neglected, these programs have been criticized on two complementary grounds. First, even after years of struggle, many countries have not managed to attain the desired macroeconomic equilibrium. Second, the programs often entailed "collateral damage" in terms of both economic growth and funding for the basic social sectors. The

analyses made at the time (particularly those originating outside the international institutions involved) emphasized that these programs could not succeed as long as the countries were obliged to repay an amount of foreign debt (interest and capital) that was growing continually, owing to interest accrual, and sometimes reaching unbearable levels. The analyses also stressed that while macroeconomic equilibrium was regarded as the main objective, the only truly acceptable objective is that of human development and poverty reduction. Having expressed these criticisms, we should nevertheless point out that experience has shown macroeconomic equilibrium and growth of national output to be necessary (though not sufficient) conditions for the success of poverty reduction initiatives.

Reduce debt, alleviate poverty

This was the context of the developed countries' first debt reduction initiative, in 1996; the initiative was subsequently enhanced in June 1999 at the Cologne summit of the G7. September of the same year saw the emergence and development of the idea that the resources freed up each year through debt reduction should be invested in actions and programs aiming at substantial reduction of poverty in the countries concerned. The strategic framework for poverty reduction would be the reference document for all actions in favor of developing (or emerging)

countries. The framework would be prepared locally by the government of each country, after extensive consultation with the stakeholders concerned and with civil society (the collaboration of all outside partners was considered advisable).

The country would then be offered debt relief, subject to certain conditions. In particular, it would have to: (i) meet the eligibility criteria (low per capita income, net present value of debt too high in relation to exports, annual debt service exceeding to an unreasonable degree the country's receipts from general and special taxation); (ii) have an acceptably democratic political environment (elections, press, trade unions); (iii) have achieved a minimal level of macroeconomic stability, taking account of the benefits of the initiative; and (iv) have developed and begun to implement a poverty reduction strategy.

Forty-one countries, including 33 in Africa, are considered to meet the criteria for both income level and debt burden. Four of these countries (two in Africa) are regarded as having sufficient resources (notably oil) to cope reasonably well with their debt repayment schedules, and thus have not been selected for the HIPC initiative. This lowers the number of eligible countries to 37, of which 31 are in Africa. Of these 37 theoretically eligible countries, two (one in Africa²) elected not to take advantage of this initiative. To date, 22 countries (including 18 in Africa) have actually entered the HIPC process. The remaining

13 countries (12 in Africa³) have not satisfied all the eligibility criteria and are not yet participants in the initiative.

The HIPC process and the resources involved

Once eligibility and the terms of implementation have been determined, the HIPC process is initiated by the so-called "decision point" debt reduction paper. This is a document submitted by the World Bank to its Board of Directors and by the International Monetary Fund to its Executive Board. It examines the characteristics and volume of debt relief as well as the conditions that the country will have to meet before final implementation of the initiative. This point of completion is referred to as "floating," to indicate that a certain amount of time may pass before the country fulfils these conditions, which include, among other things, the adoption of certain global or sectoral policies (good governance, decentralization decisions, decisions to hire new types of teachers or to purchase medicines, etc.). Another condition is that the country must formulate and begin to implement a poverty reduction strategy. The strategy is developed in two stages: an interim strategy to begin with, followed by preparation of a full Poverty Reduction Strategy Paper (PRSP) defining the medium-term program and the actions to be taken in the first three years. This national strategy, which will serve as the basis for the country's own actions as well as for its relations with all of its technical and financial partners, is presented to the World Bank's Board of Directors and the International Monetary Fund's Executive Board.

It may be noted that the strategic framework for poverty reduction does not apply to the HIPC countries alone: its use has been extended to all the countries that are eligible for IDA loans or that might consider this instrument applicable to their situations.

A first appraisal of the total resources freed up in the context of the HIPC initiative shows that, for the 22 countries which have reached the decision point, the initiative will reduce the

total foreign debt stock by 45 %, from US\$44 billion to US\$24 billion. For the 18 African countries, over the 2001-2003 period annual debt service should fall (with respect to 1998) from 17% of exports to 8 %, from 3.3% of gross domestic product to 1.8%, and from 26% to 12% of government revenue from general and special taxation.

These average figures should not obscure the fact that the amount of debt relief, in both absolute and relative terms, varies rather widely from one country to another. Initial debt situations were highly varied (Zambia, for example, was much more indebted than Burkina Faso), whereas debt relief is calibrated according to indicators which, though considered acceptable for the future, are identical for all the countries. This is why some observers have expressed regret that the initiative offers less relief to those countries that have been the most careful about accumulating debt (from 2000 to 2009, cumulative debt service relief for Burkina Faso is expected to amount to US\$330 million, as against US\$1.8 billion for Zambia, even though the two countries have roughly the same population).

The consequences for education

Debt service relief is intended to free up funding for programs and initiatives to reduce the incidence of poverty. Education is obviously one of the main areas affected by the initiative (along with health and rural development). To supplement the previous macroeconomic presentation, it can thus be helpful, before implementation of the initiative, to compare the amount by which debt service is reduced to the volume of public spending on the social sectors (education and health). For the 18 African HIPC countries that have reached the decision point, the reduction in annual debt service corresponds to about 50 % of public spending on these two sectors. According to the HIPC documents, the total annual volume of public expenditure for the social sectors in these countries should rise from US\$2.5 billion to US\$3.4 billion as a re-

sult of the initiative, an increase of 36%. Here again, however, the financial impact of the initiative can vary enormously from one country to another: debt relief would amount to only 20% of the volume of public resources allocated to the social sectors in Burkina Faso, as against 48 % in Madagascar, 90% in Guinea and Mozambique, and nearly 200% in Zambia.

Despite these great differences between countries, the majority of them are likely to allocate substantial resources to the education sector. However, it will still be necessary for the sector to demonstrate that it can contribute effectively to the objective of poverty reduction, because other sectors will inevitably compete for the resources released by the initiative. This is an exceptional two-fold challenge for the education sector: first, to obtain some of the resources made available by debt relief; second, and especially, to use them in an efficient and equitable way. The various parties supporting the initiative do not regard it simply as a financial contribution allowing the countries to increase appropriations for the social sectors (including education), but as an operation allowing them to obtain tangible improvements for their populations, in particular for the groups that are generally excluded.

Making better use of resources

Studies have shown that the educational systems of most of the African HIPC countries could make appreciably better use (in terms of efficiency and in equity) of the public resources allocated at the national level. It follows that the additional resources should not be used merely to enlarge existing systems, but rather to achieve tangible improvements for the population. This requirement applies of course to the HIPC countries themselves, but also to their development partners, which, having supported these countries for some 30 years, bear some responsibility for inefficient and inequitable use of the national resources allocated to education. The project-based approach, which tends to finance activities having only a marginal influence on the way national sys-

tems function (foreign aid amounts to less than 10% of national public financing, and even less when private contributions are taken into account) has had no real impact on education systems' fundamental structural aspects.

The current context allows a major qualitative change in the way the functioning of educational systems is approached. The HIPC initiative encourages countries to rethink the very foundations of their systems rather than to seek marginal improvements. The central idea is to induce them to determine how to use the new resources to bring about the structural progress needed. The objective is, over a 15-year period, to build systems capable of yielding the desired social results, and to do so within a financial structure that is sustainable over the long term. This re-

quires substantial efforts in terms of functional analysis of educational systems and, in particular, analysis of the reasons why the African countries, particularly in French-speaking Africa, have had less success than their Asian and Latin American counterparts in making public resources yield tangible results for their populations and economies. These efforts are essential, both to identify the education policies to be followed over the next 10 to 15 years and to define management procedures that enable the conversion of available resources into actual results. The stimulating effect of debt reduction, in conjunction with the role played by civil society, works strongly in favor of structural decisions that would have been difficult to make under normal circumstances.

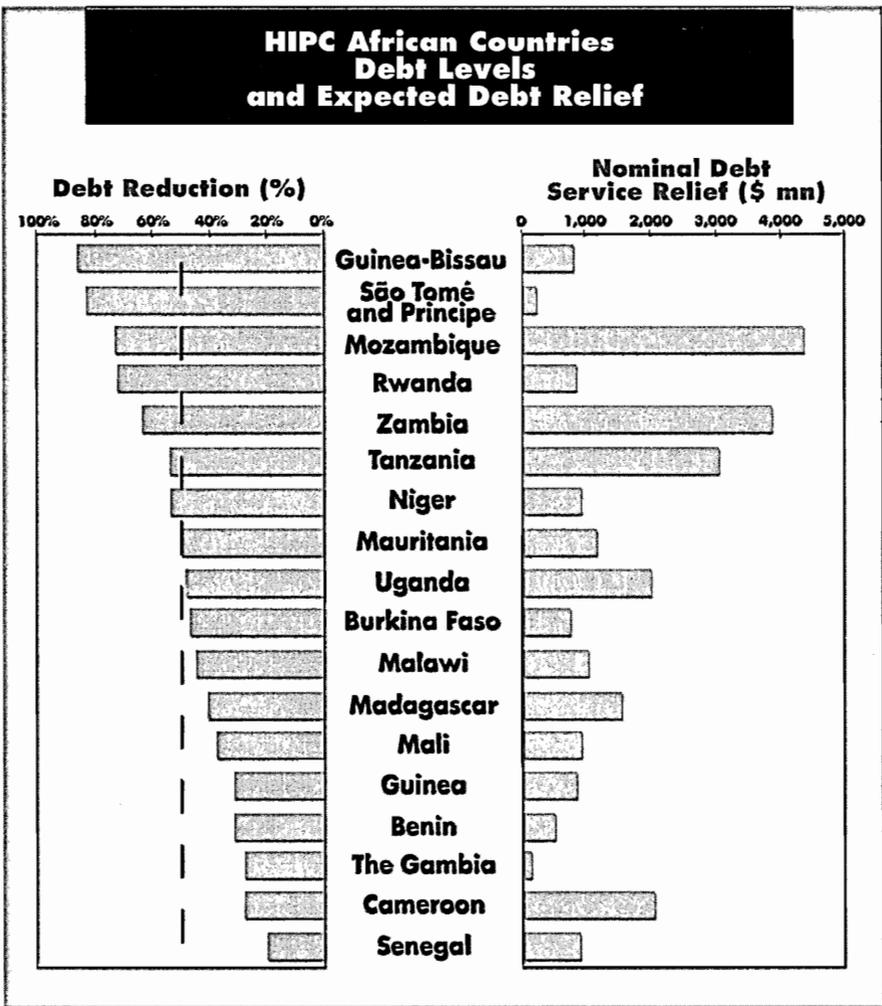
Defining appropriate strategies

It may be helpful to conclude with a description of what seems to be a fairly widespread strategy, adopted by most of the countries participating in the HIPC initiative. We begin with two observations: (i) the main engine of poverty reduction is economic growth, which should therefore be promoted; (ii) it is important that the poorest segments of the population be able both to contribute to growth and to seize the opportunities arising from the improvement in the country's overall situation. Human capital plays a prominent role in this respect.

Where economic growth is concerned, it should be noted that the African HIPC countries are characterized by dual economies: the majority of the working population is employed in the traditional sector (including agriculture), and only a small (but increasing) proportion works in the modern sector. The sources of growth will necessarily be found in these two sectors.

In the modern sector, experience shows that growth depends first and foremost on economic policies (exchange rates, interest rates, social legislation, investment code) and that human capital has a crucial role to play. The private sector must be able to find the skilled personnel it needs, particularly graduates of institutions for technical and vocational education and higher education. Experience also demonstrates, however, that the absorption capacity of the domestic market is a major constraint, and the human capital produced in these important sources of training must therefore remain, in both quantity and quality, in line with the demand expressed by the labor market. All of the countries regard this objective of matching education to demand as difficult to achieve, but most think that it is necessary.

The extensive literature on the traditional sector emphasizes that quality primary education, involving at least five or six years of schooling, is the minimum requirement for productivity gains in this sector and for the social development of the country. Despite considerable effort,



Source: Heavily Indebted Poor Countries (HIPC) Initiative. Progress Report, World Bank/IMF. April 2001.

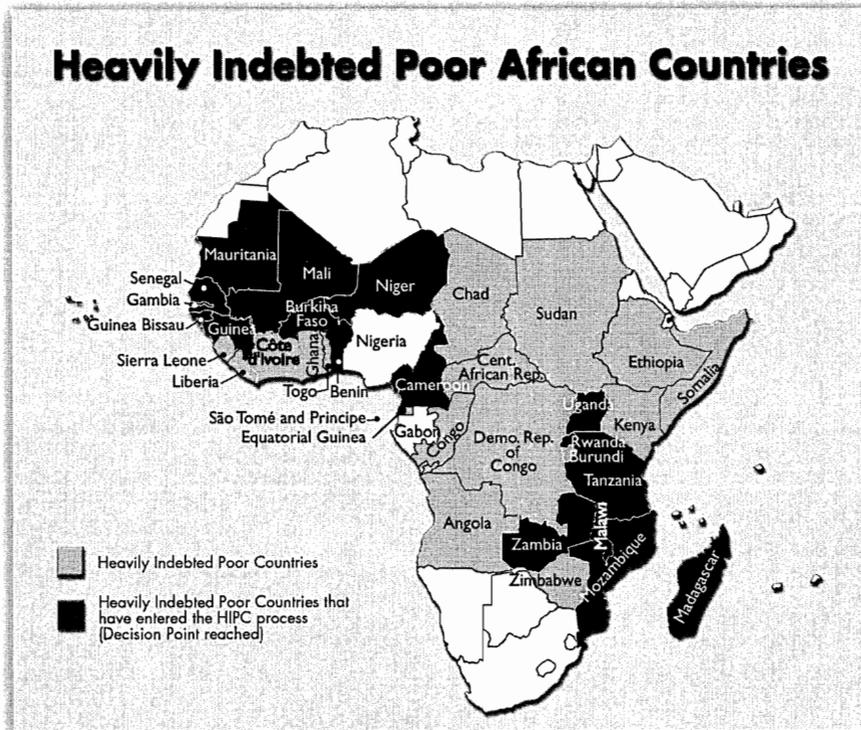
many countries still have a long way to go. At the quantitative level, this observation obviously applies not only to the Sahel countries, for which progress in this respect is essential, but also to a number of countries in which school enrolment rates are relatively high but a size-

able percentage of the population nevertheless does not complete primary schooling. For example, Mozambique, Benin, Malawi and many other countries have gross rates of primary school enrolment exceeding 80%, but it is estimated that, at most, 20% of girls in rural

areas receive a full primary education. It seems in this respect that, since traditional policies targeting conventional forms of service provision have their limits, new initiatives are being considered within the framework of poverty reduction strategies. Progress is also needed at the qualitative level, because the goal is not merely to have children formally enrolled in school but to ensure that they actually learn what they are supposed to learn.

These quantity and quality considerations suggest that the objective of providing quality schooling, at least through the end of the primary cycle, will be a major component of countries' programs, particularly in the context of the fight against poverty.

ALAIN MINGAT AND JEE-PENG TAN
 WORLD BANK
 HUMAN DEVELOPMENT-HIPC TEAM,
 AFRICA REGION



1. Eighteen African countries have reached the "decision point": Benin, Burkina Faso, Cameroon, Gambia, Guinea, Guinea-Bissau, Madagascar, Malawi, Mali, Mauritania, Mozambique, Niger, Rwanda, Senegal, São Tomé and Príncipe, Tanzania, Uganda, Zambia.
2. Ghana has recently indicated its intention to request HIPC debt relief.
3. Burundi, Central African Republic, Chad, The Congo, Democratic Republic of Congo, Côte d'Ivoire, Ethiopia, Liberia, Sierra Leone, Somalia, Sudan, Togo.

POVERTY REDUCTION STRATEGY PAPERS (PRSPs)

In September 1999, the World Bank and the International Monetary Fund (IMF) decided that the participatory strategies process carried out by countries in view of reducing poverty should serve as a basis for foreign aid and debt relief within the framework of the Heavily Indebted Poor Countries (HIPC) Initiative. This approach has led to the development of Poverty Reduction Strategy Papers (PRSPs).

The basic principle underlying PRSPs is that the needs of the poor must appear in the forefront of public discussion, because poverty and inequity continue to afflict large

numbers of developing countries. Each PRSP should describe: the macro-economic structural and social policies developed by a country to enhance economic growth and reduce poverty; the associated external financing needs; and major sources of financing.

The PRSP must adhere to certain principles:

- It should be country based and involve broad participation from the public and private sectors.
- It should be results-oriented, and in particular, beneficial to the poor.
- It should have a global appre-

hension of poverty and its underlying causes.

- It should point towards public actions which are likely to have the most beneficial impact on poverty.
- It should set up indicators for results, which will be implemented and followed through a participatory process.

For more information on PRSPs, you may consult the World Bank website at the following address:

www1.worldbank.org/psrp/

The Role of Northern-Based NGOs in Debt Relief

NGOs have done much to put the debt issue at the forefront of Northern countries' concerns. By putting a human face to the debt crisis and pleading for greater justice and human rights, they have succeeded in rallying broad public support. They have pushed governments to press for more radical debt cancellation measures. They are supporting civil society groups to ensure that these groups play a crucial role in the development, monitoring, and implementation of poverty reduction plans.

When Jubilee 2000¹ was launched five years ago, there was skepticism about the potential for international NGOs to influence the debt-relief debate. Even some international NGO staff were uneasy about how public campaigning could contribute to changes in the policies of donors and global financial institutions on an issue rooted so deeply in economic theory and practice.

Yet, by now, the terms of the debate have changed dramatically. In 2001 concrete mechanisms are in place to deliver debt relief linked closely with poverty eradication. And few would deny that NGOs have played a significant role in this transition. This article reviews the key elements of their contribution to the change.

Drawing on issues of morality and justice

The starting point of NGO advocacy on debt cancellation has always been the rights perspective, drawing on issues of morality and justice. Debt could never be a "campaignable" issue within a narrow debate about particular economic models. The rights approach personalizes debt, making the link between creditors' policies and the impact on real people—people whose stories could be told, through NGOs' close contact with community-level programs.

The rights approach complemented the religious imperative behind many of the Jubilee 2000 coalition allies. Faith groups brought with them huge constituencies of public supporters engaging in the debate on ethical terms. Emotive symbols linking debt with the history of colonialism and slavery set the terms of the

media coverage, as a formerly dry economic issue became a hot story in the run-up to the new millennium.

Public campaigning turned debt into a potentially vote-winning issue for some G7 governments. Among the G7 countries, the different levels of public activism on debt correlates closely with the wide variation between their governments' willingness to press for more urgent and radical measures on debt cancellation.

NGO campaigners have been caricatured as "standing on the outside throwing bricks over the wall," in other words, relying on a populist approach of destructive criticism. But the newer, loosely targeted anger by groups questioning the entire legitimacy of the international financial system should not obscure the clear analysis at the heart of the debt campaign strategy. Of course, any campaign seeks

to put pressure on decision-makers to go beyond their existing commitment, however strong that commitment may already be. But NGO campaigning has also worked through strengthening the hand of the reformers against the slower traditionalists. Raising and demonstrating public concern on the issue has created political rewards for politicians who support stronger action and has offered a new source of legitimacy for those taking a lead within international financial institutions.

So the variety of popular forms of protest reflected not only a genuine uprising of public passion about the impact of debt on poor communities but also a sense of purpose. Step-by-step changes in G7 and donor commitments were seen to be linked to changes in the political environment caused by the campaigners.



Photo: Jubilee Plus

United Nations Geneva Summit, June 27, 2000.

The late-1999 decisions by U.K. and U.S. governments to cancel bilateral debts demonstrated this link most clearly.

During the 1990s northern-based NGOs also became more sophisticated in their relations with the media. This relationship was central to making public the links between public activism, personal stories from southern communities suffering the effects of debt, and the policy actions required at international high-level meetings.

The depth of international media coverage around the Cologne and Okinawa G7 summits was no accident. Journalists had been fed analysis and stories on the impact of debt by NGOs, had been hosted by NGOs at community programs in Africa, and had been put in touch with celebrity supporters of the campaign, who were themselves thoroughly briefed by NGOs. As a result, even the entertainment industry took up the debt campaign, temporarily putting global financial issues at the heart of European popular culture.

For poverty eradication

A far more detailed, poverty-focused analysis underpinned the headline campaign messages of NGOs, which sought to change the basis of the debate, away from arguments limited to the effects of debt and adjustment programs on the economy as a whole and towards an analysis of the impact of debt on the poorest people in heavily indebted countries. NGOs' policy departments proposed specific mechanisms to translate debt relief into poverty eradication.

The link between debt cancellation and poverty eradication programs is now so well established that the history of divergence among G7 governments' and donors' positions on this could one day be forgotten. And yet, despite the successful progress of debt relief through this formula, the link remains at the heart of NGOs' critique of the debt relief process.

Advocating for excluded countries

For example, Oxfam argues that the en-

hanced Heavily Indebted Poor Countries (HIPC) initiative is still based on criteria that respond only peripherally to human needs. Even after they receive debt relief, Zambia, Tanzania, Senegal, Mauritania, and Cameroon will continue to pay more in debt repayments than their combined budgets for health and primary education². If poverty eradication is genuinely the driving purpose behind debt cancellation, then the depth of debt cancellation needs to be determined by governments' capacity to finance basic services rather than by their debt/export ratio.

Other assumptions within the current approach to debt cancellation continue to be challenged vigorously by international NGOs. With debt relief now so closely associated with hopes for meeting the 2015 international development targets, there remains no justification for excluding the many poor countries currently missing from the HIPC framework. Seventy percent of Nigeria's population live on less than one dollar a day, in a country which is Africa's largest debtor but which is excluded from the HIPC initiative.

The automatic exclusion of countries affected by conflict is also increasingly questioned. The U.K.'s decision to hold debt payments of conflict-affected countries in trust until those conflicts are resolved offers a potential model for debt relief providing a financial incentive for peace.

This has been the recurring pattern of NGO advocacy on debt: at every stage of the evolving arguments, we have asked the simple question: "Why not?" The letter-writing campaigners ask it in disbelief that the bureaucracy cannot move faster in the face of the catastrophic human cost of debt. The policy analysts ask the same question as they propose concrete alternative approaches that could break the deadlock.

NGOs have integrated debt campaigning with advocacy around other opportunities in the international arena. The Global Education Campaign, a coalition with members active in over 100 countries, approached the World Education Forum in April 2000 proposing financing mechanisms for education closely linked to a stronger debt-relief frame-

work. Delegates at the WEF agreed to organize a "Global Initiative" to develop detailed strategies and financing mechanisms to support their education commitments: NGOs have led the pressure to move this commitment beyond paper, within the context of existing poverty-eradication processes linked to debt reduction.

Civil society must be at the heart of the process

Finally, northern NGOs have worked closely with southern networks to develop a global movement for debt cancellation. Providing the means for southern-based campaigners to bring their experience into northern-dominated decision-making forums has been one element of the support offered. Strengthening southern partners' capacity for analysis and policy work has been another.

This kind of support will be increasingly important for international NGOs in future phases of advocacy on debt. There is a clear role for southern civil society groups within the Poverty Reduction Strategy Paper (PRSP) process, in developing poverty reduction plans and also in monitoring the implementation of those plans, to make sure that debt relief genuinely leads to rapid poverty eradication.

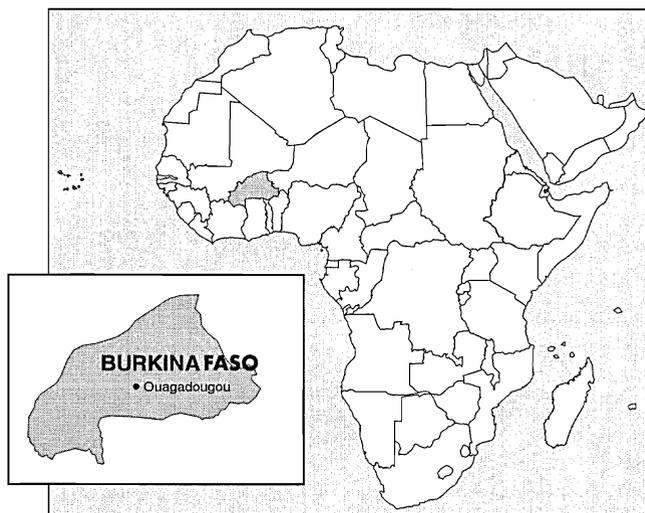
Some, such as the Uganda Debt Network, have developed a strong monitoring role within their existing campaign on debt. Other groups have found the PRSP consultation process too rapid and inflexible to enable them to contribute. International NGO support for their crucial role aims to reverse a history of externally-imposed aid conditionality. It seeks to put national civil society groups, which have some of the most important expertise to offer, genuinely at the heart of a process to ensure that debt cancellation benefits those who need it most.

DAVID NORMAN
SAVE THE CHILDREN

1. Jubilee 2000 is an international movement for the cancellation of the debt of the poorest countries.
2. Oxfam, 21st Century Debt Relief, 1/15/2001: www.oxfam.org.uk/policy/papers/debt.html

Burkina Faso: A Lighter and Better Managed Debt Burden

Burkina Faso was one of the first countries to benefit from the Heavily Indebted Poor Countries (HIPC) Initiative, receiving an initial debt relief package of US\$400 million in 1997. In 1999, the International Development Association (IDA) and the International Monetary Fund (IMF) granted a further debt reduction of US\$300 million. The combined savings provided under the HIPC Initiative cut Burkina Faso's debt service obligations by approximately half.



adjustment programs (SAPs).

In 1999, outstanding public debt amounted to 60.1% of gross domestic product (GDP) and 580.8% of exports. In the same year, foreign debt service represented 18% of export revenues. These figures illustrate how large the debt burden is compared to the resources available to Burkina Faso. This situation led the authorities to develop strategies to

improve their management of the country's external debt and rein it in to sustainable levels more in line with the state's resource base.

Management of Burkina Faso's debt

From 1991 to 1996, Burkina Faso adopted a policy of debt reduction, re-scheduling bilateral debts, and endeavoring to have its debt cancelled if possible. At the same time, it established a number of bodies to improve debt management. These include a National Public Debt Committee (Comité national de la dette publique – CNDP) to pass judgment on all requests for funding, and a National Debt Strategy Unit (Cellule nationale de stratégie d'endettement – CNSE) to formulate and update debt strategies in the context of the HIPC Initiative. To obtain a clear view of the short, medium, and long terms, the government, with help from development partners, has acquired a tool for monitoring and evaluating public debt: the Public Debt Management and

Analysis System (Système de gestion et d'analyse de la dette publique – SYGADE). SYGADE, which is currently being finalized by the Public Debt Directorate, should allow the government authority concerned with debt (the General Directorate for Cooperation, Central Bank, Treasury) to integrate relevant information, from the negotiation stage to repayment.

The HIPC Initiative in Burkina Faso

In 1997 the Bretton Woods institutions granted Burkina Faso an initial debt relief package of US\$400 million. Noting the correct implementation of SAP measures, the excellent economic results recorded, and the quality of the Poverty Reduction Strategy Paper (PRSP) submitted to them, these institutions declared Burkina Faso eligible for debt relief under the enhanced HIPC Initiative. The implementation of this agreement will help release, between the years 2000 and 2007, US\$700 million (about CFAF 490 billion) for all sources of debt combined; these resources will be allocated to covering the population's most pressing health and education needs. For the year 2000, the expected amount of relief was estimated at US\$14.9 million (CFAF 10 billion); for 2001, it is evaluated at US\$34.8 million (CFAF 24 billion).

Framing the PRSP

Preparation of the PRSP began in November 1999. Throughout this process, the PRSP was the subject of continual dialogue and consultation, first within the central government and thereafter among

Like most of the least-developed African countries, Burkina Faso is heavily in debt. Its external public debt has grown substantially over the last ten years, from US\$1.0 billion in 1990 to US\$1.4 billion in 1999. External debt represented 89% of the country's total debt over the same period.

The country's debt stems from three sources: (i) multilateral lenders, (ii) bilateral lenders whose loans have already been rescheduled, and (iii) bilateral lenders whose loans have not been rescheduled. Of these three, loans from multilateral lenders such as the International Development Association (IDA), the International Monetary Fund (IMF), and the regional development banks account for by far the largest share of debt: the outstanding amount of multilateral debt rose from US\$563 million in 1990 to US\$1.18 billion in 1999. The scale of this rise is due to the increase in the amount owed to the IDA, IMF, and Africa Development Fund (AFDF), whose lending activities increased to support the implementation of several structural

Burkina Faso (1999)

Population

• Population (in millions)	11
• Life expectancy	54
• Index of poverty (% of pop. under poverty line)	45%
• Illiteracy rate (% of pop. over 15 years)	74%
• Primary enrolment rate	40%

Debt indicators

• GDP (in US\$ billions)	2.1
• Debt, nominal value (in US\$ billions)	1.5
• Debt, net actual value (NAV) (in US\$ billions)	0.9
• Debt (NAV)/GDP	40.6%
• Debt (NAV)/Exports (1998)	279%
• Debt service/GDP (Proj. before debt relief) (1999-2002)	25%
• Debt service/GDP (Proj. after debt relief) (1999-2003)	14-20%

Expenditures-Social Sectors

• Total social sectors/GDP (1999)	7.9%
• Total social sectors/GDP (Proj. 1999-2002)	7.3-7.9%
• Basic education expenditures/GDP (1999)	2.74%
• Basic education expenditures/GDP (Proj. 1999-2003)	2.7-3.0%
• Health expenditures/GDP (1999)	2.7%
• Health expenditures/GDP (Proj. 1999-2002)	2.7-2.8%

Data sources:

- 1) Burkina Faso: "Cadre stratégique de lutte contre la pauvreté" – Ministry of Economy and Finance
- 2) "Plan décennal de développement de l'éducation de base" – Ministry of Basic Education and Literacy
- 3) Direction générale du Trésor et de la comptabilité publique – Ministry of Economy and Finance

the institutions representing the population, development partners, and civil society.

Within the central government, the first priority was to brief the entire government apparatus about the process and the importance of focusing primarily on poverty reduction. An interministerial committee comprising the directors of the research and planning departments was formed and charged with analyzing the results of the survey on household living conditions, discussing the components of the debt reduction strategy, and submitting a first draft of the PRSP.

The Minister for the Economy and Finance then presented the PRSP to both houses of Parliament.

The third level of dialogue and consultation was the discussion with development partners. Two meetings were held with them in February 2000 in order to (i) exchange ideas and information on the PRSP preparation process; (ii) elicit their comments on the draft document; and, (iii) finalize the document.

The final stage was to consult civil society and other stakeholders in the field. Two regional workshops were organized in February and March 2000 in two different locations. The aim of these workshops was: (i) to inform the representatives of civil society, decentralized government departments, the private sector, and producers' associations of the results of the survey on household living conditions; and (ii) to elicit their opinions and suggestions for improving the draft PRSP.

With the help of the amendments recorded throughout this process of dialogue and consultation, the interministerial committee produced a final document that reflects a consensus on how the government should tackle poverty in Burkina Faso.

The HIPC Initiative and the financing of education

One of the main pillars of the poverty reduction strategy set out in the PRSP is

increased access to education for the poor. To this end, the government adopted in July 1999 a Ten-Year Development Plan for Basic Education (2001-2010), one of the overall objectives of which is to achieve a gross enrolment ratio of 70% in 2010.

The resources released by debt relief have allowed the government to make the following commitments to implementing the plan:

- Raise the share of current education spending in the central government budget from 21.6% to 26% in 2010, while ensuring that 60% of this operating budget goes to basic education and 7% of the basic education budget to literacy training.
- Reorganize the Ministry of Basic Education and Literacy to give special weight to the operational qualities of decentralized services, which are the keystones of the implementation of the Ten-Year Plan.
- In rural areas, step up efforts to construct properly equipped classrooms, teacher housing, and latrines, set up canteens in all schools, and install water outlets in new schools.
- Put in place economic projects that target adult women and accompany their education.
- Exempt parents of girl pupils in the 20 provinces with the lowest enrolment ratios from annual parent contributions.
- Continue the policy of free distribution of textbooks at the primary level.
- Expand post-primary education via the construction of lower secondary schools offering general education in rural areas.

The real impact on education

In view of the rules governing debt relief under the HIPC Initiative, one may feel skeptical about the actual impact of such relief on funding for education.

The reason is that, on completion of the provisions of the agreements signed, the resources initially earmarked for repaying creditors must be paid into a special account to fund programs in the social sectors, including education. The same causes have the same effects, says

the proverb. The accumulated arrears on the debt unquestionably reflect poor countries' inability to meet their financial commitments. That being the case, it may be asked whether they will be able to mobilize resources to allocate to the social sectors.

In addition, the terms vary depending on the creditor. Most of the multilateral creditors have agreed to either debt buy-backs, or assumption of debt service, in the form of debt rescheduling of concessional loans to refinance debt. Moreover, estimates of the resources expected from implementation of the agreements assume the participation of all the country's creditors. However, where the multilateral partners are concerned, agreements have been signed with

only four of twelve lenders involved in this process. It is thus impossible to know the exact amount agreed to by each creditor, and as a result it is difficult to plan the use of the expected additional resources, both in the budget and in the execution of sectoral programs. In 2000, for example, the amount of such resources fell from about CFAF 10 billion to CFAF 7 billion, and consequently the share allocated to education was reduced as well. Ultimately, the main concerns have to do with: (i) the manner in which debt relief is to be financed; (ii) the amounts that will actually be granted by each creditor; and (iii) how these amounts will be paid. It should be noted that the total cost of the Ten-Year Plan, which is still being assessed, amounts to more

than CFAF 300 billion, or approximately US\$428 million.

Conclusion

The HIPC Initiative rounds out the range of instruments developed by the international community to resolve the debt problems of the low-income countries. Although it does provide poor countries with some relief of their debt burdens, it is not the solution to all of their economic and social problems.

JULIEN DABOUÉ

EDUCATION PLANNING SPECIALIST
MINISTRY OF BASIC EDUCATION AND
LITERACY
BURKINA FASO

Mauritania: Debt Relief Will Facilitate Implementation of the Ambitious Ten-Year Program for Education

On February 10, 2000, Mauritania became eligible for relief of approximately 40% of its external debt under the enhanced Heavily Indebted Poor Countries (HIPC) Initiative. This should allow the country to devote more resources to its poverty reduction and economic and social development programs. The Poverty Reduction Strategy Paper (PRSP) sets out objectives, strategies, and policies to be implemented.

On 31 December 1998, the external debt of Mauritania was evaluated, in nominal terms, at US\$2.3 billion, or 202% of the value of GDP. At that date, annual service on foreign debt amounted to US\$132 million, of which central government debt accounted for US\$81.7 million, nearly 40% of total government expenditures. Under the enhanced HIPC Initiative, Mauritania's debt is to be reduced by US\$1.1 billion, the equivalent of 40% of the country's outstanding debt. This should cut the debt service due over the next ten years by some US\$36 million annually, or about 80% percent of annual education spending.

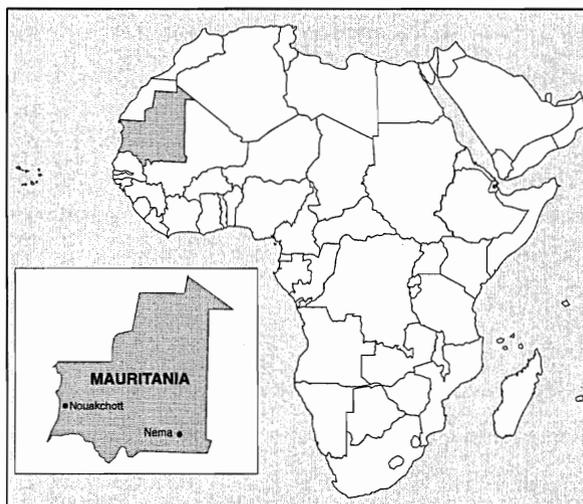
The HIPC Initiative is of vital importance to Mauritania, since debt relief will ease the country's budget constraint and allow it to allocate substantially greater resources to the social sectors. These resources will make it possible to continue the reforms set out in the Poverty Reduction Strategy Paper.

The Poverty Reduction Strategy Paper (PRSP)

Government adopted the main lines of the fifteen-year national poverty reduction

strategy on 29 December 1999, after it had been validated during an "Awareness Raising Consultation on the National Poverty Reduction Strategy," held in early December. The institutional structure established immediately thereafter to prepare the PRSP comprised:

- an *Interministerial Committee for Poverty Reduction* (Comité interministériel de lutte contre la pauvreté



Mauritania - 1999

Population

• Population (in millions)	2.5
• Life expectancy	54
• Index of poverty (% of pop. under poverty line)	47%
• Illiteracy rate (% of pop. over 15 years)	58%
• Primary enrolment rate	86%

Debt indicators

• GNP (in US\$ billions)	1.0
• GDP (in US\$ billions)	0.96
• Debt, nominal value (in US\$ billions)	2.2
• Debt, net actual value (NAV) (in US\$ billions)	1.6
• Debt (NAV)/GDP	128%
• Debt (NAV)/Exports (1998)	289.5%
• Debt service/GDP (Proj. before debt relief) (1999-2002)	29.7%
• Debt service/GDP (Proj. after debt relief) (1999-2002)	23.9%

Expenditures-Social Sectors

• Total social sectors/GDP (1999)	7.4%
• Total social sectors/GDP (Proj. 1999-2002)	9.5%
• Basic education expenditures/GDP (1999)	4.9%
• Basic education expenditures/GDP (Proj. 1999-2003)	5.4%
• Health expenditures/GDP (1999)	1.7%
• Health expenditures/GDP (Proj. 1999-2003)	2.1%

Source: Mauritanian Government and World Bank estimates

Photo: UNESCO/Bernard Galy

– CILP), chaired by the prime minister and including the ministers principally concerned with the fight against poverty. This committee was responsible for oversight of the PRSP preparation and approval process;

- a *Technical Committee for Poverty Reduction* (Comité technique de lutte contre la pauvreté – CCTLP), consisting of the chairs of the 12 working groups on various technical themes and a coordinating secretariat. The technical working groups included representatives of the central government, the private sector, civil society, and development partners. They were charged with formulating the sectoral contributions to the PRSP;
- a *Consultative Committee for Poverty Reduction* (Comité de concertation sur la lutte contre la pauvreté – CCLP), made up of representatives of the government and representatives of local elected officials, the private sector, and civil society. This committee was charged with

monitoring the entire preparation process for the strategic poverty reduction documents;

- a *Donor Committee* comprising all of the country's development partners that are represented at Nouakchott.

Between June and November 2000, the first draft of the PRSP, which originated with the working groups on technical themes, underwent an enhancement and validation process that included several reviews by the various committees as well as national and regional workshops to discuss and validate the paper.

The final version of the PRSP was adopted at the National Conference, held January 23-25, 2001, with the active participation of all stakeholders in the country's development. With its ambitious objectives, this version places education at the core of Mauritania's development strategy. Indeed, education is expected to improve economic productivity, improve capacities to conceive and execute policies, trigger economic, financial and technological innovations, al-

leviate poverty and enhance individual skills.

The PRSP target is to raise the share of education spending from 3.7% of GDP in 1999 to 4.23% in 2004, 5% in 2010, and 5.4% in 2015. In 2002, the education sector budget will be double that of 2001, rising from about 2 billion to more than 5 billion Ouguiya.¹ The additional resources allocated for education will be used to implement an ambitious ten-year sectoral program, which is currently being finalized.

Priorities in education

The government's education strategy is aimed at providing every Mauritanian child with ten years of basic schooling (elementary plus the first secondary level), followed by training opportunities tailored to the requirements of the labor market. Under this strategy, the objectives for the sector are to: (i) increase the internal and external efficiency of the education system, (ii) enhance educational quality, and (iii) strengthen management, operational, and planning capabilities.

Particular attention will be given to pre-school education, with a view to ensuring the quality and coverage needed to prepare children for basic education.

Similarly, incentive mechanisms and efforts to foster greater private investment will encourage private education.

In elementary education, policy is aimed at: (i) achieving universal access by 2005, (ii) raising the retention rate (from 55% to 78% by 2010) by offering full academic cycles in all schools, (iii) gradually eliminating disparities among genders, areas, and regions, (iv) improving quality and relevance. The pupil/teacher ratio will be gradually reduced (from 48 currently to 40 in 2010) and the promotion rate raised (to 95% by 2010).

The quality of education will be improved by: (i) reforming the initial training courses of teachers and inspectors, (ii) introducing continuous education courses for teachers and inspectors, and (iii) providing every pupil and teacher with textbooks and teaching guides in the basic subjects (Arabic, French, mathematics).

Goals for secondary education include the following: (i) broaden access to the first four years of secondary school, (ii) upgrade science and foreign language courses, (iii) improve conditions for studying (libraries, computer labs, laboratories etc.), and (iv) gradually eliminate disparities among genders, areas, and regions.

Higher education objectives are geared to containing costs while enhancing both quality and relevance in order to ensure a better match between the education provided and the country's socio-economic development needs, notably through the expansion of scientific and technical education.

Another long-term objective is to eradicate illiteracy. In the medium term, the goal is to bring the illiteracy rate down

to 20% by 2004. To that end, the four pillars of the literacy strategy will be to: (i) strengthen the financial and logistical resource base, (ii) boost the skills of literacy training staff and those responsible for designing, planning, monitoring, and evaluating literacy programs, (iii) improve programs and curricula, and (iv) achieve greater participation of the *mahadra* (traditional Koranic schools) in the literacy campaign through extension, training, and logistical support. In addition, this strategy will aim to foster more extensive involvement of civil society organizations in the design, execution, and monitoring of literacy programs.

Conclusion

Mauritania plans to use the additional resources allocated to the education sector as the basis for harmonious development of its education sector. The aim of the ten year plan is to be able to influence the whole system by putting into effect reforms that have a wide range of objectives: restructure the central administrative system; carry out regular system

evaluations; reorganize the university and continuing education structures; improve human resources management; renovate pedagogical tools and programs; establish a hiring strategy; set up a school plan which equalizes existing regional disparities; raise the enrolment rates for girls; encourage the private sector to play a greater role, and increase the supply of high quality education for all.

This program can live up to its ambitions and hopes of a large number of people only if it is carried out effectively and supported over a long period of time. This will require greater debt relief and the development of similar programs in other sectors.

MOHAMED OULD EL ABED
ECONOMIC ADVISOR
MINISTRY OF ECONOMIC AFFAIRS
AND DEVELOPMENT
MAURITANIA

1. The Ouguiya is the currency of Mauritania. One US\$ is worth approximately 205 Ouguiyas. One French Franc is worth around 24 Ouguiyas.

A New President for ADEA

The Association for the Development of Education in Africa has a new president. This decision was made by the Steering Committee of ADEA, which met in Antananarivo May 2-4, 2001.

The new president, Mr. Ahlin Byll-Cataria, is program officer at the education division of the Swiss Agency for Development and Cooperation (SDC), Ministry of Foreign Affairs, Switzerland. A native of Togo, Mr. Byll-Cataria has worked for the DDC for 22 years, including 10 years in Niger as a trainer in adult education, and as deputy representative of the DDC. Mr. Byll-Cataria has been member of the ADEA Steering Committee since March 1994. He is also the leader of the ADEA Working Group on Nonformal Education, which was created in March 1996 as a platform to support nonformal education and its contribution to the goals of Education for All in Africa.

Mr. Byll-Cataria will replace Ms Sissel Volan, who became president of ADEA in 1997. Ms Volan has worked at the Norwegian Agency for Cooperation and Development (NORAD) for the last 15 years. She is presently the coordinator of a technical group on research in education and culture. An active member of ADEA since its creation in 1988, Ms Volan will continue to be closely involved in the activities of the Association.

Education Statistics

Children Out of School and Population Censuses

Analysis of School Attendance Through Census Data

ADEA's Working Group on Education Statistics (WGES) is working on a project that uses education statistics from different sources to count children who are out of school and to statistically compare the characteristics of children in school with those out of school. This project is carried out jointly by WGES, UNICEF, and a few pilot countries in sub-Saharan Africa.

There are four main sources for education statistics:

- The annual school census (sometimes supplemented with school surveys on specific items)
- Household surveys
- Population censuses
- Administrative registers.

These four channels of education statistics should be regarded as different parts of the data collecting system, which complement each other.

The objective of this article is to highlight the untapped potential of population censuses for education statistics and to suggest how questions on education should be asked and how the data provided can be used. In particular, we want to encourage countries whose population census includes a question on school attendance to use this information to enrich the analysis of primary school attendance in their countries.

Education in the population census

The UN recommendations for the 2000 round of censuses of population and housing include five education items:

- Educational attainment
- Educational qualifications
- Field of education
- School attendance
- Literacy skills.

The most important item is educational attainment. Almost all countries include a question on educational attainment in their population censuses. The second most important item, we believe, is school attendance. Literacy is, of course, a vital issue but may be better measured in sample surveys than in the population census.

For purposes of international comparisons, countries should compile their data in accordance with the International Standard Classification of Education, 1997 (ISCED 97). Countries coding "educational attainment" or "fields of education" according to a national standard classification can establish correspondence with ISCED either through double-coding or through mapping from detailed groups of the national classification to ISCED.

School attendance in the population census

In population censuses, school attendance is defined as *attendance at any accredited educational institution or program, public or private, for organized learning at any level of education*. The term "education" is understood to comprise all deliberate, systematic, and organized communication designed to bring about learning. Instruction that is not part of the recognized educational structure of the country, such as in-service training or staff training in factories, is not considered "school attendance" for census purposes. Data on school attendance refer to that at the actual time of the census; if the census is taken during the school vacation period, school attendance during the period just before the vacation is taken into account.

The concept of *school attendance* in the census is different from but complementary to the concept of *enrolment* used in statistics collected by ministries of education. A person may be enrolled but not attending school; and a person attending a training program may not be formally enrolled in an educational institution. A child may be enrolled, but

for any one of a number of reasons not attending, for example because he or she helps with the family farm or business. Sometimes schools want to boost enrolment numbers to trigger more funds. The opposite is also possible; a child may be attending school but not be enrolled, due to incomplete school records, for example.

In the census, information on school attendance should be collected for persons of all ages included in the school system, generally 5 to 29 years of age. In countries where data are to cover attendance in pre-primary education and/or adult education, the age range should be adjusted appropriately. Also, it cannot be assumed that all those attending school are unemployed. The census should include separate items on employment and on school attendance.

Use of population census data on school attendance

The strength of population census data is that they include both children attending school and children not attending school. That means we can compare children in and out of school with other variables included in the census questionnaire, including the following:

- Age (single years of age)
- Gender
- Region (farm or non-farm residence; urban or rural areas)
- Citizenship/country or place of birth/ethnic group/language/religion
- Number of children in the household or household size
- Educational attainment of the head of household
- Main activity of the head of household

- Parents' occupation, industry branch/sector and status in employment
- Mother's age
- Household income
- Housing conditions.

In many countries the data tables on school attendance that have been generated from the population censuses are scarce. Much more could be done. We recommended that, in the year 2000 round of population censuses, African countries analyze and compare children in and out of primary school by the relevant population census items, especially those that distinguish the characteristics of the target groups.

For policy target setting, governments need to identify geographic areas where primary school attendance is particularly poor. With this kind of census information, it would be possible to survey these areas and systematically investigate and document causes for non-attendance. Also population sub-groups with low primary school attendance could be identified. Using population census data makes it possible to give results also for *small areas or small population sub-groups*.

The National Education Statistical Information System (NESIS) Program of the Working Group on Education Statis-

tics encourages countries to look at primary school attendance data in connection with the 2000 round of population censuses. The program has constructed a set of dummy tables on school attendance from the population census as examples to inspire and help to carry out such analyses. These dummy tables and more information on how to use population census data for education statistics may be obtained from the author.

RONNIE ANDERSSON
PROJECT MANAGER

Tel: + 263-4-33 22 22, ext. 113
E-mail: r.andersson@unesco.co.zw
Fax: +263-4-33 23 44

Higher Education

New Books on HIV/AIDS and Donor Assistance to Higher Education

The ADEA Working Group on Higher Education (WGHE) participated in the General Conference of the Association of African Universities, which took place in Nairobi February 5-9, 2001, and held its Steering Committee meeting February 10.

New reports presented at AAU General Conference

Working Group contributions to the AAU Conference included: (i) presentation of its study of HIV/AIDS and universities in Africa, entitled *Challenging the Challenger: Understanding and Expanding the Response of Universities in Africa to HIV/AIDS* by Prof. Michael Kelly of the University of Zambia; (ii) a report and recommendations ensuing from the WGHE sponsored workshop on "Evaluating On-Line Resources for Teaching and Learning in African Universities"; and, (iii) distribution of the *Directory to Donor Assistance for African Higher Education* (in French and English) produced by the Working Group. WGHE financed the participation and travel to Nairobi of several governmental higher

education policymakers.

The study on HIV/AIDS, *Challenging the Challenger: Understanding and Expanding the Response of Universities in Africa to HIV/AIDS* is an investigation of how AIDS is affecting African universities and how they are coping with the disease. The report draws upon case study reports commissioned by the WGHE at seven universities in six countries (Benin, Ghana, Kenya, Namibia, South Africa and Zambia). The *Directory to Donor Assistance for African Higher Education* contains information on the range of donor priorities and possibilities for assistance in the field of higher education. The report, which covers 32 agencies, provides information such as types of assistance, channels of provision, and thematic assistance priorities. Contact details are provided for each agency. Both reports can be downloaded from the ADEA Web Site (www.ADEAnet.org)

Steering Committee reviews work program

The Steering Committee reviewed

progress made under its work program and initiated planning for the coming year. Currently its main activity is a regional survey of innovations in African higher education conducted by four senior African researchers. Future planning focuses on: (i) support for efforts to expand the response of African universities to HIV/AIDS; (ii) development of tools facilitating the use of information technology in tertiary level instruction; and (iii) an initial assessment of institutional performance by non-university tertiary institutions. The Working Group will hold its next Steering Committee meeting in October 2001 in conjunction with the ADEA Biennial Meeting in Arusha, Tanzania.

For further information, please contact:
William Saint
World Bank
1818 H Street, N.W. - Washington
D.C. 20433-USA
Tel: +1 202 473 7578
Fax: +1 202 473 8065
E-mail: wsaint@worldbank.org

The Sahel Countries Mobilize for Education

Conference of the heads of state of Burkina Faso, Guinea, Mali, Niger, Senegal, and Chad (Bamako, Mali, November 26, 2000)

The summit meeting of the heads of state of Burkina Faso, Guinea, Mali, Niger, Senegal, and Chad, held in Bamako, Mali, on November 26, 2000, focused on the follow-up to the joint commitments made at the Dakar Forum in April 2000. The World Bank and UNESCO organized the conference as part of the United Nations Special Initiative on Africa, with support from the Norwegian Fund for Education. Four heads of state, a prime minister, and ministers representing their heads of state took part in the summit; all six were accompanied by their countries' education and finance ministers. In addition to the Director-General of UNESCO, Mr. Koichiro Matsuura, and the World Bank's Director of Human Development for the Africa Region, Mr. Birger Frederiksen, representatives of a number of development agencies were present, notably UNICEF, UNDP, UNFPA, the French Department of Cooperation, CIDA, and USAID.

A new context and objectives commensurate with EFA targets

Burkina Faso, Chad, Guinea, Mali, Niger, and Senegal rank among the countries with the lowest enrolment rates in Africa. Gross enrolment rates in these countries range from 32% to 65%, with markedly lower rates for girls and for children in rural areas. Only 28% of the school-age population completes primary school, and this figure drops to 10% for girls in rural areas. By linear extrapolation of the current rates, universal basic education will be reached not in 2015 but in fifty

years—an unacceptable prospect, given the economic, social, and human importance of Education for All. To honor the pledges made at Dakar, these countries will therefore have to make unprecedented efforts in the education sector. This “major national project” or “crusade” must engender and sustain an exceptional degree of social mobilization if it is to be crowned with success. The goals adopted by the conference connected with this challenge of increasing the pace of educational development were:

- making EFA the foremost priority on the agendas of heads of state and their governments;
- making education a national cause;
- fostering a sub-regional dynamic of successful reform;
- mobilizing external aid on the scale required to meet targets and fulfill commitments.

Broad-based participation in the preparation process

The African countries were in charge of both preparing for and running the conference. Well before the conference, the education ministers, in conjunction with the finance and planning ministers, set up national teams in each country to produce documents taking stock of the education situation and strategies with respect to EFA, the resources available and to be raised, and prospects for quality and equity. These working papers provided the basis for a preparatory meeting of experts, which was held before the conference. Each country was represented by an education advisor to the head of state,

two education experts, and two experts from the ministries of finance and planning. Using a simplified simulation model, the national teams developed plans for attaining the goal of universal basic education in 2015, incorporating the domestic efforts needed to increase resources and use them more efficiently without compromising the quality of learning or the effectiveness of schools.

These plans led to three draft documents: a framework for action, a framework for partnership, and a political resolution. The day before the conference, a ministerial meeting open to members of Parliament, teachers' unions, parents' associations, and NGOs was held to examine these draft documents. In this way, civil society institutions were able to participate in the process and give their views on the issues, especially on the reforms they considered to be most important. When this broadly participatory process had been completed, the heads of state discussed in detail the documents submitted by the ministers, and adopted them.

Promising political results

The political significance of the decisions and commitments taken by the heads of state made the Bamako conference a success. Fully aware that educational development is “first and foremost a question of political will,” the heads of state committed themselves, in their final resolution, to making Education for All a national priority. This was reflected through the formulation of a series of measures intended to:

- substantially increase the proportion of GDP devoted to education, with a target of 4% of GDP by 2015 (it is currently in the 2 to 3% range);
- allocate at least 50% of the education budget to developing basic education;
- undertake reforms aimed, in particular, at sharing responsibilities between central and local authorities within a decentralized management framework that gives more autonomy to schools (while stressing the central government's responsibility for financing);

- gradually introduce the use of national languages in school and promote their development.

To make education a national cause, the heads of state decided to develop communication policies capable of mobilizing various sectors of the population around these objectives and reforms, while continuing those education policies on which a national consensus has already been reached. After calling for the promotion of new national and international partnerships, they set up a sub-regional mechanism to follow through on

their decisions and charged the President of the Republic of Mali with ensuring that the mechanism functions smoothly.

Specific actions to achieve EFA in 2015

The frameworks for action and for partnership that accompany the political resolution highlight the actions to be taken by both the countries concerned and development agencies. In addition to the promised budget hikes, which should substantially increase national funding for education, governments intend to make more efficient use of these resources. The countries will strive to:

- reduce rates of repetition, which currently range from 15 to 30%, to a maximum of 10% of the children in school;
- raise rates of pupil retention through the end of the cycle to 80%;
- adjust wage expenditures to each country's capacity, aiming for an average wage cost of approximately four times the country's per capita GDP;
- combine control of the total wage bill with measures to generate income

from school premises and staff so as to devote a portion of investment to improving quality and facilitating access to schooling for poor families.

Furthermore, they should reinforce the capacity to manage and monitor education programs by introducing performance-based management, greater accountability of field personnel, rational criteria for allotting resources and staff to schools, quality standards for schools and pupils, systematic assessment of learning results, and institu-

tional measures to deal with observed malfunctions.

A new partnership agreement in support of EFA

"If the countries adhere to their commitments and have credible Education for All action plans, the financial resources needed will not be lacking." On the basis of this pledge made by development agencies at the Dakar Forum, the six countries clearly showed their awareness of the domestic efforts required and laid down seven criteria for a credible plan suited to the context:

- strong political motivation, as shown by substantial budgetary adjudications in favor of education;
- creation of a national consensus around the plan;
- a guarantee of sustainable financing;
- management and auditing mechanisms ensuring precision, efficiency, and transparency in the use of resources;
- institutional decentralization reforms to get local communities involved in management;
- evaluation and monitoring mechanisms at all levels;

- relevant strategies to improve quality and equity.

In return, the six countries asked the development agencies to enter into a partnership agreement meeting their external aid requirements, estimated at US\$40-50 million annually per country through 2015. The agreement stresses that new partnerships must encourage integration of external initiatives within the framework of national education policies and poverty reduction strategies. They must also support African leadership and the harmonization of procedures with those in force at the local level, as well as with jointly agreed auditing and assessment procedures.

This brief report cannot do justice to the richness of the dialogue that characterized this major summit meeting. Education was called on to help meet the challenges facing the countries, such as the fight against AIDS, the promotion of a climate of tolerance and peace, and civil society participation. The Bamako conference set an example of the political dialogue that should be conducted within and between countries and development institutions in order to meet the joint commitments of the Dakar Forum, an indispensable condition for attaining the EFA goals within the specified timeframe. It is therefore necessary to begin at once and to put forth a massive effort in order to quicken the pace of educational development. It was on this note that Mali's head of state closed the conference, appealing to development institutions to provide assistance on a scale commensurate with the countries' requirements, which greatly exceed the resources freed up by the HIPC initiative. He assured one and all that he would not fail to discharge his assigned mandate of scrupulously ensuring the monitoring and assessment of the commitments made at Bamako.

MAMADOU NDOYE
 WORLD BANK
 COORDINATOR,
 UNITED NATIONS SPECIAL
 INITIATIVE FOR AFRICA

The Bamako conference set an example of the political dialogue that should be conducted within and between countries and development institutions in order to meet the joint commitments of the Dakar Forum, and to quicken the pace of educational development.

African Education Systems: A Comparative Economic Analysis¹

by Alain Mingat and Bruno Suchaut – De Boeck Université Edition 2000

Alain Mingat and Bruno Suchaut's work is a seminal analysis of education systems in sub-Saharan Africa. The authors examine 29 African countries with populations of over 2 million and per capita GDP less than US\$2,000, comparing their education systems to those of non-African countries that have similar levels of GDP.²

What makes this study original is its three-fold perspective on the subject matter. First, it adopts an *analytical perspective* based on rigorously compiled factual data. Second, it takes an *economic approach*, studying "the relationship between the goals of the school system, which are numerous, and the means, which are scarce." This is particularly relevant to African countries, since the stronger the constraints on the resources potentially available to the school system, the more difficult—and the more urgent—it is to identify the compromises that must be made and the priorities to be set. The third noteworthy feature of this work lies in its *comparative perspective*, which not only allows cross-country comparisons but also helps to identify possible relationships between the diverse modes of school organization in different national contexts and the results obtained in terms of quantity, quality, efficiency, and equity.

The book comprises seven chapters, which address the following topics:

- The quantitative development of school systems and the resources mobilized;
- The unit costs of schooling;
- The factors of school system organization and school quality;
- School careers and the issues of access, retention, repetition and transition between cycles;
- Effectiveness of schooling and the relations between the educational and productive spheres;
- Equity in education systems;

- Administrative and pedagogical management of school systems.

The study's main findings concerning the coverage of education systems, the quality of schools, and the efficiency of school systems are summarized below.

School system coverage

Where the quantity of education and the coverage of school systems are concerned, the study finds that:

- The French-speaking countries of West Africa, particularly the Sahel countries, are lagging behind in school enrolments.
- The amount of public funding allocated to education in Africa is roughly the same as in Asian and Latin American countries.
- There is little connection between the overall volume of resources made available to an education system and the coverage of this system. The efficiency with which resources are used matters more than the amount actually appropriated. In 1993, the French-speaking countries provided 1.3 years, on average, of schooling for each percentage point of GDP allocated to the education sector; the English-speaking African countries provided 2.1 years, on average; and the less developed countries in Asia and the Americas, 3.1 years.
- In the French-speaking countries (particularly the Sahel countries), the unit costs of education are high at all education levels. (See Chart on p.19) Compared to the Asian and Latin American countries, unit costs at the primary

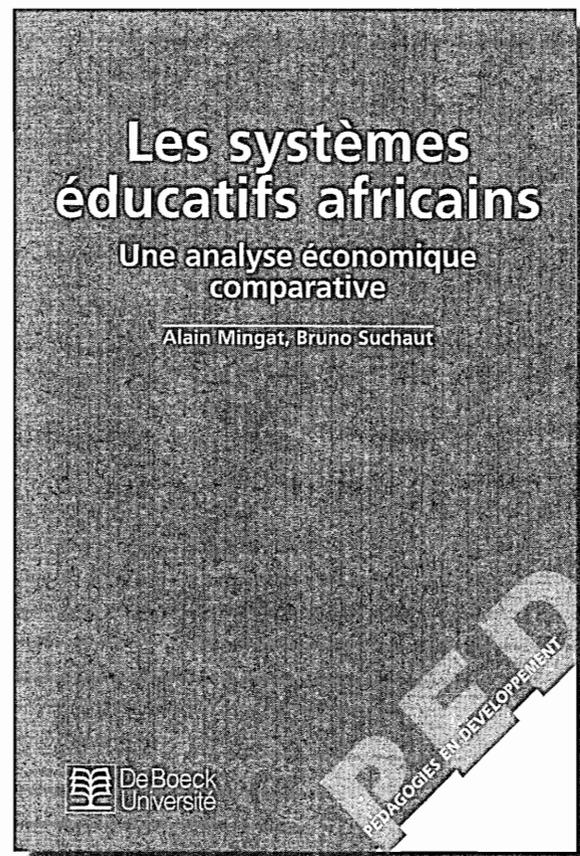
level are on average, 25% higher, in the English-speaking African countries, 75% higher in the French-speaking countries and 138% higher in the Sahel countries.

- The high unit costs in the French-speaking countries are mainly due to the level of teachers' wages, which are high both in relative terms (as a ratio of the country's per capita GDP) and in comparative terms (with other countries). High wage scales for teachers are by far the most important reason for the low schooling rates in these countries.

Quality

Where school quality is concerned, the study highlights the following:

- The performance of pupils is strongly tied to the country's level of socio-economic development.



- In contrast, there is little connection between the level of unit costs and pupils' average level of learning.
- Educational quality does not require hiring teachers who have a level of general education much higher than the first secondary cycle certificate. Since their level of educational attainment determines teachers' salaries, this finding obviously has important implications for school unit costs.
- In-service training develops teaching skills more effectively than does initial training.
- The nature of school buildings has no significant impact on the quality of schools.
- School feeding programs have a positive effect on learning.

Efficiency and equity

The study reveals that the French-speaking countries, particularly in the Sahel, generally make inefficient use of public appropriations for the school sector. It notes that:

- Repetition rates are high (over 20%, on average) in French-speaking Africa. This implies that 40% of public funding for education is "wasted" in

the French-speaking countries (as against 25% in the English-speaking countries).

- For reasons of economic and social efficiency as well as equity, countries at a level of development comparable to that of the sub-Saharan African countries should give priority to investment in primary education, aiming for the broadest possible coverage and passable quality.
- The countries with the highest unit costs also have the narrowest educational coverage and the most inequitable distribution of the public funds allocated to education; this is particularly true in the French-speaking Sahel countries. Similarly, the bias against girls is significantly greater in the French-speaking African countries (and, once again, in the Sahel countries) than in the English-speaking countries.

School system management

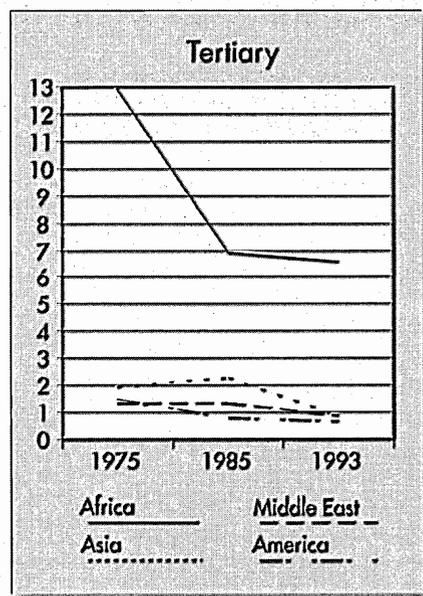
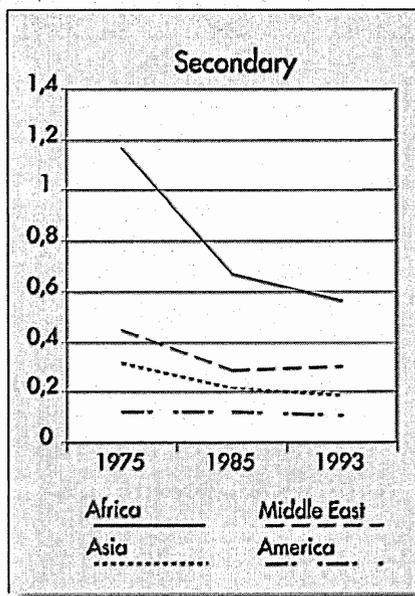
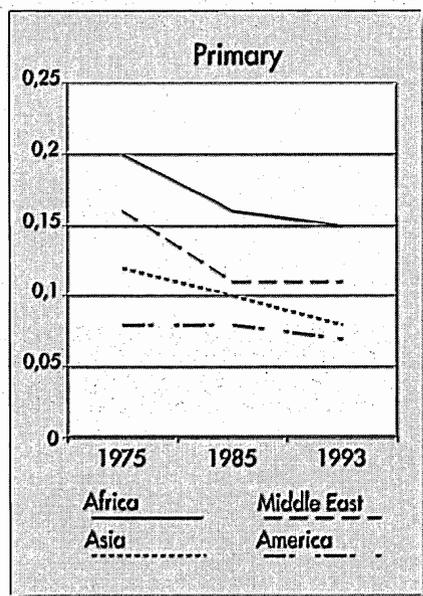
Since the greatest differences among schools have more to do with the way resources are shared out and used than with the actual amount of resources provided, the administrative and pedagogical management of school systems is

important. The authors recommend that the role of school inspectorates be modified. It also suggests that school inspectors be trained to keep management charts of the schools in their districts in order to improve the management of resources and results.

The book concludes with recommendations for new perspectives in educational policy. Although this cross-country comparative approach has its limits (limited availability and quality of data, national averages that do not reflect sharp differences within a given country, etc.), a study of this kind is nonetheless highly original and useful. It brings a great deal of data and innovative analyses to bear on the educational policy decisions that are needed, while also examining the impact of budgetary constraints and the maneuvering room available to policy-makers. □

1. Exists in French only. Title in French: *Les systèmes éducatifs africains – Une analyse économique comparative*.
2. The main data cover 57 countries with over 2 million inhabitants (29 countries in sub-Saharan Africa and 28 non-African countries for which the Gross National Product (GNP) per person was less than US\$2000 in 1993).

Unit costs by teaching levels and regions



Source: Mingat and Suchaut, «Les systèmes éducatifs africains – Une analyse économique comparative».

Calendar

ADEA Activities

June 20-22, 2001

COMED-IIEP-Working Group on Education Statistics (NESIS)
Workshop on statistics/training techniques for journalists and education specialists.
Dakar, Senegal.

June 26-27, 2001

Working Group on Education Sector Analysis (WGESA)
Steering Committee Meeting
Dakar, Senegal.

June 28, 2001

Working Group on Education Sector Analysis (WGESA)
Seminar on education sector analysis in Senegal and neighboring countries.
Dakar, Senegal.

July 9-12, 2001

Working Group on Books and Learning Materials (WGBlM)
Workshop on textbooks and the books sector.
Niamey, Niger.

July 24-25, 2001

ADEA
HIV/AIDS Workshop for Southern and Eastern African Countries.
Ezulwini Valley, Swaziland.

July 2001

Working Group on Education Statistics (WGES)/Working Group on Nonformal Education (WGNFE)
Joint NESIS/Nonformal Education Workshop.
Venue and dates to be confirmed.

August-September 2001

ADEA
National Working Group Symposia
Uganda, Tanzania. Dates to be confirmed.

August 28-31, 2001

Working Group on the Teaching Profession, anglophone section (WGTP/as)
Annual Meeting of the Working Group.
Nairobi, Kenya.

October 7, 2001

Working Group on Higher Education (WGHE)
Steering Committee and General Meeting.
Arusha, Tanzania

October 8-11, 2001

ADEA
Biennial Meeting
Arusha, Tanzania

November 12-16, 2001

Working Group on Education Statistics (WGES).
NESIS Workshop – Validation of the Technical Module "Collection and Management of Statistical Data in Francophone West Africa."
Ouagadougou, Burkina Faso

Other Activities

August 3-11, 2001

Zimbabwe International Book Fair
This book fair (ZIBF 2001) will focus on francophone African publishing.
Country of focus: Senegal.
Harare, Zimbabwe.

15 October - 3 November 2001

UNESCO General Conference
31st session.
Paris, France.

Dates and venues may change. For more information please consult the ADEA Web Site (www.ADEAnet.org)

New.....

Publications.....

- **What Works and What's New in Education: Africa Speaks!** Report from a Prospective, Stocktaking Review of Education in Africa. ADEA Secretariat.
- **Challenging the Challenger. Understanding and Expanding the Response of Universities in Africa to HIV/AIDS.** ADEA Working Group on Higher Education.
- **Directory to Donor Assistance for African Higher Education.** ADEA Working Group on Higher Education.
- **Assessment of Basic Education in Sub-Saharan Africa, 1990-2000.** ADEA Working Group on Education Statistics.
- **Teacher Management and Support in Africa. Catalogue of Publications and Documents 1985-2000 (draft version).** ADEA Working Group on the Teaching Profession, anglophone section.
- **Upgrading Book Distribution in Africa.** ADEA Working Group on Books and Learning Materials.
- **Non-Formal Education and Quality Basic Education for All.** ADEA Working Group on Nonformal Education.
- **The Dynamics of Nonformal Education.** ADEA Working Group on Nonformal Education.

The views and opinions expressed in authored articles of the ADEA Newsletter are those of the authors and should not be attributed to ADEA or to any other organization or individual.



Association for the
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Please address all correspondence to:

The Editor, ADEA Newsletter
Association for the Development of
Education in Africa

7-9 rue Eugène-Delacroix,
75116 Paris, France

Tel: +33 (0)14503 3796

Fax: +33 (0)14503 3965

E-mail: adea@iiep.unesco.org

Web Site: www.ADEAnet.org