The Quest for Quality:
Learning from the African Experience

Proceedings of the ADEA Biennial Meeting

Grand Baie, Mauritius
December 3-6, 2003
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Association for the Development of Education in Africa
This document is an account of the proceedings of 2003 ADEA Biennial Meeting, which focused on improving the quality of education in sub-Saharan Africa. The Biennial Meeting was held in Grand Baie, Mauritius, December 3-6, 2003. The views and opinions expressed in this report are those of the authors and should not be attributed to ADEA, to its members or affiliated organizations or to any individual acting on behalf of ADEA. The report was prepared by Anna Obura, education specialist and rapporteur for the Biennale. The drafting of some sections and general coordination of the editing was done by Mamadou Ndoye, ADEA Executive Secretary at the time of the Biennial Meeting and Thanh-Hoa Desruelles, ADEA Publications and Communication Officer.

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<th>Description</th>
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<tbody>
<tr>
<td>ACE</td>
<td>Advanced Certificate in Education</td>
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<td>ADB</td>
<td>African Development Bank</td>
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<td>ADEA</td>
<td>Association for the Development of Education in Africa</td>
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<td>AVU</td>
<td>African Virtual Universities</td>
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<td>AFIDES</td>
<td>International Francophone Organization of Head Teachers</td>
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<td>AICT</td>
<td>Appropriate Information and Communications Technology</td>
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<td>AIDS</td>
<td>Acquired Immune Deficiency Syndrome</td>
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<td>AIPEA</td>
<td>International Association for Promoting Education in Africa</td>
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<td>BRAC</td>
<td>Bangladesh Rural Advancement Committee</td>
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<td>CAR</td>
<td>Central African Republic</td>
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<td>CEBNF</td>
<td>Non-formal Basic Education Centers</td>
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<td>CIDA</td>
<td>Canadian International Development Agency</td>
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<td>COBET</td>
<td>Complementary Basic Education in Tanzania</td>
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<td>CODESRIA</td>
<td>Council for the Development of Social Research in Africa</td>
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<td>CONFEMEN</td>
<td>Conference of Ministers of Education of Francophone Countries (Conférence des ministres de l’éducation ayant en commun l’usage du français)</td>
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<tr>
<td>CPI</td>
<td>Critical Practitioner Inquiry</td>
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<td>CRIQPEG</td>
<td>Center for Research on Improving the Quality of Primary Education in Ghana</td>
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<tr>
<td>DFID</td>
<td>Department for International Development</td>
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<td>ECD</td>
<td>Early Childhood Development</td>
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<td>EFA</td>
<td>Education for All</td>
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<td>ERNWACA</td>
<td>Education Research Network for West and Central Africa</td>
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<td>FAPE</td>
<td>African Federation of Parent's and Student's Association (Fédération africaine des associations des parents d’élèves et des étudiants)</td>
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<td>FAWE</td>
<td>Forum of African Women Educationalists</td>
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<td>FEMSA</td>
<td>Female Education in Mathematics and Science in Africa</td>
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<td>FIMG</td>
<td>Reform of pre-service training of teachers in Guinea (La réforme de la formation initiale des maîtres en Guinée)</td>
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<td>FTI</td>
<td>Fast Track Initiative</td>
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<td>GDP</td>
<td>Gross Domestic Product</td>
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<tr>
<td>GTZ</td>
<td>Germany Agency for Technical Cooperation (Deutsche Gesellschaft für Technische Zusammenarbeit)</td>
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<tr>
<td>HIPC</td>
<td>Heavily Indebted Poor Countries Initiative</td>
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HIV  Human Immunodeficiency Virus
ICT  Information and Communication Technology
IEQ  Improving Educational Quality
IIEP  International Institute for Educational Planning
IRI  Interactive Radio Instruction
JICA  Japan International Cooperation Agency
MDG  Millennium Development Goals
MINEDAF  Ministers of Education of African Member States
MLA  Monitoring Learning Achievement
NEPAD  New Partnership for Africa's Development
NFE  Nonformal education
NGO  Non-governmental organization
NESIS  National Education Statistical Information Systems (WGES program)
NPA  New Pedagogical Approach
OECD  Organization for Economic Cooperation and Development
OLSET  Open Learning Systems Education Trust
OSEO  Swiss Organization for Workers' Solidarity (Œuvre suisse d’entraide ouvrière)
PASEC  Program for the Analysis of Education Systems of the CONFEMEN
  (Program d’analyse des systèmes éducatifs de la CONFEMEN)
PRISM  Primary School Management
SACMEQ  Southern African Consortium for Monitoring Education Quality
SADC  Southern African Development Committee
SAP  Structural Adjustment Program
SSE  School Self-Evaluation
SWAps  Sector Wide Approaches
UNESCO  United Nations Educational, Scientific and Cultural Organization
UNICEF  United Nations Children’s Fund
USAID  United States Agency for International Development
WG  Working Group
WGBLM  WG on Books and Learning Materials
WGCOMED  Working Group on Communication for Education and Development
WGDEOL  WG on Distance Education and Open Learning
WGECDF  WG on Early Childhood Development
WGESA  WG on Education Sector Analysis
WGES  WG on Education Statistics
WGFE  WG on Finance and Education
WGHE  WG on Higher Education
WGNFE  WG on Non-Formal Education
WGTPE  WG on the Teaching Profession
The Association for the Development of Education in Africa (ADEA) held its 2003 Biennial Meeting at the International Conference Center in Grand Baie, Mauritius, December 3-6, 2003. The meeting was organized in cooperation with the Mauritius Ministry of Education and Scientific Research. It was opened by H.E. the President of the Republic of Mali, Amadou Toumani Touré, and the President of the Republic of Mauritius, H.E. Sir. Anerood Jugnauth.

ADEA is above all a forum for the discussion of educational policy. Hence it puts policy dialogue at the heart of the process of supporting African countries that are striving to reform their educational systems. The Biennial Meetings are high points in this process and are intended to encourage frank and open discussion among the ministries of education, the development agencies and other education professionals. The meetings also help ADEA to define the Association’s future activities. Each meeting focuses on a subject of key importance for education in Africa. For several days educators have an opportunity to exchange views in an informal, and professional climate that is conducive to building relationships between the different components of the ADEA network.

Context, Theme, Methodology and Goals of the 2003 Biennial Meeting

Context
The Biennial Meeting was held three years after the World Forum on Education For All that was held in Dakar. At that time the international community made a collective commitment to focus on accelerating universal primary education and the education of girls as part of the Millenium Development Goals (MDGs). While it is essential to give wholehearted support to the various initiatives aimed at expanding access to primary education and promoting equity between girls and boys, it should also be kept in mind that the Dakar vision is even broader still and embraces early childhood development, alternative forms of learning for children and youngsters as well as literacy and education programs for adults and teenagers. Likewise, the six targets set at Dakar rightfully give specific emphasis to the crucial importance of educational quality, based on benchmarks for the completion of primary school and promoting successful learning through other forms of education.
Thus there is no conflict between improving quality and expanding access; indeed, combining efforts to promote access and equity with those aimed at raising quality proves to be twice as effective. This can help, avoid the waste that occurs when enormous resources are invested in education that fail to produce learning results, because children, teenagers and adults have passed through basic education programs without acquiring minimum skills in reading, writing and arithmetic. Furthermore, the access-equity-quality combination can prove to be a particularly winning mix. It encourages and motivates, and thus spurs demand for education from parents and local communities. It also helps to make school systems more efficient and to transform the same level of resources into greater results.

Thus the goal of improving quality reinforces the meaning and effectiveness of the goal of expanding access so as to progress towards achieving quality Education for All by 2015.

**Theme and methodology**

“The Quest for Quality: Learning from the African Experience.” The theme of improving educational quality was at the heart of discussions in Grand Baie. The theme was originally chosen by the ADEA Steering Committee, which is composed of ten African education ministers and representatives of 22 development agencies. It was then the subject of a more in-depth study conducted during more than a year, entitled *The Challenge of Learning: Improving the Quality of Basic Education in Sub-Saharan Africa*. The study involved numerous participants, including African countries, development agencies, ADEA working groups, African education research networks and groups from civil society.

The methodology that guided the study is based on the praxis approach valued by ADEA, which encourages “learning through action and learning from action to develop and improve action,” as well as the search for African solutions to African problems. The study was thus based to a great extent on national experiences. ADEA requested all the education ministries to identify successful or promising experiences in their country. More than twenty countries took part in the exercise and contributed case studies related to four basic themes:

- Pedagogical renovation and teacher training;
- Decentralization/deconcentration and diversification of delivery systems;
- Generalizing sustainable reform;
- The relevance of education: curriculum adaptation and the use of African languages.

In addition to the national case studies, thirty background papers were drawn up by education specialists, the ADEA working groups and bilateral and multilateral agencies. In addition, the African education research networks ERNWACA (Educational Research Network for Western and Central Africa) and ERNES (Educational Research Network for Eastern and Southern Africa) conducted a review of African literature on the subject of quality. Finally, a document summarizing the work carried out for ADEA’s study on the quality of education, entitled *The Challenge of Learning: Improving Educational Quality in Sub-Saharan Africa*, was produced.
and presented as a discussion paper during the 2003 Biennial Meeting that took place in Grand Baie. The document was published thereafter.

A list of documents presented at the Biennial Meeting as part of the exercise on quality is given in Appendix 2 (page 113).

**Goals**

The Biennial Meeting set itself the following goals:

- To forge a common understanding of the major challenges and issues facing educational quality;
- To encourage mutual learning through the exchange of experience and knowledge among countries, education ministries, development agencies, education networks and specialists, members of civil society, and others;
- To promote policies, reforms and practices that have proven promising as well as the lessons that can be drawn from them;
- To foster a culture of quality among the main players in African education and their development partners;
- To develop a set of policies, concepts, tools, methodologies and strategies for implementation that can provide support from an operational perspective to those striving to improve educational quality.

**Organization of the meetings**

The work took place in plenary sessions and workshops (See Appendix 1: Agenda of the Biennial Meeting, page 83).

**Plenary sessions**

Ten plenary sessions were organized in the form of panels or round-tables around various themes: educational quality in sub-Saharan Africa at issue; assessing and taking stock of the quality of education in Africa; policy options and options for financing quality; teacher development at the center of pedagogical renewal; ensuring the relevance and efficiency of learning; implementing reforms in schools and classrooms; quality assurance in other sectors and sub-sectors; decentralization and diversification: the role of civil society and communities; external partnerships: financing and knowledge sharing; and HIV/AIDS and the quality of education.

**Breakaway workshops**

In addition to the plenary sessions, three breakaway workshops were organized on day three in order to allow more in-depth discussion and more informal exchanges on issues raised in the plenary sessions. These dealt with the following themes: policies for improvement and financing quality; strategies and reforms at the level of the school and the classroom; and partnerships for quality.

**Caucus of Ministers**

As in the case of preceding Biennial Meetings, the Caucus of Ministers met in Grand Baie. The following items
were discussed at the meeting: strategies to implement NEPAD in the education sector; peer review as a tool for sharing and cooperation between African countries and education professionals; and the education of disabled children. In addition, the Caucus of Ministers elected the new ADEA Bureau of Ministers.

The 2004 edition of the Africa Education Journalism Award was also launched at the Biennial Meeting.

Finally, a number of ADEA working groups and ADEA partner organizations used the occasion to hold their own meetings.

**Participants**

Three hundred and ninety-eight people took part in the 2003 ADEA Biennial Meeting (see Appendix 3: List of Participants, page 117). Thirty-eight African education ministries were represented, from the following countries: Angola, Benin, Botswana, Burkina Faso, the Comoros, Congo, Côte d’Ivoire, Djibouti, Gabon, Gambia, Ghana, Guinea, Equatorial Guinea, Kenya, Lesotho, Madagascar, Malawi, Mali, Mauritania, Mauritius, Mozambique, Namibia, Niger, Nigeria, Central African Republic, Democratic Republic of the Congo, Rwanda, Senegal, Seychelles, South Africa, Sudan, Swaziland, Tanzania, Chad, Togo, Uganda, Zanzibar and Zimbabwe. Thirty-five ministers and vice-ministers were present, as well as 58 high officials from education ministries, 31 resource people from Africa and other continents or from universities and research institutes. There were also 123 representatives of bilateral and multilateral development agencies, foundations and NGOs.

The coordinators (as well as some members) of the ADEA working groups also took part in the Biennial Meeting.

**Welcome**

The government of Mauritius provided an excellent welcome to the ADEA Biennial Meeting. In addition, the ADEA Secretariat received outstanding support from the Mauritius Ministry of Education and Scientific Research in organizing the meeting, and deserves hearty thanks for its remarkable contribution.
Speech of the Minister of Education and Scientific Research of Mauritius

The Minister of Education and Scientific Research of Mauritius, Hon. Mr. Louis Steven Obeegadoo, graciously welcomed participants to the ADEA Biennale in Grand Baie, Mauritius. He said that it gave Mauritius great pleasure to welcome the ADEA conference, since Mauritius is a nation that “believes in the virtues of education [and] has invested heavily in building up its social infrastructure through education.” Over the last three years the government had particularly emphasized education and the development of human resources as a fundamental component of national developmental strategy, the cornerstone of building the social infrastructure of the nation. He shared with the meeting the pride of Mauritius in hosting the ADEA conference, and considered that ADEA’s decision to come to Mauritius was an acknowledgement of “what we have striven to achieve over the last few years” in terms of educational progress. In turn, ADEA was seen as “a unique forum where North and South meet, where practitioners and researchers meet, where everybody concerned with development in Africa comes together... ministers and policy makers as well as representatives of international multilateral agencies, and non-governmental organizations.” He noted that Mauritius has been described as a cultural melting pot and a thriving democracy. Mauritius sees itself as a social laboratory, experiencing ongoing dialogue among different civilizations. The minister invited conference delegates to participate in the Mauritian cultural experience during their stay.

Speech of the ADEA Chair

The Chair of ADEA, Mr. Ahlin Byll-Cataria, was introduced to participants. He expressed the sincere gratitude of ADEA to the Mauritius government for their support in organizing the Biennale and for the tremendous welcome. He noted with great appreciation the presence of H.E. the President of the Republic of Mali at the conference. He thanked all the researchers and resource persons responsible for the preparatory work carried out for the 2003 Biennale and for the quality of the documents produced. He underscored the fact that ADEA supports education reform and progress; and that Biennial Meetings constitute a forum for exchange. The aim of the current Biennale was: (i) to follow up on the progress made in quantitative increase in schools; and, (ii) to identify and promote effective strategies for enhancing the quality of education, based on the African experience. Quality in education had become an integral part of mobilization measures at international level to
support every country’s commitment to EFA by 2015. In the future, ADEA would like to look back and to be able to say that this meeting was critical to the improvement of quality in the education sector in Africa. Conference outcomes will be disseminated and ADEA will work with countries on some of the initiatives developed during the Biennale process, facilitating exchange at regional and intercountry levels, and following up on the studies reported at this forum.

Speech of the Alternate Chair and President of the Bureau of Ministers of ADEA

The speaker then invited Hon. Mr. Archibald L. Lehohla, the Deputy Prime Minister and Minister of Education of the Kingdom of Lesotho, and Chair of the ADEA Bureau of Ministers, to take the floor. Hon. Mr. Lehohla warmly thanked the Minister of Education and Scientific Research of the Republic of Mauritius, Hon. Mr. Louis Steven Obeegadoo, for having been closely associated with the preparations of the Biennale. He spoke of the warm hospitality of the country, which has become synonymous with the very name of Mauritius, and of the natural beauty of the island. As a minister with experience of three Biennales, he commended the “informal formal collegiality” of ADEA meetings, which facilitates the cross fertilization of ideas among ministers, researchers and others working in education. The minister noted the “deepening poverty in our countries” and the ravages of HIV/AIDS on the continent, which present increasing challenges for educational systems in Africa. He appealed to fellow ministers to fight HIV/AIDS and to devise measures for increased support to teachers, whom he viewed as the key to improving the quality of education. He expressed appreciation of the fact that Africa’s international partners were present at the meeting and would hear directly from ministers the difficulties faced in the education sector.

Speech of the representative of FAWE, the first ADEA graduated Working Group

Hon. Ms. Anne Thérèse Ndong-Jatta, Secretary of State for Education of The Gambia, then took the floor as a spokesperson for FAWE, the Forum for African Women Educationalists, which is the first ADEA working group to have achieved the status of a “graduated” working group. She explained that the focus of the graduated ADEA working group is female participation in education and that it aims to improve the status of girls’ education in sub-Saharan Africa. FAWE’s relationship with Mauritius goes back to 1994 at least, when FAWE convened a ministerial consultation for 21 countries on curbing school dropout due to pregnancy. The outcome was a policy of re-entry to school for teen mothers in eight of the countries attending that meeting, with two more about to follow suit. A follow-up study has been conducted. “We have come back to Mauritius to thank the government of Mauritius for their outstanding contribution to girls’ education”, said the minister. She noted that FAWE was initiated by female ministers of education in Africa, among others, but eloquently appealed to the male ministers “to partner closely with FAWE for greater results on the ground and the attain-
ment of gender equity, equality and education of quality for all by 2015”, since girls’ enrolment levels remained unacceptably low, according to the EFA Global Monitoring Report (2003), and sixteen SSA countries were in danger of not attaining the EFA gender parity goals. She thanked many governments for their close cooperation to date with FAWE programs and noted that many sectoral policies and plans were now gender-responsive.

Speech of the President of the UNESCO General Conference

The Minister of Education and Scientific Research of Mauritius noted that the meeting was honored by the presence of Mr. Omolewa, the president of the UNESCO General Conference, who conveyed congratulations to ADEA from the Director-General of UNESCO, Mr. Koichiro Matsuura, from the Chairman of the Executive Board, Mr. Hans-Heinrich Wrede, and from UNESCO itself. Mr. Omolewa acknowledged the significance of the Biennale and the pioneering work of ADEA since the late 1980s in education in Africa. UNESCO had worked in partnership with ADEA and, as the previous speaker had pointed out, partnerships were a key element in pursuing the agenda for an expanded vision of quality education. Equity in educational development across the total global village was the ongoing concern of UNESCO and this explained the presence of UNESCO’s highest governing organ at the ADEA conference. The speaker advocated promoting a type of education “through which people learn to live together harmoniously showing tolerance toward one another and respecting human life and human rights.” He stated that “the pursuit of quality education is important to the development, not only of Africa, but also of the entire planet.” Mr. Omolewa recalled the words of the Director General in Dar es Salaam one year before, at MINEDAF VIII, which underscored the need for education to be the first priority in Africa and for partners to make education in Africa one of their top priorities. He pledged to bring the outcomes of the meeting to the attention of the UNESCO Executive Board and highly commended the government of Mauritius for the excellent organization of the meeting.

Speech of the representative of the World Bank

In introducing the next speaker, the Minister of Education of Mauritius reminded the forum that the World Bank had been instrumental in establishing ADEA. Mr. Birger Fredriksen, Senior Education Advisor at the World Bank, described himself as one of the “dinosaurs” who had worked since 1988 on creating a network for knowledge exchange to advance education in Africa. This had now become the Association for the Development of Education in Africa, “the most important organization that promotes collaboration in Africa,” he said. As a representative of the World Bank, he noted with satisfaction that “African professionals have taken over ADEA in the Secretariat and in leading the Working Groups” and described the trajectory of the Biennales as “tremendous development” since the first meeting in Manchester, in 1991. He wished to pay tribute to the outstanding work of the current Executive Secretary of ADEA, Mr. Mamadou Ndoye, and to the excellent
meeting preparations. Mr. Fredriksen attributed much of the success of ADEA over the years to the former Minister of Education in Mauritius, Mr. Armoogum Parsuramen, who had ensured that Africa got into the driving seat in ADEA. He recognized the invaluable contribution of former chairs and Executive Secretaries and former ministers of education to ADEA and acknowledged the presence at the meeting of Hon. Mr. Bengu of South Africa, Hon. Mr. Hamid of Chad and Hon. Mr. Nhavoto of Mozambique; Sissel Volan (former Chair) and Richard Sack (former Executive Secretary). These and others had made ADEA into what it is today. He said: “We are all proud of the fact that the Biennale has become the most important education event in Africa.”

Mr. Fredriksen then turned to the theme of the meeting, quality in education, addressing two major issues in this regard: quality and equity. He noted that less than two thirds of entering cohorts reach the final grade of primary school, and only half of these attain the expected levels of learning. Completion rates are closely linked to poverty: 70 per cent of children from high income families, but fewer than 30 per cent from the poorest families, complete primary education. Fewer than 20 per cent of poor rural girls finish the cycle. There is a very powerful ethical, as well as a development case, for equity in education and for ensuring that all poor and disabled children, for example, get to school. The best mechanism to counteract exclusion from school is the abolition of school fees. Compounding the problem of poverty is the alarmingly high number of children orphaned through HIV/AIDS. While recognizing that African governments bear the main responsibility for financing EFA, funding from external sources accounted for 25-30 per cent of the education budget in the lower income SSA countries, and was increasing. The speaker noted, however, the point made by African ministers regarding the disappointingly slow pace of fund mobilization after Dakar 2000, despite commitments from international partners, for example, with regard to the Fast Track Initiative. The World Bank works in a variety of ways to leverage increased funding for education in Africa. It tries to ensure that the best knowledge accessible internationally is available to African policy makers. Hence the Bank’s support to initiatives such as the Biennale. Mr. Fredriksen concluded that there are many unsung successes in education in Africa, not least the amazing pace of enrolment increase during the first two decades of independence, a pace unseen ever, anywhere else in the world. Good practices in the education sector in Africa need to be shared. The role of ADEA in this dissemination exercise has been significant. “We know very well what to do” to produce another acceleration of education in Africa to reach the EFA goals, he said, and he expressed confidence in the ability of governments and partners to put into practice the lessons learned since the early years.

Speech of the President of the Republic of Mali

Special thanks and appreciation were expressed by the Mauritian hosts to H.E. the President of the Republic of Mali, the Guest of Honor, for gracing the occasion of the Biennale, in full recognition of the extraordinary progress of Mali during recent years in the health and education sectors.
H.E. the President, Amadou Toumani Touré, in turn, congratulated the government and people of Mauritius on their development. He recalled his training as a teacher, followed by work as a commando instructor in the army. “For me, education is family,” he said. It was the key to capacity building in a nation and to development. It was not so much the material wealth of a nation, not the number of oil wells or diamond mines that was important, but the quality of its human capital. Mali had embarked on a ten-year education reform with clearly defined goals to achieve by the year 2010. This embodied a holistic approach to the transformation of the sector and included major attention to the quality of education, addressing the needs of a diversity of learners in state and private schools, madrassas and community schools, and introducing eight national languages as languages of instruction, together with the development of Arabic learning and other international languages. Youth were the source of hope for Africa, for “winning” or reaching the goal posts of development. On the other hand, if youth were neglected they could become a threat to the well-being of the nation in the future. Mali had also placed special emphasis on adult education and on the education of women in particular.

Speech of the President of the Republic of Mauritius

The President of Mauritius was introduced by the Minister of Education and Scientific Research as the founder and the architect of modern Mauritius, who spearheaded the transition of the nation from a small, poor agricultural economy to a modern industrialized economy in the making, during the period 1983-1995 and again more recently, since 2000. He epitomized “the constant belief, the vision and the foresight of our leaders in terms of investing in education,” which explained the extraordinary progress of Mauritius in education over the past decade.

H.E. Sir. Anerood Jugnaught, the President of the Republic of Mauritius, extended a warm welcome to H.E. the President of the Republic of Mali, to the ministers of education in Africa and to the delegates at the Biennale. He spoke of the symbiotic relationship between education and development, and of the right to education as one “so fundamental to [the] well being” of all citizens. Mauritius believes that development is a process of expanding the real freedom that people enjoy. He counted investment in education as a mechanism for reinforcing development, and vice versa. As much as 16 per cent of the recurrent budget, amounting to 25 per cent of the expenditure budget, was earmarked by the Mauritian government for education during the year. Education was also viewed in the islands as a social leveller, producing knowledge workers with a multiplicity of skills and appropriate attitudes for work, ready to face all kinds of challenges in the future. Accordingly, the demand for education had significantly expanded. Turning to the challenges facing the continent of Africa, he supported the new initiative, NEPAD, which puts governance at the heart of its goals. He also welcomed the support of development partners and recognized the moral duty of the industrialized nations to work with developing nations. Pledges were not enough, he observed, appealing for action. The president urged for
faster action on FTI which would translate into debt relief and into increased financing for education in the poorest countries, which remained in danger of the consequences of debilitating poverty and of threats to peace. He lauded the efforts of ADEA in focusing on the quality of education and the opportunity given to ministries and partners to highlight the best practices in the field of education in Africa.

The president’s appeal to the Biennale was to ensure the provision of quality education so that youth would be able to meet the exigencies of economic, social and cultural development. The education sector had a special role in contributing to and shaping the kind of future that every government wants for their people. It was the hope of the president that the Biennale would provide an intellectually stimulating and rewarding experience for all.
Voices of children from Africa

A film commissioned by ADEA was shown to participants, which covered a series of interviews with children and other stakeholders in education. The film was followed by presentations from three children, from Burkina Faso, Senegal and Mauritius, who came to share their education experiences and perspectives with the Biennale.

Film
The film, Viewpoints on Quality, captured the perceptions and aspirations of a variety of actors in the education sector and the wider community, interviewing ministers, education managers, inspectors, teachers, parents, children and partners in education.

Presentations of children
Speakers: Gilbert is a teenager from Burkina Faso, a trainee carpenter, in an NGO program for children who had dropped out from school; Hawa is in junior secondary school in Senegal, in one of the FAWE Centers of excellence in a provincial town; Diva is from the host country, Mauritius, in secondary school.

Gilbert from Burkina Faso had dropped out of primary school some years previously. Now he is attending an NGO-run carpentry training course that includes some basic education. Given the problems of working children, an organization has been set up for them and Gilbert came to the Biennale as a representative of that association, the Working Children’s Association of Burkina Faso. Gilbert’s family had sent him to school in the early grades, but by the fourth grade the family could not afford the fees. Gilbert was sent home and he never got back to school again. That was his last day in school. ‘I learned from that day that school is linked with money or with not having money, with poverty,’ he said. ‘That is why we poor children do not feel right in school, we do not fit and we do not feel welcome.’

Gilbert implied that poor children constantly feel humiliated at school, and they feel at risk of being thrown out at any point. ‘Sometimes our clothes are so ragged that the other children tease and mock us at school. You know, we need proper clothes for school so that we can feel all right there.’

He spoke of his experience in classes of 150 children. ‘How can anyone learn in such a class?’ he mused. His eyes dimmed as he remembered the overcrowding, the dust and the heat. “You go to school and you just sit on the floor – that’s not good. So children leave school.”
Gilbert gave a second explanation for dropping out, namely the poor learning conditions that made it difficult if not impossible for any learning to occur. He had not mentioned textbooks.... Teachers also came in for criticism: ‘Sometimes the teacher comes to class and sometimes he doesn’t. Teachers are often off drinking instead of teaching.’

‘Don’t just tell us, children, to go to school!’ he admonished the Biennale. Gilbert knew all about poor-quality schools. He meant that school should be something children needed, it should provide the right sort of courses for them and should deliver on its promises to teach and to teach well.

“Anyhow, for us,” he went on, “for children like me, education is not just literacy. What we need is training in some income earning activity, so that we get some marketable skill at the end.” The NGO center had given Gilbert training, the means of earning a decent income and a vision for the future. He spoke with confidence under the spotlights, several thousand kilometres away from his home, in front of dozens of ministers of education and the most senior education planners in the continent. “I work and I am the national representative of working children in Burkina Faso,” he declared proudly. “Our Association has branches in eighteen countries.”

Gilbert had opinions on a wide range of education issues. They ranged across the design of girls’ education programs, provision for out-of-school children as compared with adults, schooling in rural areas, school fee levels, the quality of teacher training, and minimum standards in schools. “Girls should be going to school, yes. But don’t forget to send the boys to school, too. Don’t just talk about how important it is for girls to go to school. If school is to be free for girls, then make it free for boys, otherwise boys won’t go.” This was a timely warning for girls’ education programs which fail to work in tandem with programs catering for the poor in general, including poor boys, and which are running into increasing male backlash.

“Some countries have only adult literacy classes,” he said, “but you have to provide education for children and teenagers who are out of school, and drop-outs.” This was a reference to the classic provision of adult literacy classes, which are several decades old, in countries which sometimes failed to also identify the urgent need of children and adolescents out of school. These young would-be learners did not feel comfortable in adult education classes; nor would they find courses to suit them there. As the EFA Global Monitoring Report (2003) indicated, children of primary age who remained unreached by education services numbered over 40 million in Africa. “We need training centers,” he explained, “with the type of [income generating] courses that we are asking for.” “Don’t just ask us to come to school!” he repeated, meaning that curricula should respond to learners’ expressed needs and that out-of-school children would vote with their feet with regard to attendance at inadequate programs.

Turning to education provision in rural areas, he reminded delegates that primary schools often catered for only the early grades, and he appealed to ministers
to increase the provision of full primary schools in the villages, since it was a disincentive to initial enrolment and retention when the full primary cycle of education was beyond reach. With regard to some of the new education programs he was familiar with he remarked: “But they train teachers for only two weeks before teachers go to class! Are they capable of teaching after such short training?” expressing the waning confidence of society in teachers in general, which is evidently shared by the children themselves. This constituted a timely warning for ministries to ensure the quality of crash teacher training courses, regular in-servicing and high quality follow-up support services, so as to ensure the good delivery of education services.

On the topic of secondary schooling, Gilbert noted the high level of fees, as much as 40,000 CFA Francs or 80 US dollars per year, as far as he knew. “Secondary fees will have to be reduced,” he said, as if he had every intention of making it one day to secondary school, and if not he himself, then other children like him, from low-income families. The training course and experience in the Association has been not only a second chance opportunity but an entire awakening for Gilbert. Now the sky would be the limit for this determined young boy.

Hawa, an eighth grade schoolgirl from Diourbel in Senegal, spoke of high drop-out rate of girls from junior secondary school in Senegal and of the problems getting into senior secondary school. She remarked, too, on the lack of school chairs and desks, “which means that children have to sit on the floor. It is not good, to sit in the dust and the dirt,” she said. “Having clean toilets is also important.” She asked delegates to appreciate the difficulties of poor families who have no electricity at home, which makes it difficult for children to do their homework; and the challenges faced by families far from school. “I have to live with my uncle in Diourbel,” she said, “away from home, away from my family.” Hawa was acutely aware of the physical environment of school and the daily struggle in poor families to cope with schooling demands that exacerbated the physical challenges that had to be faced during class hours: the distance, the separation from home, the lack of a proper environment for homework in a guardian or foster family.

She had has experience of marginalization in the classroom, remembering instances when teachers always called on the boys to answer questions in class, even when girls put their hands up. “Children want to become people like you,” she said, appealingly to the delegates in front of her, meaning that girls want education, they want to stay on at school, complete their studies and succeed in life. Like Gilbert, Hawa feels there is a chance for her and she is eager to take it.

Diva, a secondary schoolgirl from Mauritius, said graciously: “I have learned a lot from the film and from Gilbert’s and Hawa’s presentations.” She explained that Mauritian children felt they were lucky to have well qualified teachers, plenty of teaching and learning materials and, in general, good facilities. “The best way to combat HIV/AIDS,” she added, “is to provide information at very early stages of education.” “Pre-school and primary school are compulsory in Mauritius,” she explained, to demonstrate the good coverage of the Mauritian education system and went on to proudly note the presence of tertiary education on the islands.
“Education is the best asset of a country,” she said, as if she had heard this many times and assimilated it. Her wish for children in Africa is that schooling of good quality will be made available, to all, “since education is the right of all children.”
Session 1: Educational Quality in Sub-Saharan Africa (SSA) at Issue

Chair:
Hon. Mr. Lesao Archibald Lehohla, Deputy Prime Minister, and Minister of Education, Lesotho, and President of the ADEA Bureau of Ministers

During the introductory session of the Biennale, ADEA set the scene for grounded discussion by showing a film on schooling in Africa and by inviting three children to speak, before moving into groundbreaking analysis on the quality of education in Africa, which led to identifying of the most promising strategies known and practiced in Africa, and elsewhere, for developing well designed program support for the sector. The aim was to reach the millennium goals by 2015 and, in particular, to enhance relevant learning outcomes.

During the first session, the Discussion Paper of the Biennale—a synthesis of ADEA's study on the quality of education in Africa—was presented as well as the experience of Mauritius and its efforts to provide quality education for all.

I - Presentation of the Discussion Paper

Mr. Adriaan Verspoor, ADEA's lead consultant to the Biennale, admitted that it would be a hard act to follow the eloquent youngsters who had just spoken, and the vivid pictures of day-to-day schooling they described. He said he would, however, frequently refer to the issues that had been raised. Presenting the Discussion Paper for the meeting, he said that it was based on background material running to several thousand pages, which included a large number of inputs from many different people. The Discussion paper and the Biennale itself wished, as a starting point, to draw on the emerging experience of sub-Saharan Africa. Africa is a vast depository of resources and many good education practices. Challenges in the education sector remain, including low learning levels. As few as 30 per cent of an entering cohort are effectively mastering the official curriculum, as evidenced by several country and regional assessment exercises.

Mr. Martial Dembélé, of the University of Quebec, Montreal, and co-presentator, summarized the findings of 22 studies conducted by ADEA researchers prior to the Biennale. He described the seven pillars fundamental for quality learning in schools in Africa, drawn from
the same studies and over 30 Biennale background papers:

- Create the opportunity to learn;
- Improve instructional practice;
- Manage the challenge of equity;
- Increase school autonomy and flexibility;
- Nurture community support;
- Ensure a realistic financial framework;
- Respond to HIV/AIDS and conflict situations.

Both speakers mentioned the need for schools to change, that is, for change to occur at the most critical level of the education enterprise, i.e. inside the classroom. There is evidence, however, that schools need help, since they simply do not know how to change for the better. Strategies recommended, that is, “promising avenues,” were contrasted with “blind alleys,” namely directions taken in the past which had not produced anticipated improvements in education or which have proved difficult to implement.

Of the 115 million children of primary-school age not in school, 42 million (35 per cent) are in sub-Saharan Africa, although Africa has one-tenth of the world’s population. Given the historical context of education in the region, it was noted that tremendous progress had been made, while the challenge ahead remains the transformation of policy and implementation practices so as to provide a context capable of furthering the changes focused on learning already under way. The central question posed by the Biennale was:

“How can the countries of sub-Saharan Africa improve the quality of basic education and learning in a financially viable way?”

The question would be answered, by using an approach valued by ADEA, which is: learning through action, and learning from action, in order to improve practice, revisiting lessons learned from practice in Africa.

Knowledge to date on interventions targeting quality aspects of education were derived, first, from the input-process-output model and, second, from the more recent results model, focusing on measuring the extent and nature of what children learn in school, and the program components most likely to produce desirable learning outcomes. School improvement research indicates that: in addition to changed teacher behavior, teacher attitudes and beliefs are also critical to what happens in the classroom and to learning transformation processes; that change takes time; that programs need to address organizational conditions within and in relation to the school, including school leadership, management and supportive community participation in school development. It is acknowledged that the MDGs (Millennium Development Goals) on universal completion require improving the quality of schooling. Populations least likely to participate meaningfully in education, according to research, are poor income families, rural children and girls, in particular, poor rural girls, who at present have only a one-in-five chance of completing primary school.

It was appreciated that the financial challenge of EFA targets is considerable, requiring the efficient allocation of resources, through prior selection of affordable targets, and the identification of program strategies associated with enhanced learning. The list of promising avenues and blind alleys provoked much heated debate dur-
ing discussion time and in subsequent sessions of the meeting, and served to focus on the increasingly urgent need for informed decision-making and for ongoing re-examination of research findings on quality-oriented programming to date. Overall, it was recommended that the search for low-cost and high-effectiveness interventions should continue, in preference to the use of low-effectiveness or high-cost, high-effectiveness options.

It is in the classroom that inputs are transformed into learning. The question remains as to how to combine essential inputs so as to produce better learning at an affordable cost. The challenge continues for developing curricula connecting school to the child’s experience and environment, curricula which will meet parental expectations, and prepare the child for life and work in the next few decades. Efficient curriculum implementation depends on the quality of teaching skills and on conditions of learning. Re-examination of programs focusing on child-centered classroom activities, which have proven difficult to achieve globally, could mean developing a more culturally appropriate approach to the transformation of teaching and learning in Africa. The BRAC\(^1\) and Escuela Nueva\(^2\) methodologies, well known but as yet almost unused in Africa, were cited. Promising new teacher education programs are emerging in Africa, which have the advantage of being less costly than previous ones, recruiting untrained teachers who are given short pre-service training, followed by well-structured, decentralized, in-service support, supplemented by regular upgrading opportunities available in the locality. Current methods used by inspectorate units were described as “insufficient and ineffective,” and were reported to be not only deteriorating but incapable of servicing the most needy small, rural, remote schools.

The inability of the present primary schooling model to respond to the diversity of learning needs was noted, and an argument was eloquently put forward for including alternative options within, not outside, the primary system, calling for “diversity, flexibility and openness” to new ways of delivering education. It was called a paradigm shift and proffered the perspective: getting education to reach learners, rather than getting children into or fitting children into existing schools or programs. It meant formalizing the non-formal and non-formalizing or de-formalizing the formal. Good practice and experience in this domain exists in Mali and Nigeria, and in instances of adult education in many countries. The introduction of African languages as a medium of instruction represents another attempt to respond to the learners’ immediate environment, interests and needs, and has been credited with improved learning outcomes for some time. Another interesting innovation is represented by the Senegalese faire-faire approach to facilitating wide participation in education sector development and provision, which has evidence of improved quality

\(^1\) BRAC (Bangladesh Rural Advancement Committee), introduced by ADEA during its 2001 Biennale.
\(^2\) Escuela Nueva, or the New School Movement, in Colombia, enriched formal primary schools in disadvantaged rural areas, improving access to materials, transforming teaching and learning methods, and encouraging community participation. It has inspired a number of innovative models across Central and South America. The program was introduced by ADEA during its 2001 Biennale.
outcomes. Yet these successful transformations were in most cases slow-moving, pointing to the need for new understanding on time schedule planning.

On the issue of restructuring education sector management, it was acknowledged that the process of reforming highly centralized systems was fraught with difficulties on the ground, at school, district, regional and even central levels, despite general commitment to accomplish the change. Countries most advanced in the process, such as Ethiopia, Uganda, Senegal, Tanzania and South Africa, illustrated the complexity of the exercise, and the uneven and slow pace of change. Positive experiences in some countries, such as Uganda, Tanzania and Guinea, suggested that persistent efforts in capacity building could create an environment “highly conducive to quality improvement” in the schools. In these countries, the roles of schools and central ministries are changing.

A number of financing options were presented in relation to supporting quality improvement in the sector, illustrating the latitude countries may have in dealing with shortfalls in internal or external financing, which demonstrated the impact of policy decisions on financing. The EFA costing framework reviewed in the Discussion Paper implies a need for radical re-allocation of within-sector resources, which would, in many countries, require squarely facing up to current funding constraints and re-aligning sector budgets according to national GDP. Spending on non-salary inputs in the education budget would have particular importance, in addition to target setting on minimal and desirable average expenditure per child. Since change takes time, notably with regard to classroom-level modification, it would be expected that investments made now would result in tangible learning outcome improvement in some years time, signalling the need for urgent action in order to meet the 2015 goals. It was concluded that efficient management of available resources and household contributions to education would constitute a vital element in sector financing.

Challenges to the international community remain: their lack of attention to quality as compared with expanded enrolments in school; neglect of support to flexible, responsive and alternative basic education programs for the most needy children; failure to increase institutional capacity in-country; the absence of a sustainable financial framework for support; fragmentation of effort; and unrealistic expectations with regard to program time schedules. Of 48 SSA countries, 15 are now involved in comprehensive sector development programs (SWAp), which represent a promising - but not fully developed - new approach to sector planning and implementation.

Comments and discussions
Hon. Prof. Kader Asmal, Minister of Education in South Africa, started by saying that he appreciated the volume of work ADEA had engaged for the Biennale, and the quality of the output. He liked to learn one thing per conference and to go away with one main lesson learned. Instead of several thousand pages of reports, he would have welcomed more synthesis. He had found the Discussion Paper an anti-statist document, relegating the state, with a perspective reminiscent of the 1980s. For him, and for South Africa, devolution meant the
state and the people working together, and cooperating. He cautioned that devolution or decentralization was not always a positive phenomenon. It could be exciting but was not always quality-oriented, in his experience. Latent racism, gender discrimination, tribalism and xenophobia trends could be magnified at regional and local levels in the absence of supportive central government monitoring. As an illustration, school heads could act harshly and unilaterally, sending children away from school merely for lack of uniform. “Fees and the poor don’t mix,” he said ruefully, as if referring to poignant experiences he was familiar with in the townships and the countryside. At times, he noted, capacity at local levels was sorely lacking for effective decentralization.

As for international league tables on assessment scores, “They demobilize us,” he said simply. South Africa had had more experience than most African countries of such assessments but the end result was demoralizing in a country struggling to set up a viable education system for the first time, and when it proved impossible for international experts to compare “like with like,” as the minister put it. Furthermore, contrasting children in secure environments with children at risk, he questioned the value of assessing learning achievement when the school environment for girls was abusive, when girls were abused by their very teachers and in danger of HIV/AIDS within the education sector itself. The minister was aware that examinations fall far short of evaluating learning on a wide range of curriculum content, and of measuring creativity, for example. Evidently, there had been wide-ranging debate on the role and effectiveness of public examinations and assessment in South Africa.

“We want to transform our schools!” the minister urged. “Use the term transformation, not change! We want children to inherit the values of democracy and equity, human rights, peace and solidarity. This will make schools safe places for girls.” He advocated affirmative and corrective action, which he implied is not used frequently enough in developing countries, for historically disadvantaged groups and for the poor. The result would be more schools for the poor, and more teachers in poor schools. The minister referred to the introduction of life skills into the curriculum in South Africa, to increase the relevance of content, and he described the non-examinable mathematics course for generalists in senior secondary school. The aim is to give youngsters a chance of enjoying mathematics and acquiring functional mathematical skills for life. The experience of language teaching in South Africa has been mixed. While first language instruction is available, parents opted invariably for a focus on English language learning, to improve their children’s employment opportunities. Language teaching was, however, in urgent need of quality improvement.

He viewed the provision of education as a public good, in which the state had a specific role to play. And the role of civil society is to monitor that the state is indeed playing the correct and appropriate role in education. “We are all in favor of virtue,” he reminded the forum, “and of good quality education, but we have difficulty in defining what virtue is. In many countries the result is a two-tiered system of education: one good one for the rich, and another for the poor and the very poor,” he said. Children most in need of support are orphans, girls, and those affected by HIV/AIDS.
The minister’s contribution was alluded to at several points during the ensuing sessions. The intervention proved catalytic for grounded debate, and shook the theories of some participants, requiring them to review some of their basic assumptions on sector planning.

Participants echoed the minister from South Africa, advocating that schools play a more vigorous role in the de colonization of the mind in Africa. Ministers spoke of the amazing changes brought about by free primary education in their countries, bringing massively more children into school, “poor children coming to school in poor clothes,” since mandatory uniform was abolished, but coming to school for the first time. In Zambia, 50 per cent of the children who had dropped out of school returned to class once UPE was instituted. Participants also noted the proven correlation between parental literacy and children’s attendance at school, calling for increased attention to adult education across the continent as one of the fundamental pillars of basic education provision.

Countries experiencing internal or cross-border conflict explained how infrastructure needs were multiplied and urgent. As many as 300-400 children had been observed in one sole classroom. Another minister wondered why solar energy had not been developed for energy in the rural areas and in rural schools so as to ensure functioning laboratories and light for study at night.

There was a need, according to one minister, to institutionalize the ethic of merit-merit in the management of schools at all local levels, and merit in the recruitment and promotion of teachers. The dilemma of scarce resources was the concern of many. This constrains teacher salary levels and the capacity of governments to provide sufficient incentives to teachers, contrasting with the goal of delivering quality education through improved teaching practices. There are advantages of external funding mechanisms that could indirectly contribute to raising teachers’ remuneration, particularly through the pooling of external funds.

The challenge for another minister was not only to enhance teaching skills at a technical level but to totally transform teacher behavior in class. Teachers’ unions needed to be harnessed as partners in education, it was recommended, and regularly invited to the sector planning table.

The presenters, responding to the discussion, agreed that there are hard choices to be made between increasing teachers’ salaries and, for example, providing essential textbooks for learners, as compared with leaving learners without learning materials. At present Africa is spending 2 US dollars per year per child, while 15 US dollars per year per child (that is, 10 dollars for non-salary related expenses) is needed for quality education. They also expressed reservations about the value of international league tables as compared with regular national monitoring of learning outcomes.

II - Presentation of the Mauritius Experience

The Biennial Meeting host, Hon. Mr. Louis Steven Obeegadoo, Minister of Education and Scientific Re-
search of Mauritius, expressed his appreciation for the opportunity of sharing with colleagues some of his reflections on quality in education, derived from experience in the development of education in Mauritius. It was important, in the view of the minister, to use a broad and comprehensive approach to the notion of quality in education. He took note of different approaches to the quest for quality: of the input approach to enhancing quality schooling; of those more focused on the teaching and learning process, in the classroom; and of a third approach, outcome-oriented, which centered on assessing the type and level of learning, the school leaver’s profile—including readiness to play a full participatory role in democratic and global society—and the product of the school system in terms of social equity, for example. It is important to assess the work skills acquired and the employability of school leavers, and to go beyond routine annual reviews of examination results.

The minister admitted to a current obsession with ensuring that children leave school with what he called a skills certificate rather than a mere exam result slip. This would become a passport to employment and a passport opening doors for lifelong learning programs in formal or non-formal areas, at any point in later life when the citizen might opt to benefit from them.

The minister gave full support to emphasis on quality alongside continuing efforts to expand education, familiar as he was with this challenge. Quality targets included ensuring full access to previously marginalized children, such as those with disabilities. In Mauritius they are racing against time to provide compulsory Education for All up to the age of 16 years, by the year 2005. There was a danger, however, when investing in massive school infrastructure expansion, of neglecting the quality aspects of education inside classrooms, such as policies on language media in schools, the quality of instructional materials, interaction with the immediate environment outside school, and the capacity of teachers to deliver the curriculum. The minister acknowledged the need for decolonizing education, for making it relevant to the needs of each country. He was alert to the importance of detail in the daily life in schools: he always visits toilets when he goes to schools, since they are, in his view, a critical indicator of the quality of school management.

Two new innovative programs are of interest in the Mauritius experience. Pre-vocational programs are now located in mainstream post-primary institutions, so that the learners can benefit from good quality facilities such as libraries, workshops and sports grounds. The program targets primary school drop-outs and children finishing general education at primary level. Second, significant capital investment in infrastructure has been maximized by using school buildings from early afternoon for a mass adult IT education program across the islands, seven days a week.

One problem facing the sector is political change, which has interfered with the continuity and regularity of reform processes in education over the years. The challenge for the future is to disengage educational development from political discontinuities.

The minister concluded by committing himself firmly
to universal education access with quality, to the inextricable bond between the two elements of EFA, and to affordable targets and strategies for achieving those aims. The entire society must become involved in improving education and, to achieve this, mechanisms are needed to facilitate wide societal participation. “The goal posts of quality of education will be continually moving further and further ahead,” he said, explaining that each stage of success would inevitably and rightly lead Africa to aiming at progressively more ambitious targets.

Session 2: Assessing and Taking Stock of The Quality of Education in Africa

Round table

Chair:
Ms. Alice Hamer, African Development Bank

Panelists:
Mr. Saul Murimba, SACMEQ; Mr. Jean-Marc Bernard, PASEC; Mr. Vinayagum Chinapah, MLA, UNESCO; Ms. Fatou Njie, Department of State for Education, Gambia; Mr. Glory Makwati, ADEA Working Group on Education Statistics; Mr. Vincent Greaney, World Bank

The Biennale’s first task was to review the quality of learning outcomes produced by education systems in Africa, in order to assess the health of education sectors and to meaningfully discuss support to quality improvement in the future. The session took note of the type of data available on education achievement in Africa and the methodologies used for collecting and analyzing the data.

Ms. Alice Hamer of the African Development Bank, introduced the first round table session of the Biennale, which would summarize the achievements so far in the development of assessment instruments and findings on school learning in Africa. The significance of assessment is the information it provides on the improvement, stagnation or decline of learning outcomes in education systems and on the quality of the system according to
the goals set by each country. Arguably, the sole aim of an education system is to produce learning, among all learners. Yet countries have been slow in developing capacity to measure learning. Ms. Hamer explained that there would be no presentations, only short overviews of the technical papers already distributed on the web by the conference organizers. “The session will be a concert of ideas,” she explained, “with lead singers (the panelists) and a chorus, made up of the participants,” while indicating that discussion from the floor would be given more time than panelist interventions.

SACMEQ: Saul Murimba, the Director of SACMEQ (Southern African Consortium for Monitoring Education Quality, working in partnership with IIEP-UNESCO), made three points. He noted that sub-Saharan countries are very diverse in terms of physical size, population and income, that the expectations on learning outcomes differ across countries and ministries of education, and that produces an interesting variation of interpretations of success across the continent. Some ministries focus on attaining high scores in individual achievement while others are more interested in equity, in ensuring a spread of achievement across the national spectrum, including the most disadvantaged learners. There is one common factor across the continent he noted, which is the perception that learning outcomes are inadequate, both in themselves and in comparison with countries in other regions of the world, and that learning levels in Africa had recently declined. The challenge remained in the 1990s to find evidence for these views, since assessment in learning in Africa was not widespread and was not generally conducted in a sufficiently scientific manner. It was the aim of SACMEQ to provide evidence of learning, or lack of learning, in Africa, according to the most rigorous standards available for assessment. With 14 assessments studies completed, mainly in the anglophone countries of Eastern and Southern Africa, SACMEQ is contributing in a significant manner to knowledge in Africa on learning in schools. Mr. Murimba summarized the findings on SACMEQ assessment: learning levels have improved in only one of the six countries tested by SACMEQ over time and have perceptibly declined in some countries. The urban/rural indicator is often used as a proxy for high/low income learners. With regard to reading skills, urban pupils have higher achievement levels than rural pupils, but the differences in mathematical skills are small or insignificant. All countries demonstrate wide disparities in learning outcomes, which raises the issue of the equity of education systems in Africa, and the practice of streaming used by several countries, this practice may exacerbate learning problems for a majority of children. SACMEQ’s recent findings indicate that while textbooks are a necessary prerequisite for learning, they are no guarantee in themselves of quality learning.

PASEC: Jean-Marc Bernard, Advisor to PASEC (CONFEMEN Program for Analysis of Education Systems), noting that the francophone countries involved in PASEC assessments have been characterized by significantly expanded enrolments over the last decade, concentrated his observations on PASEC program findings: learning outcomes are generally low; learning achievement have stagnated at these levels during the last decade; in line with the SACMEQ experience, important differences in achievement occur both among countries
and within them; factors determining achievement vary across countries; and contrary to several other studies but in a similar vein to SACMEQ findings, increased resources such as the availability of textbooks, do not necessarily positively affect achievement.

MLA: Vinayagum Chinapah, Coordinator of MLA (the Monitoring Learning Achievement program) in UNESCO, dated significant progress in the assessment of learning in Africa to the World Conference on Education for All in Jomtien, 1990, which had occurred largely under the auspices of the three programs presented at the current session. As many as 39 countries in Africa had been involved in MLA, and a total of 72 countries worldwide. One significant initiative of MLA has been the pioneering work in evaluating life skills learning. He concluded that, while progress has been made in measuring learning in Africa, this remains inadequate. The panelist called for the creation of a culture of assessment in the continent, for increasing national ownership of assessment exercises and for involving more stakeholders in the process of assessment. The difficulties of inter-country comparisons were noted but, in his view, the most interesting investigation remained intra-country analysis. He alluded, also, to the interesting findings that survey data could produce on teachers' perceptions and experiences of teaching, and the persisting gender anomalies in education institutional structures, where 90 per cent of headteachers remained male.

Country-specific assessments were not reported during the session, with the exception of the 1991 Zimbabwe study, but passing reference was made to those of Burundi, Eritrea, Mali, Madagascar, Mauritius, Namibia, Senegal, Uganda and Zambia.

The next three panelists went into some detail, highlighting the specificities of the assessment instruments that had been discussed and, in the case of The Gambia, Fatou Njie, of the Department of State for Education, reported on increased national capacity that had been acquired over the decade, in specific countries, for con-

Table 2.1: Overview of the Three Regional Assessment Programs in Sub-Saharan Africa

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<th>Programs</th>
<th>Number of Countries</th>
<th>Learning Tested</th>
<th>Grades/Sub-sectors Tested</th>
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<tr>
<td>SACMEQ</td>
<td>15</td>
<td>• SACMEQ I  - Reading (Eng.)</td>
<td>• 6th grade</td>
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<td>• SACMEQ II - Reading and maths</td>
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<td>• Teachers’ competencies in reading and maths</td>
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<td>PASEC</td>
<td>10</td>
<td>• French</td>
<td>• 2nd grade</td>
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<td>• Maths</td>
<td>• 5th grade</td>
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<td>• Now grades 2-6</td>
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<tr>
<td>MLA</td>
<td>39 in Africa (72 globally)</td>
<td>• Literacy</td>
<td>• Pre-school to junior secondary</td>
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<td></td>
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<td>• Knowledge of life skills</td>
<td>• Adult learners</td>
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The difficulties of inter-country comparisons were noted but, in his view, the most interesting investigation remained intra-country analysis. He alluded, also, to the interesting findings that survey data could produce on teachers' perceptions and experiences of teaching, and the persisting gender anomalies in education institutional structures, where 90 per cent of headteachers remained male.
ducting assessments, using The Gambia as a case study. Vincent Greaney, of the World Bank, reviewed the different purposes of selection processes, examinations and assessments, and the resulting range of selection/testing procedures and instruments used. Glory Makwati, of NESIS (National Education Statistical Information Systems)/WGES, emphasized the wealth of data produced by assessment for monitoring education quality and for re-orienting system priorities, and the significant role of well functioning information systems in providing essential data for educational policy development. The NESIS program has contributed to strengthening these programs across Africa.

Ms. Fatou Njie, of the Department of State for Education, reported on the experience and outcomes of using MLA in The Gambia. Findings included better achievement patterns in private schools (with a mean score of 84 per cent), as compared with mission schools (46 per cent) and state schools (36 per cent); in urban areas; and among boys; and interesting data on private tutoring patterns, efficient management styles of private schools, together with the apparent ineffectiveness of regular in-servicing for government teachers.

Mr. Vincent Greaney of the World Bank noted the effect of the World Declaration on Education For All of Jomtien, 1990, as interest shifted from mere expansion of enrolments to learning acquisition. This resulted in a new focus on system assessment as compared with previous attention given solely to national public examinations across Africa. In 1999, at the Education for All Conference for Sub-Saharan Africa that took place in Johannesburg, Africa had concluded that “only a small proportion of children are reaching the minimum required competencies and our education systems are not performing to the standards we expect of them.” The speaker reviewed four types of assessment: public examinations, and national, international and classroom assessments. Currently, public examinations have multiple purposes, one of which is a selective procedure for limiting student numbers at successive levels in the education system. The quality of examinations has been frequently criticized. They are known to limit testing mainly to cognitive areas, to measure achievement at low taxonomic levels and to give slight attention to testing knowledge and skills for life beyond school. Given the literature available on the subject, the speaker cautioned the meeting on pinning high hopes of using examination reform as a lever for quality improvement, yet noted that this would be a necessary step in enhancing classroom teaching and learning, in view of the proven impact of testing on classroom practice in specific circumstances.

National assessment is oriented towards policy formulation or modification and produces data on the outcomes of an education system on student achievement, on areas of learning difficulty and on specific sub-groups of learners, enabling the identification of disparities and inequalities, correlation between learning environment and learning outcomes, and change in

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learning achievement over time. There is little evidence that national assessment has become a regular feature of system programming. On the contrary, the finding that some countries have experienced as many as three types of assessment, funded by three different agencies, points to externally driven agendas, which waste the scarce time, personnel and resources of those education systems. International assessments provide comparative data on learning achievement across countries, when well constructed, and information on differing country approaches to common curriculum areas. Reports on classroom assessment reveal the need for a “sea-change” in practice in African classrooms that would involve changing teachers’ attitudes to the role of the learner as a learning resource.

The capacity to assess is dependent on a number of factors, not least the existence of a description of the knowledge and skills, values and attitudes, to be learned, which constitute quality education for any specific education system.

Mr. Glory Makwati, of the ADEA Working Group on Education Statistics, explained the link between education information systems and monitoring quality in an education sector. He described the strides made in most SSA countries over the last decade in establishing effective information systems in the education sector. Three examples of useful monitoring instances were presented on quality aspects of learning environments not often quantitatively measured: mapping the availability of textbooks in Burkina Faso over a five-year period; the impact of women teachers on girls’ enrolment in Senegal; water and sanitation facilities in schools matched with gender parity in schools in Senegal. Conclusions were drawn from the three studies indicating: the negative effects of enrolment expansion on textbook availability, the increase of girls’ enrolments in classes with women teachers, and a correlation between sanitation facilities and retention of girls in school (however no correlation with learning was reported).

Discussion

The ensuing discussion provided an opportunity for those new to learning assessment programs to ask basic questions on the areas of assessment covered by current exercises; it also demonstrated the need for assessment programs to reach out with more information, to a wider audience, within the education sector itself. The several and varying aims of assessments were reviewed, together with the available options for policy makers on determining minimal and desirable learning outcome levels; appropriate grades for testing; the lack of models for testing attitudes and values; the fact that effective instruments for measuring adult literacy and numeracy are still in their early stages; the slow pace of development in assessing alternative education programs; and the scarcity of official equivalencies between formal and alternative education learning outcomes. Burkina Faso was one of the few examples reported that is developing indicators for determining non-formal education achievements. Ministries described their continuing practical difficulties with continuous assessment, for example, in Ghana. Pioneering work in this area was noted in at least eight other countries.

While Mr. Greaney considered that policy makers had
made limited use of the findings of assessments, some countries—for example, Mozambique, Niger, and Zimbabwe—reported curriculum and system modification as a result of national assessment exercises.

One aspect that was not discussed during the session—but which came up in discussion during the day—was the lack of critical expert or peer assessment of the three major assessment programs in Africa. “They are in competition among themselves!” exclaimed one delegate as he left the hall. Others pointed to lack of coordination among the three programs, their failure to make their varying approaches and aims clear to ministries across Africa, and the resulting waste of resources and effort, not to mention duplication (costly in resources and time) and confusion, in a number of instances. The area of assessment is highly specialized. There continues to be little understanding of the issues and their implications for improving the quality of education systems. Delegates were of the opinion that the ADEA forum could be an excellent venue for addressing these points, for bringing them out into the open, for initiating progress on the rationalization of assessment, and for increasing regional assessment coordination across the continent.

Session 3: Quality-Related Policy and Financial Options

Chair:
Ms. Sissel Volan, Norad

Panelists:
Sir John Daniel, Assistant Director-General for Education, UNESCO; Mr. Christopher Colclough, EFA Global Monitoring Report; Mr. Alain Mingat, World Bank; Ms. Lornah Murage, FAWE; Mr. Gordon Naidoo, OLSET

As shown in the previous session, learning outcomes of African education systems are generally low and in some cases declining, in a context where emphasis has been placed on increasing enrolments. The third session examined policy options for increasing learning output: the range of options available and the cost of these options. The session also addressed and assessed continuing rich/poor, urban/rural and gender disparities, which affect equity outcomes across the sector in different ways. It was concluded that significant improvements could be made through targeted resource allocation and more efficient resource management.

Sir John Daniel, Assistant Director-General for Education, UNESCO, expressed great pleasure in being present at the ADEA Biennale in Mauritius and noted the significance of the theme of the meeting, namely the search for quality in education. It was important for Africa to identify positive experiences of good education and good education programs, which could provide
useful inputs for planning the future development of education on the continent. At the same time, he pointed to inspiring experiences in other parts of the world. The ongoing collaboration and partnership between ADEA and UNESCO was a vital element of UNESCO’s global activities. He introduced the recently published EFA Global Monitoring Report: Gender and Education for All—The Leap to Equality (2003) and expressed the hope that Africa would, through meetings such as the Biennale, identify effective strategies to achieve the Millennium Development Goals by 2015.

Mr. Christopher Colclough presented the findings from the EFA Global Monitoring Report (2003). While there has been perceptible progress in primary enrolments over the decade, the poorest countries, where people live on less than one dollar a day, continue to show sharp discrimination against girls’ access to school. In seven SSA countries girls have 20 per cent less chance of entering school than boys. The number of children out of school in Africa has increased by 20 per cent, largely due to continuing rapid population growth (which will soon be slowed by the increasing impact of HIV); and 57 per cent of the children out of school in the world are girls, 23 million of them in Africa, 21 million in South and West Asia. Across the continent repetition rates are higher for girls than for boys, as are drop-out rates. One-third or less of the teaching force is female in 16 SSA countries, i.e. 40 per cent of the countries with the relevant data. This represents the lowest female representation amongst teachers in the world. Girls have made significant inroads into secondary education except in countries with large gender disparities in favor of boys at primary level. More women are entering tertiary education but not significantly penetrating in science, applied science and technological fields of study. Research conclusions on girls’ performance over the decade are inconclusive. In all, gender parity is the most efficient predictor of EFA.

Strategies for reducing child labor are still at the embryonic stage and are largely limited to legislation and stipends/bursaries. The report notes success with income-support programs and scholarships (and school-feeding programs) but gives no information regarding their sustainability. The paucity of information on accelerated programs and bridging courses for girls is significant, which may imply paucity of supply or scant success.

Mr. Alain Mingat of the World Bank noted that informed and strategic choices could now be made in ministries of education across Africa regarding policy options available for improving educational quality. Learning achievement in African primary schools was observed to be 51.6 per cent as measured by MLA country scores, implying that pupils acquire on average only half of the target content. Given the range of analyzes now available to education planners, policy options are indeed wide-ranging and have critical cost implications; however, they are not necessarily easy to operate. Resources and financing for education are important, but experience shows that the judicious allocation and use of resources, together with regular, effective monitoring of learning outcomes, matter more than the mere availability of funding. The challenge remains to transform resources into positive learning outcomes.
The first step in the process of working towards quality in education is to identify those strategies that impact on learning, as compared with those which have no demonstrated impact. Next, the presenter underlined the difference between opting for learning enhancing strategies—that is, increased learning outcomes—and opting strategically for learning enhancing policies that would lead to an overall balanced education sector development and an acceptable trade-off between impact and cost. The fact that an intervention has a positive impact is not enough for it to be selected as a policy strategy; the impact has to be judged sufficient taking into account the cost. This constituted a plea for each country to work within the parameters of its national budget. Current models of pre-schooling are an example of extremely high-cost options which cannot be recommended for public financing, while innovative lower-cost models are insufficiently widespread to generate conclusions.

Qualitative strategies which impact on learning include pedagogical practices and school-level management practices. High-cost education systems in Africa, measured in terms of unit costs per pupil, have had no more impact on learning than lower-cost systems. However, the process of transforming resources into results at the school-level, via good school management, is the critical factor for learning outcomes, since this determines the effective use of funds made available to the education system. Hence the argument for decentralizing the management of sector systems, albeit ensuring thorough training and regular monitoring.

Cost related factors: Studies that have based their conclusions on analyzes of learning outcomes, have pointed to the following factors as significant in modifying learner achievement: (i) those related to classroom context; and (ii) those related to the surrounding environment. The first category included teachers: the cost of employing teachers with higher or lower educational backgrounds and the critical minimal level determining desirable learner achievement levels; the cost of employing professionally trained teachers as compared with untrained or underqualified teachers, and the critical minimal level of training required; the cost of differing types, duration and timing of teacher training (pre-service, in-service, or a mix of both); the cost of determining the gender of teachers; and salary levels. The first category also includes the learning and cost implications of class size, double-shift classes and multigrade classes; the availability of teaching/learning materials, particularly textbooks; the cost of different types of school construction; teaching/contact time and time wastage; and the extent to which time demands of learners are addressed by schools, with the ensuring cost implications of more or less learning. The second category comprises repetition rates (repetition in francophone countries represent a budgetary expenditure of 20 per cent of total sub-sector costs with no measurable impact on learning outcomes); direct and indirect costs to households (fee versus fee-free schools, school meal provision); and pre-school provision.

The presenter concluded by emphasizing the importance of country-specific strategic choices for maximizing trade-offs, due to the unique characteristics, the current developmental stage, the assets and options available to each country.
Lornah Murage of FAWE (the Forum for African Women Educationalists) addressed the question of equity from a gender perspective. She noted that slow but perceptible progress has been made on girls’ enrolments during the last decade but that no evidence is available on increased performance. Some promising practices have been noted in terms of creating gender responsive environments for learning in the FAWE centers of excellence and in empowering both girls and boys for improved learning, for example, through the Tuseme—Speak Out program. Mobilization of the total school community continues to be an effective mechanism for improving education at the school-level and has positive effects on girls’ education, particularly with regard to retention rates. The FAWE FEMSA program (Female Education for Mathematics, Science and Technology) increased enrolments in secondary science classes but did not report on enhanced performance (Cameroon). The Kenya FAWE center of excellence has saved almost 100 girls from early, forced marriage; it has improved retention rates and transition to secondary school; but has not reported on performance outcomes. The COBET (Complementary Basic Education in Tanzania) program in Tanzania—which provides alternative basic education for out-of-school children, targeting girls in particular—was notable in that it is in a stage of transformation, moving from 50 centers in five initial districts to the incorporation of accelerated classes in primary schools for initial school-goers aged 11-13 years. It reports that girls’ performance has improved but continues to be lower than that of boys. In conclusion, while strategies for increased enrolment and retention have been demonstrated in several programs, the challenge remains to improve on girls’ level of achievement.

Gordon Naidoo, from OLSET (the Open Learning Systems Education Trust) presented a relatively low cost strategy for enhancing equality in and increasing access to education in Africa, namely the contribution of interactive radio instruction (IRI). IRI programs in South Africa, southern Sudan, Guinea, Malawi and Zambia have enhanced opportunities for learning, and improved learning outcomes, especially in cases where teachers themselves need support and where more appropriate teaching practices are needed. IRI provides a regular support mechanism, since teachers prepare with the radio programs and radio guides, and teach with those programs daily. IRI can be used for teacher education, to directly upgrade teaching skills. In the case of school language learning, the radio provides an excellent and available daily model for teachers and learners, presents varied models of out-of-class language use, combined with song, dance and poetry, and is used with enthusiasm in the countries listed above. For teachers and learners in remote areas, it connects them with the best quality delivery of education programs and provides the same service for disadvantaged remote learners as for nearby urban dwellers.

The speaker maintained that the ubiquitous nature of radio makes it the sole true mass electronic medium in the developing world. As such, radio represents the most powerful information and communication technology (ICT) and this is particularly true in Africa. Despite the proven benefits of IRI in countries such as Guinea, Malawi, southern Sudan and South Africa, IRI remains relatively unexplored by decision makers on the continent, as an affordable means of providing quality educational instruction and materials to those most in
need. With costs between 2-8 US dollars per learner per year, and economies accruing to scale, IRI constitutes a viable low-cost strategy for improving access to quality Education for All.

**Discussion**

Discussion from the floor included attention to cost-reducing strategies such as reducing repetition rates, as noted by the Minister of Education of the Democratic Republic of Congo.

It was the view of many that enhancing the opportunities of girls would have a positive effect on the chances of boys in school. They advocated for increasing the confidence of girls in order to improve achievement outcomes but were concerned that gender equity would not be achieved by 2005, that is, the goal of eliminating “gender disparities in primary and secondary education by 2005,”4 They pointed out that girls’ enrolments at secondary and tertiary levels are still problematic and that women’s illiteracy levels remains a matter of concern, since they form the majority of the world’s 900 million illiterate people5. A minister, from a pastoral community in southern Africa, recounted the gender discrimination he had experienced as compared with that of his sisters, spending far longer hours than them laboring, herding cattle, instead of attending school. The meeting noted the diversity of gender experiences across the continent, the varying demands of domestic and agricultural/animal husbandry work within the family, and the specific schooling problems of boys and of girls in pastoral societies, which themselves differ widely according to geographical location in the continent, placing different burdens on girls and boys. Issues of gender were challenged from the floor by those who pointed out that the rich/poor divide was far greater in education than the gender divide.

Fee-waiving strategies for the poor has had the most dramatic effects in Asian and Arab states on increasing school enrolments in poor families. Focused school interventions, in schools attended by children from low income families, have also demonstrated significant pay-offs.

Delegates referred to improving school management in order to enhance the guardianship and use of school resources (human, material and financial). They noted the positive effects of decentralized structures on the quality of school management, when decentralized modalities have been well prepared. They also expressed satisfaction that sector-wide planning is gaining ground, ensuring that primary education would not be the sole focus of assistance and funding and that financing secondary education would result in a more balanced strategy of support to education and produce more school leavers ready to engage in productive development. While the provision of primary education was recognized as a poverty alleviation strategy, support to the sub-sector

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of secondary education was regarded as a direct investment in national economic development.

Ministers challenged the view that expensive school construction was incidental to learning.

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Session 4:
Teacher Development at the Center of Pedagogical Renewal

Chair:
Hon. Prof. Daniel Ona-Ondo, Minister of Education, Gabon, Vice-President of the ADEA Bureau of Ministers.

Panelists:
Mr. Martial Dembélé, University of Quebec, Montreal; Mr. Henry Kaluba, ADEA Working Group on the Teaching Profession; Mr. Baba Diané, Ministry of Education, Guinea; Mr. Yacouba Yaya, Ministry of Education, Cameroon; Mr. Faizal Jeeroburkhan, Mauritius Institute of Education; Mr. Richard Charron, AFIDES (International Francophone Organization of Head Teachers), Quebec

While the previous session had highlighted the necessity for policy trade-offs across the sector, the fourth session focused on the most costly item of expenditure in the sector, namely teachers, and on the strategic and affordable mechanisms available to support teachers in improving learner output through teacher-development programs, including heads’ programs.

Mr. Martial Dembélé, from the University of Quebec, Montreal, based his presentation on five case studies commissioned for the Biennale and on several background papers and literature reviews. He made a case for pedagogical renewal in Africa, that is, for planned
qualitative change towards desirable teaching practices. He noted the many different practices and even understandings of what constitutes good pedagogical practice, from classical, teacher-dominated methods to the more open, innovative and learned-centered ones, which he described as “participatory, more interactive, child-centered, pedagogically adventurous, characterized by cooperative learning and inquiry, with a view to fostering conceptual understanding, critical thinking, and problem-solving skills”. He also noted Gauthier’s interesting perspective on the potential for direct teaching within a clear structure. Changing teaching (and learning) practices, which are at the core of the education process, and which occur mainly inside classrooms, “posed a formidable challenge”. Experience across the continent has shown that it was difficult to implement teacher behavioral reform. Undesirable teaching practices persist, especially when teachers are insufficiently prepared for change and untrained or underqualified for their profession, and where technical support and understanding from heads and advisors is lacking.

Emerging evidence in Guinea and Namibia indicates that it is vital to change the construct of teaching, i.e. the perception of what teaching is in the minds of teachers, learners and the community, before attempting reform. The role of the teacher as a technician trained to follow the instructions in a good teacher’s guide has to change to that of an active, reflective manager of the teaching (and learning) process. In conclusion, he advocated a mix of classical and innovative approaches but challenged the floor to find a method of integrating the two approaches.

Mr. Baba Diané, from the Ministry of Education in Guinea, explained that in 1998 the country had been faced with a sudden need for training 6,000 new teachers. They opted for a relatively low-cost pre-service package, dramatically increasing the output of their eight teacher training colleges from 200 to 2,000 graduates per year. As Alain Mingat had explained the previous day, information was not available at the time on even lower-cost advantages of running a mixed pre- and in-service program. An alternate model was built into the pre-service program which alternated theoretical learning with classroom experience and avoided the disadvantages of classical teacher education programs that provide all the theory first, with little or no practice during training. Teacher trainees were closely supervised in schools. In Guinea, the training of tutors was incorporated into the program. PASEC instruments were used to assess children’s learning, which was found to be superior to that of children taught by teachers trained in the classical mode. When the speaker was asked about the relevance of the teacher education model for Guinea, he responded that the achievement of producing the required number of teachers required was, at the time, of more importance to Guinea than the type of training delivered.

Mr. Yacouba Yaya of the Ministry of Education, Cameroon, noted that in his country there is, as in Guinea, a critical need for more and better trained teachers after years of economic depression. The over-crowded urban classrooms needed teachers trained in large group meth-
odology, while the understaffed rural schools needed teachers capable of handling multigrade teaching methods. A program inducting teachers in six schools to focus on learner-centered methods and problem solving skills was successful. Cameroon also used the PASEC instrument to evaluate learning achievement and concluded that children in the experimental schools learned as well as and sometimes better than the other children. Teacher/pupil relationships improved. The initial teacher education program is now complemented with training heads and is going to scale. There is no information to date on the effects of scaling up.

Faizal Jeeroburkhan, of the Mauritius Institute of Education, recounted the experience of the Ministry of Education pace at the start of the 1990s, which needed to upgrade a far larger number of primary teachers than conventional teacher education programs could manage. A distance teacher education program was designed. Graduates expressed satisfaction with the theoretical elements of the program, including pedagogical and child development theories, but felt that professional training had not received sufficient attention. Teachers also stated that unless the intended teaching innovation was accompanied by sector attention to other problems in the classroom, such as overcrowding and parental attitudes, they would not be able to put into practice the innovative teaching skills promoted by the program. It was concluded that teachers did not change their outlook or teaching behavior, and the new skills promoted by the course were not observed in use. With some redesign the distance program could prove a cost-effective way, nearly five times less expensive, of providing schools with more effective teachers.

Ms. Hertha Pomuti, from Namibia described the country’s teacher development program of the late 1990s, which responded to teachers’ demand for improved teaching skills. Teachers were seen in Namibia as significant agents of change with the role of promoting democratic practice in schools and reducing social inequalities. The aim of the Critical Practitioner Inquiry (CPI) program was to produce reflective practitioners through constructing pedagogical knowledge based on their own practice. While student teachers took immediately to the new ways, many tutors had problems with understanding the philosophy of the program, which had repercussions on their ability to effectively train the teachers. It was the first time in Namibia that tutors in primary teacher colleges received training. There is no data available yet on the impact of the program on children’s learning. It was concluded that more preparation of tutors is required to achieve the outcomes of such a program.

Mr. Richard Charron, of AFIDES (International Francophone Organization of Head Teachers) based in Montreal, underlined the fact that school heads were critical in ensuring quality of education at school-level both at individual level and collectively, through association of school heads. He listed the skills required by heads, the necessary components of head teacher education programs, and reiterated the importance of both pre- and in-service training for heads. He supported the view that head teachers should teach and not play solely administrative roles, in order to maintain a close relationship with the classroom, with pupils and parents, and an appreciation of the role of the classroom teacher. An overview of the role of school heads was presented,
Mr. Henry Kaluba, of the ADEA Working Group on the Teaching Profession, gave an overview of the School Self-Evaluation (SSE) program that was carried out in several African countries, and schools in the Caribbean, and which targeted inspectors, education officers, heads and teachers. The program covered professional development, delivery of quality education, school accountability and improvement, continuous assessment of performance, organizational change, teamwork, community involvement and supporting the work of inspectors. Several partners were involved in the program, including donors, such as the Norwegian Government, and technical partners, such as FAWE, which assisted in integrating gender responsive training into the program. Teaching skills reportedly improved as a result of the program, but there was no report on learning outcomes.

**Discussion**

Ministers lamented that they had been forced to freeze the recruitment of new teachers and had been faced with the sudden need to train vast number of new teachers after the Structural Adjustment Program (SAP) freeze, at a time when upgrading practicing teachers was also needed and when school enrolments expanded significantly. This was a common experience and challenge in the 1990s in many countries.

A plea was made to avoid reducing descriptions of myriad teaching behaviors to a simplistic dichotomy between teacher- or learner-centered approaches, and to take on board, for example, the various structured approaches which crosscut both these categories. Questions from the floor addressed the cost implications of both pilot (Cameroon) and large-scale (Guinea, Mauritius, Namibia, Benin) teacher education reform programs, and distance education programs. Delegates noted the fact that teachers are overburdened with new theories, new programs and over-crowded classrooms, and pointed to the critical stage of dealing with teachers’ resistance to change. They alluded more than once to the perennial problem of the lack of learning resources including textbooks, which has resulted in problems for teachers.

Concerning teacher education reform programs FAWE inquired about the rate of success of incorporating gender responsive elements into teaching practice, i.e. whether observable change in classroom practice had been observed. She was particularly interested in Guinea’s experience and the ADEA WG programs. There was no direct response to this question. But the ADEA Working Group stated that it hoped to move from the ad hoc inclusion of gender issues in teacher education projects to mainstreaming the topic in regular teacher training college programs.

On an innovative note, the debate over choosing between pre- and in-service training was compared with the notion of pre- and in-service training for doctors or agricultural workers.

Mr. Dembélé noted that there was no regular training of head teachers in most countries in Africa. He cited
Kenya’s is program PRISM as the most innovative capacity-building program, which had provided training in a wide range of skills, using critical inputs from the heads themselves, for the 16,500 primary head teachers in the country.

Ms. Halidou, from Niger, injected the topic of mother-tong teaching into the debate, stating that it was a prerequisite for effective later learning. She questioned whether the three instruments for assessing learning achievement took first-language proficiency and the immediate cultural milieu into account. From this point on in the Biennale, language issues dominated many of the discussions, with most participants opting for mother-tongue instruction over international language instruction. Some ministers, with considerable experience of wide-ranging problems associated with language choice in schools, reminded delegates of the strong preference by parents for international language learning in the education sector.

In conclusion, one of the new elements in pre-service teacher education programs is the incorporation of teaching practice into pre-service programs. Another innovation is the take-up of flexible and cost-saving distance programs producing far greater numbers of trained teachers faster than before. Both Guinea and Mauritius were now addressing teachers’ impact on learning outcomes as compared with their initial efforts, which focused on producing a high number of trained teachers. This shows new interest in measuring education reform in terms of learning output. There was also growing interest in establishing pre- and in-service education for head teachers across the continent, and renewed interest in distance learning programs for learners in school, as evidenced by the success of interactive radio instruction.
Session 5: Ensuring The Relevance and Efficiency of Learning

Chair:
Mr. Birger Fredriksen, World Bank

Presenters:
Mr. Nazam Halaoui, University of Montreal; Mr. Francis Sampa, Ministry of Education, Zambia; Hon. Mrs Alice Sumani, Minister of Gender and Community Services, Malawi; Hon. Mrs Ndeye Khady Diop, Minister of Education, Senegal

The Biennale addressed the issue of relevance during the fifth session. This topic was explored as a way of increasing learning outcomes in a specifically African context. It investigated good practice in "Africanizing" and anchoring of curricula in local contexts as well as the effect of language choice in schools. The contribution of early childhood programs to increased school learning outcomes was also reviewed.

Relevance of the school curriculum

Mr. Nazam Halaoui, of the University of Quebec, Montreal, addressed quality in education in terms of assessing the relevance of education programs in Africa, the assumption being that the more relevant the program was and the more convergent with learners’ educational needs it would be the more efficiently it would be assimilated, learned, and used in later life. Curricula could be assessed in terms of subjection, conformity and adequacy, i.e. the extent to which they permitted convergence with the local cultural and material (the technological and economic realities of the locality) environment, the conformity with and utilization of the local communication modes in use, and the complementarity of new curricular content with the knowledge, values, attitudes, and customs of the area. The institution of the school—and hence the hidden or institutional curriculum—would also be judged as a whole in regards to and its accessibility to the community, with regard to the school’s cultural and cost characteristics. The presenter regarded the use of a local language as a necessary precondition for relevance, without which effective learning would prove to be unattainable. Recent studies were quoted to support this theory, covering pilot projects (Burkina Faso), sub-national or regional programs (Nigeria, Mauritania, Mali, Senegal), national-scale reforms (Niger, Zambia) and findings on the kirundisation (or use of the mother tongue) of schooling in Burundi in the 1970s. Achievement with regard to immediate learning in both language and arithmetical skills was reported, mainly from the experience of Niger. The presenter emphasized the efficiency argument rather than the socio-cultural argument for using African languages as medium of instruction.

Mr. Francis Sampa, of the Ministry of Education, Zambia, demonstrated that the successful seven language “reading’ program in Zambia included many programmatic features that are these days considered to be necessary for the effective implementation of such an exercise. One was the assistance of an experienced NGO with
technical expertise at the start in 1998, which closely supported the pilot phase in two districts, and received sound funding from a major bilateral donor for span of at least four years. The program was carefully revised before scaling up to a national level, at which point it was incorporated into mainstream ministry development plans at central and local levels with guaranteed central funding for the next five years. It was scheduled to reach all primary schools before February 2004. The program starts as a bilingual program, focuses on literacy in a Zambian language, and shifts to a primarily English medium curriculum. Materials development has benefited from the inclusion of content on contemporary issues such as gender, HIV/AIDS prevention and environmental education and has ready appeal to learners and teachers. A variety of program support mechanisms have been developed throughout the system, including zonal support teams that are close to teachers at school cluster level.

**Discussion**

The Minister of Education of The Gambia, Hon. Mrs Anne Thérèse Ndong-Jatta, was invited to respond of the two presentations. She expressed her appreciation for the format of the session, that is, a general introductory presentation followed by a case study. She noted the long heritage of irrelevance in education since colonial times, and turned immediately to the issue of language in education. She considered that one of the factors explaining achievement in the education sector in Asia was the use of Asian languages and summed up the current debate over language choice in African schools as: “better late than never.” When selecting languages for school instruction, it would be important, in her view, to take into account cross-border languages, regional languages within countries, and local languages. She cautioned against xenophobia and inward-looking curricula in an age when Africa has to look out and beyond, and posed this as a challenge to curriculum planners.

The more general subject of curriculum transformation was overshadowed during the debate by language issues. Discussion centered on language policy, with the assumption that instruction in the first language would automatically deliver relevant curricular, satisfactory levels of improvement in learning outcomes, and learner-centered methodology. Participants from the floor concluded with the presenters that African languages were a necessary choice for the new century: “Let us return to our African identities! Let us not persist in our colonial past!” pleaded one of the ministers. However, reservations continued to be expressed by the most senior education planners from a variety of countries who had lived through the challenges of language change in the curriculum and who were familiar with the opposition on take-up of African languages in schools. A minister recalled a parent in a village saying to her: “It’s not skill in his mother tongue which makes a child succeed in life, but how much English he knows. Is it going to be one type of school for the rich and another for the poor? At the end of the day we are expected to pass examinations in English!”

Regarding the Zambia case study on bilingual education, a participant expressed surprise that despite the focus on first language acquisition, English was introduced (orally) as a subject as early as first grade in
the program. Others requested information regarding mathematics achievement through mother tongue; on the cost of producing materials in seven languages, the publishing policy and the level of participation of local enterprises in publication; and on the sustainability of the 10 million British pound program after the funding expiry date.

A former Minister of Education from a francophone country explained with some acerbity that first language programs were not new in Africa and that since the 1960s many countries had drawn up education language policies promoting African languages and had run first language programs—while others had initiated pilot programs. “Yet,” she pointed out emphatically to the younger generation present, “despite all these efforts and research and studies, we have not been able to successfully establish first language instruction”. She pointed to the multifaceted complexity of language policy decisions, and their political and social ramifications. She advised that such programs should, in the future, be preceded by elaborate and carefully designed sensitization campaigns targeting both society at large and the education sector, giving special emphasis to re-orientation and support to teachers. “We still have much to do on language in education,” she warned.

The experience of other countries seemed to support these assertions. The Senegalese pilot experience that started in the late 1990s and used six regional languages for first grade instruction (with French as the medium of instruction in second grade) was cited.

The contribution of Mauritius to the debate was unique and interesting, with its Creole speakers, Indian language speakers and functionally fluent bilingual (English and French) speakers in the modern sphere. Most educated Mauritians speak four languages well. The effect on schooling has been the development of a policy offering bilingual programs in English and French, with Indian languages as optional extras in extended school time.

**Early childhood programs and the “efficiency” argument**

Hon. Mrs. Alice Sumani, Minister of Gender and Community Services, Malawi and Hon. Mrs. Ndée Khady Diop, Minister of Education, Senegal, reviewed the contribution of early childhood programs to success in school, looking at the subject from a ministry standpoint. They noted that ministries of education would stand to benefit if children entering primary school were healthy and well nourished; if the children were ready to learn and had “developed the rhythm of schooling at an early age”. Such programs were seen as a mechanism for increasing the participation of marginalized children in schools; for engaging parents early on in the life of the child in the child’s school career; and for laying the foundation of future community support to the education sector. Finally, it was viewed as a way of introducing children early to the language of instruction that they would need in primary school. They recommended the following strategies to ministries of education for supporting ECD: the promotion of private sector supported and community-based ECD centers, linked to health and nutrition services, with formal partners such as the ministries of health, social services, and
ministry units dealing with the advancement of women; follow-through on quality ECD programs at the lower-primary level; the development of curriculum/activity guidelines for ECD facilitators; the formulation of national ECD program standards for quality assurance, giving leeway for local adaptation; the development of sound, accredited teacher training programs; and, in conclusion, the formulation of supportive ECD policies, such as protection against discrimination, and bilingual language programs.

They made reference to the background paper commissioned on ECD which highlighted the need to create a caring environment that would include the provision of basic health care, adequate nutrition, nurturing and stimulation; and to the major arguments in support of investing in ECD. In conclusion, the presenters made a plea for the inclusion of ECD as a main theme in the next Biennale.

**Discussion**

There was full agreement in the plenary on the importance of ECD. The meeting reviewed investment options, including those outlined during Session 3, which pointed to the need for equity in the provision of publicly funded education services and for prioritization in determining the allocation of scarce public funds for education. Participants discussed the challenges of lower primary education, the difficulty in enrolling children of the correct entry age, the resulting mixed age groups throughout primary school; and the breakthroughs in earlier school recruitment that countries such as Tanzania and Uganda had experienced due to community birth registration procedures. In these cases school heads were given data on children of the official school age in their community, year by year, facilitating earlier enrolment.
Session 6: Implementing Reforms in Schools and Classrooms

Chair:
Hon. Dr. Kilemi Mwiria, Assistant Minister of Education, Kenya

Presenters:
Mr. Kabule Weva, University of Moncton; Ms. Jane Schubert, American Institutes for Research, USAID; Mr. Hamoud Abdel Wedoud Kamil, Ministère des Affaires Economiques et du Développement, Mauritania; Mr. Joseph Eilor, Ministry of Education and Sports, Uganda

Significant change in the quality of education concerns first and foremost the classroom. The session identified strategies, procedures, conditions and factors that contribute to transforming reforms into new teaching and learning practices in the classroom.

Mr. Kabule Weva, of the University of Moncton, Canada, had been given the mandate of updating and developing analysis of scaling up education reform, noting the challenges posed by the 2001 Biennale, and focusing on improved quality outcomes. Two processes of nationwide reform were identified: piloting prior to expansion, and immediate uptake of nation-wide reform. The review of five case studies on Benin, Burundi, Mali, Mauritania and Uganda, illustrated that expansion can include various aspects of reform, such as structures, programs, strategies, policies and resources. The presenter concluded that, given the high-cost of expansion or nationwide uptake of reform, the highest political commitment and guarantee of adequate resource allocation is needed to create the necessary prerequisite conditions for success in educational reform. Alliances and partnerships at the highest and broadest levels are required, including agreements with external partners, alongside support and enthusiasm at the school/community level. Decentralized structures have proved invaluable in ensuring the local adaptability and viability of nationally designed educational reform. Challenges in institutionalizing or mainstreaming reform in order to ensure sustainability, are being met in all these case studies, including the reports on the Zambia reform process. While recent reforms have included a communication strategy and a wide consultative exercise, as integral components of the preparatory process of the reform, the lack of such strategies has severely compromised the perceived outcome of earlier programs, for example, in Burundi. In the latter case, the lack of public and sectoral awareness or understanding of the proven positive learning outcomes of the reform, has become a major stumbling block for sustainability. It remains to be seen if such perceptions can be turned around at this late stage.

Analysis revealed the advantage of creating or choosing a favorable time or climate for education reform, for example, linked to a major multisectoral poverty reduction program, or constituting a vital part of national political renewal, or occurring at a time of national economic upturn. Mauritania, Uganda and Benin had benefitted from such a macrosocial context. Second, emphasis was placed on the need for total sectoral reform to propel
quality learning outcomes, which seemed doomed to extinction when limited to the technical-pedagogical level. Indeed, the sectoral approach, which would guarantee the allocation (and payment) of sufficient and well trained teachers, proper production and effectively wide distribution of free textbooks, and community support, has proven its worth in boosting learning outcomes. Reform programs had succeeded on a quantitative level, building the number of classrooms planned, providing desks and filling them with children. Unlike the case of Zambia reported in the previous session, four of the case studies reviewed here, which had been operating for at least one decade, demonstrated that improving the quality of education outcomes remains difficult to achieve, as measured by sound achievement tests and that gains are slow, tenuous, and difficult to identify beyond the immediate output. Sometimes, achievements in qualitative reform pass without the notice of the public or the authorities. Evidently, regular and more comprehensive attention from program evaluators is needed to identify and disseminate qualitative outcomes. The time scale for improvement in education quality is far longer than planners generally envisage.

Ms. Jane Schubert, from the American Institutes for Research, USAID, presented an overview of knowledge and experience gained from global research on learner achievement and accelerated learning, in industrialized and developing country environments, over the last three decades. She noted that while there are differing perceptions of what constitutes quality in education there is consensus on the goal of learners completing the schooling cycle successfully, measured through achievement tests that demonstrate acquired knowledge, attitudes, values and skills. There has been growing recognition that the locus for reform is the classroom and the immediate environment of the classroom, namely the school. Research findings have indicated the cardinal role of teacher development and the importance of providing systemic and broad-based support for change at classroom level. However, as noted in the previous session, experience points to the need to change teacher, learner, community and sector perceptions and beliefs about teaching and learning in order to prepare the ground for teaching and learning change. The presenter pointed to the low utilization rate of research in the developing world to improve local or national practice by planners. The debate on piloting contrasted with national reform was revisited. In conclusion, a plea was made for the education sector to become a learning, reflective institution, increasingly capable of listening to and utilizing lessons learned at the classroom, school and local levels, with the capacity to integrate school experience into national planning and daily system operations.

The presentation of Hamoud Abdel Wedoud Kamil, Ministry of Economic Affairs and Development, Mauritania, served to illustrate the necessarily comprehensive and thorough nature of a successful preparatory reform process. It took one year to analyze the status of the sector, to define the strategic elements of the program, to factor in the cost/financing aspects and the macro-economic context, to quantify targets and draw up budgeted theme action plans, and to plan implementation roles and activities in detail. The Mauritanian planning process enacted to the letter the simple but effective formula for reform planning recommended in the previous
presentation, which was: “Determine what you want to change, why you want to change it, and what to do in order to change it.” The program, which started in 2001, has been described as participatory, comprehensive, iterative, multisectoral and multi-partner. It has the advantage of building on previous efforts to boost school enrolments, during the 1990s, on the economic reform program starting in 1992, and on the 1986 administrative, decentralization reform process. This was judged to be a “particularly favorable context.” The program is too recent for assessing of learning gains.

Mr. Joseph Eilor, of the Ministry of Education and Sports, Uganda, presented a second example of a major sectoral education reform process planned and initiated at a time of national political and economic revitalization, started in 1992. The wide-ranging nature of the concerns of the reform were noted, including the emphasis on transforming the examination system. Of particular interest were the mid-program implementation modifications: education for four children per family was extended to all school-age children; some alternative basic education opportunities were incorporated into ministry development plans; the initial 1997 cost-sharing, fee-paying mode of financing schools was transformed into a fee-free service in 2000. UPE has never been compulsory or free in Uganda. Parents continue to buy uniforms, and writing materials and to provide other basic items. Uganda’s school enrolment increase is arguably the most spectacular across Africa, rising from 2.7 million children in 1996 to 7.2 million by 2002. All the components for improving on quality aspects of education were included in the Uganda reforms and there is ample description of the processes and current status of these elements. While passing reference is made to assessment of learning outcomes (MLA in 1999), the findings are not reported. Instead, it was noted that: “there are no clear indicators that these reforms will eventually lead to quality outcomes.”

**Discussion**

The remarkable list of successes reported on the Mauritanian experience brought many detailed questions from the floor as to the exact program strategies used and their specific outcomes, particularly with regard to the most remote schools, and the major obstacles the program had encountered. When questioned on the participation of the private sector, the speaker explained that while significant donor funds had been channelled through NGOs, the industrial private sector in the country had not contributed funds to the program. The speaker clarified points that had not been fully elaborated. First, with regard to teacher education, all Teacher Training College tutors and all teachers in the country had been trained in multigrade teaching techniques. Second, central rather than local deployment of teachers was the mechanism used to ensure effective and equitable staff deployment. Third, the use of first language instruction had presented a challenge for teacher deployment, which required matching teachers’ monolingual (French) or bilingual (French

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and national) language competence with the school needs. There was a shortage of teachers with the latter competencies.

Participants were interested in mechanisms used by different countries (a) to encourage teachers in upgrading their skills and (b) for the successful deployment of teachers in hardship areas. Some countries used monetary incentives, such as Mauritania, which gave bonuses to teachers regularly attending to and teaching their classes. Uganda has had to use both incentives (supplementing by 25 per cent of the regular salary) and the provision of teachers’ houses to fully satisfy school needs. The experience of USAID was that teachers became highly motivated once empowered and retooled, and that (monetary) incentives for attending in-service training became unnecessary, even when teachers’ workshops were held on Saturdays, the teachers’ day off.

A growing number of countries have established targeted or national free textbook distribution programs, with the assistance of donors. This was becoming not only a preferred government but also a preferred donor strategy, largely due to the research findings indicating the direct influence of textbooks on learner achievement. The point was revisited later in the Biennale discussions.

The chair of the session concluded by highlighting the need to involve implementation actors from the start, in the planning and design stages of programming, and he noted the importance of monitoring and evaluation to identify mid-program problems so as to address them.
Session 7: How is Quality Ensured Elsewhere?

Chair:
Ms. Françoise Caillods, International Institute for Educational Planning, UNESCO

Panelists:
Mr. Jacob Bregman, World Bank; Ms. Magdalena Juma, African Virtual University; Mr. James Adu Opare, Working Group on Higher Education; Ms. Tisna Veldhuyzen Van Zanten, International Development Group

Significant gains in quality has been identified in the secondary and higher sub-sectors of education and in sectors outside education, such as health. The aim of the session was to review the lessons that can be applied to achieving quality at the basic education level, and the effects of secondary and higher education on basic education.

The Chair, Françoise Caillods of IIEP, UNESCO, drew attention to the fact that education is one inseparable entity and that the effects of reform at higher levels of the system would necessarily be felt, for example, within the primary sub-sector. She advocated for a sector wide approach to educational reform and to attention to all the aspects relevant to the learner, such as the nutritional and health status of children in school.

Mr. Jacob Bregman of the World Bank stated that, despite the concern of national planners, the continuing neglect by external partners of sector-wide support to education in Africa, had produced a mounting crisis in the secondary sub-sector, which was now reeling from increased enrolments at primary level and the subsequent accelerating demand for secondary schooling. Yet, as African ministers of education have regularly pointed out, economic development depends on the quantity and quality of secondary school leavers to participate fully in democratic, competitive societies, and on their capacity to acquire and utilize post-school training. The global market place is becoming increasingly knowledge-based. The panelist also pointed to post-conflict situations where unschooled 12-20 year olds have been identified as particularly in need of education programs. This age group is specifically at risk because they can be enrolled into militias. Therefore, they are an important group to target in a peace-building context, through well focused education and training programs. When planning reform it would be important to distinguish between junior and senior levels of secondary schooling and, unlike at the primary level, to use the benefits of economies of scale.

The focus of attention on selection into post-secondary courses has distorted many secondary systems, putting them at the service of the post-secondary sub-sector, particularly that of the university. Planners have neglected the more important aim of focusing on secondary achievement, and providing certification which reflects attainment. African education systems need to clarify the purpose of secondary education, which represents transition from childhood to adolescence, and from school into the work force. It should also redefine
the desired profiles of secondary education graduates. There is evidence of increasing South/South dialogue on secondary sector improvement, involving countries such as Mauritius, Botswana, Namibia, Tunisia, Mexico, Tahiti, Korea and Chile.

OECD countries have transformed junior secondary schooling into a broad core of foundation courses targeting key competencies, leading to more diversified senior secondary studies while linking vocational with general education. The tendency is now, however, to de-emphasize the purely vocational in favor of the acquisition of foundation skills, (such as problem solving, finding and applying relevant information), team skills, and key competencies for the work place, such as the ability to act, autonomously, the interactive use of tools, and the ability to use tools interactively, and to join and function in socially heterogeneous groups. Life-long learning and second-chance opportunities have provided other pathways to the transition from secondary schooling to the world of work. In Africa, a satisfactory balance between quality and relevance has to be achieved, through regular revision of the secondary system. "The development of achievable learning goals is a further significant step in designing efficient curricula: in many OECD countries the prescribed and compulsory content does not require more than 70-80 per cent of the allotted time in the classroom on an annual basis, in order to give the less experienced teachers some leeway to go slower" while giving other classes the opportunity to enrich the syllabus. The best curricula are those that are not overloaded.\footnote{Bregman, J. Bryner, K. 2003. \textit{Quality of Secondary Education in Africa (SEIA)}. Document prepared in the framework of the ADEA Quality exercise [Working document] p. 23.}

A number of lessons can be learned in Africa from the experience of industrialized countries. The primary sub-sector, the type of sector-wide support and community support noted in previous sessions of the meeting for improving the quality of primary schooling can in some cases to be adapted to secondary sub-sector; serious modernization of the curriculum is needed which in many cases is 50 years old; integration measures need to be taken to reduce the high level of fragmentation in secondary curricula in Africa, which leads to inefficient and over-costly delivery (for example, integrating the three sciences at junior secondary level); curriculum content must be reduced and 'cleaned up' alarming wastage rates must be lowered; school attitudes towards secondary learners (who continue to be treated as children); should be revised evidence-based guidelines and improved advisory services for teachers and heads must be taken up. Asia has made good use of distance and second-chance education, providing relevant and marketable certification, particularly in the case of secondary education equivalency programs for older adolescents and adults. In Africa, ministries of education and of finance and economic planning are only starting to communicate. The debate on secondary education has only just begun in Africa and needs to be accelerated, not to produce a perfect model of secondary education, but to develop a functional vehicle that moves.

Ms. Magdalena Juma, of the African Virtual University (AVU), pointed to government constraints across Africa in financing tertiary education and to the resulting crisis in limited access and quality delivery. AVU is a technol-
ogy-based distance education program leveraging information communication technology, in order to increase access to university and to improve the quality of tertiary programs. In the AVU system all students receive the same high quality of programs, and constraints of time and space are reduced. There are now 34 AVU learning centers in Africa and there are plans for setting up 66 centers in 56 countries by 2007. A four-year degree and a two-year diploma in computer science are available for anglophone students (to be offered in French by 2004) and a degree and diploma programs in business studies will start in February 2004. Teacher training and public health programs are currently under consideration. AVU has been established in three stages. The first phase started in 1997-99 and reached 23,000 students in full semester courses and an additional 3,500 participants in the AVU executive seminars. Two types of programs are offered: degree and diploma programs, and short courses (continuing education). The latter aim to impart skills, knowledge and attitudes that are essential for business and the knowledge economy, to upgrade workforce skills and to enable Africa to take advantage of changing technology.

Innovative characteristics of the AVU approach include the transformation of lecturers into learning facilitators; while the technology transmits the bulk of course content, learners become increasingly active in their own learning. A mixed mode format is used for the current AVU courses, combining internet and intranet access, satellite TV broadcasts and video, e-mail discussion groups, a digital library and CD-ROM materials. Furthermore, there are inputs from local facilitators whose role is to give explanations on request, and to provide assistance, feedback, assessment, and print material when needed. The courses are market driven and regularly updated; they acknowledge the prior learning and work experience of learners, and provide advanced placement opportunities. The aim of AVU is to complement conventional universities, not compete with them.

Continuing challenges were noted as slow internet connectivity, unfavorable communication policies in some countries, high telecommunication costs, lack of ICT skills, prevailing hesitant attitudes towards technology-enhanced learning and lack of positive support from some of AVU’s university partners. At the start, it was difficult to obtain international accreditation for the AVU degree. Despite these drawbacks, AVU established itself as a fully fledged inter-governmental organization, based in Nairobi, with increased participation of African academics and professionals in content development and delivery, and it is expected to be a pivotal program in promoting increased access to tertiary opportunities to a wide range of students in the future, in addition to breaking new ground with regard to the quality of learning outcomes. AVU will promote increased use of ICT across the education sector and provide training in this field to educators and education managers at all levels. It will also be active in promoting national ICT policies responsive to education needs throughout the sector.

Mr. James Adu Opare, of the ADEA Working Group on Higher Education, presented an example of the contribution of higher education to the development of primary education. Simultaneously with a ministry program in the 1990s to improve the quality of primary
education in Ghana (Improving Educational Quality or IEQ), the Faculty of Education in the University of the Cape Coast established a research center, CRIQPEG (the Center for Research on Improving the Quality of Primary Education in Ghana), to focus on classroom mechanisms for enhancing teaching and learning, to facilitate dialogue within the education system and beyond, and to document IEQ. CRIQPEG activities included monitoring the distribution and use of textbooks and teacher guides, close observation of classroom practice, analysis of challenges facing English learning in schools and interventions responding directly to problems noted in language learning. In addition, CRIQPEG research activities supported the increased participation of communities in school management by sharing research findings across the community, and inviting discussion and community-driven program planning in schools. The center worked intensively with seven schools.

The baseline research findings confirmed practices found in many countries: (i) in most cases textbooks do not reach the hands of learners, even in well funded donor-supported programs (in this case a 1:2 ratio of provision); (ii) teachers do not change their behavior; even when textbooks are available in the school, they continued to copy on the board and have students copy, too (due to fear of sanctions against them if textbooks are damaged or lost by pupils); (iii) teachers consider the international language used in textbooks as being beyond the range of learners’ capability (this was confirmed by the study) and, (iv) that the national language policy for education is in most cases not known or practiced. A variety of unapproved language teaching practices, involving two or more concurrently used languages, were observed in different locations. The study concluded that modified and explicit textbook management policies at classroom level are vital for effective textbook use, that the language of instruction needs focused attention, and that special supportive programs are required to change teacher behavior in the classroom. IEQ interventions succeeded in improving international language proficiency over 18 months but did not manage to eliminate the rural/urban divide, which is related to rural pupils’ lack of exposure to the media and to print materials, and limited opportunity for practice. Gender disparities remained significant in terms of access (45.9 per cent of the pupils were girls), though not with regard to performance. Preference for English use in schools is strong in Ghana, which has recently revised the national education language policy and now requires the use of English as a medium of instruction from the first year of primary. In summary, the speaker noted that the contribution of a university—in the form of the involvement of a research center in this case—can be of significant value in an education reform process focusing on improving the quality of education, particularly in classroom-based and school-based

9. Ghana has 60 national languages, not all of which are used as languages of instruction at school. The education language policy required the use of a national language as a medium of instruction during the first three years (but not necessarily the first language or known language of all learners), with English taught as a subject, and then used as a medium of instruction in the fourth year of schooling. The policy has recently been revised.
research and intervention.

Ms. Tisna Veldhuyzen Van Zanten, of the International Development Group, discussed strategies used for quality improvement in the health sector. She listed some of the major challenges in Africa as low vaccination coverage, avoidable high maternal mortality ratios and the spread of HIV. Intermediate quality challenges included clinics with low standards of hygiene, and long waiting time in clinics competing with labor priorities. Clearly, improved health services are required.

Strategies for sector improvement in health are not intrinsically different from those in other sectors. They are premised on identified gaps between goals and reality. Standards are defined, and appropriate strategies selected for reaching those goals. Quality in the sector is defined not only by the ministry of health but by the consumers, for example, women. Local teams are set up representing all stakeholders, and simple health development plans are formulated, implemented and regularly monitored. Strategies used in the field reflect local constraints. For example, if blood tests cannot be carried out for malaria, any fever is treated as malaria, since in 90 per cent of cases it has indeed been found to be malaria-related.

Health sector local committees are the equivalent of school management committees drawn from the community. The health sector specialist recommends regular committee consultations and the use of clear guidelines on monitoring and evaluation procedures. Second, school committees should be encouraged to develop their own indicators and to take increasing responsibility for sector reform. This has proven to be empowering and rewarding. Third, to accelerate improvement, school committees in a given zone should be given the opportunity to meet in order to compare indicators and findings, and to modify their implementation strategies in the light of these discussions. Fourth, parents or consumers in the locality beyond the committees should be continually sounded out on school processes and outcomes. It is the experience of the health sector that localities frequently devised their own workable and efficient solutions to chronic problems that authorities at central level are unable to solve.

Discussion

A Deputy Minister of Education cautioned that secondary school programs in Africa are constrained in terms of goals by a significant number of students applying for foreign university programs, given the limited number of places available in African universities. This means that African secondary school programs need to be internationally accredited for the purpose of university entrance. A minister requested research findings on the learning outcomes related to integrated versus separate science subjects at junior secondary level. It was reported from another country that nationals have felt cheated by a donor driven integrated science program, which people felt would limit their later participation in global advances in science and technology, and would isolate Africa from the rest of the world. Another speaker wished to know more about “cleaning up” the curricu-
A minister of education described the dilemma of improving secondary schools, ensuring equity across the nation in terms of school provision and improved provision in disadvantaged areas, while promoting national cohesion through the secondary sub-sector. The strategy chosen in her country was to establish one good secondary school per district, and to transfer the best ten students per country to secondary schools outside their districts, in order to give all secondary students national exposure. This was seen as a strategy for transformation, for opening children’s minds to wider issues outside their locality.

Participants from the floor were clearly interested in the modalities and technology used by AVU and requested more information on the subject, particularly on the rationale for the technologies used and the costs involved.

For all the talk on secondary schools, education planners from the floor reiterated that donors were still concentrating attention and funds on primary education. In terms of donor focus, it was noted that the health sector suffered from donor driven programs focusing on HIV/AIDS, while malaria continued to cause much greater numbers of deaths in Africa. Strategies used in the health sector have already been experimented in some adult education programs.

It was suggested that ADEA should set up a working group on secondary education.
Session 8: Decentralization and Diversity: The Role of Civil Society and Communities

Chair:
Hon. Mr. A.R. Danny Faure, Minister of Education and Youth, Seychelles

Panelists:
Mr. Boubacar Niane, Ecole Normale Supérieure, Dakar; Mohamed Chérif Diarra, Coordinator of the ADEA Working Group on Finance and Education; Mr. Alassane Ndiaye, Ministry of Vocational Education, Literacy and National Languages, Senegal; Mr. William Rakotoarimina, Ministry of Secondary and Basic Education, Madagascar; Mr. Taryam Paul Ilboudo, Swiss Organization for Workers’ Solidarity (OSEO), Burkina Faso; Ms. Deborah Glassman, Save the Children, USA; Mr. François Gérin-Lajoie, Paul Gérin-Lajoie Foundation, Canada; Mr. Jordan Naidoo, Harvard University, USA

The session moved to another potential mechanism for effecting quality change, namely decentralization and the diversification of education systems, and harnessing the effective participation of local communities.

Mr. Boubacar Niane, of the Ecole Normale Supérieure, Senegal, described decentralization as having many facets. One important mechanism for quality improvement in schools was that aspect of decentralization known as local partnership, involving the contracting and the devolution of decision-making to school-level, which have proved particularly rich in liberating creative energy for reform. Solid partnership at local level holds out hope for increased local funding for education, if transactions are transparent, and an end to dependence on externally-funded projects. The classical insularity of the school is being broken down. ICT has its role to play in opening up schools to new sources of information and management. However, persistently conservative teacher attitudes and aggressive trade unions continue to constrain the access of new applicant profiles into the teaching profession. Diversification of education programs, particularly those targeting disadvantaged populations, such as the nomads’ program in northern Nigeria and the non-formal centers in Burkina Faso, exemplifies another facet of decentralization and contracting, where programs are devised with specific populations in mind and flexible structures operate to respond to demand. Guinea and Uganda have progressively devolved decision-making to regional and local levels, which has brought about increased local planning and implementation of budgets, which has, in turn, resulted in improved local financing for education. The growth of private schools across Africa, with relatively autonomous management styles, has provided models for emulation. Instances of improved learning outcomes associated with decentralized and diversifed systems were cited in Nigeria, The Gambia, Senegal, Uganda and Mauritius.¹⁰

Outstanding issues remain the extent to which central authorities will devise strategies for ensuring equity of educational provision between historically privileged and historically disadvantaged areas, and the availability of capacity building and preparation at regional and local levels prior to decentralization.

Mr. Mohamed Chérif Diarra, Coordinator of the ADEA Working Group on Finance and Education (WGFE) based in CODESRIA, Dakar, examined the financial management of education in three decentralizing states, Mali, Uganda and Nigeria, taking into account the deconcentration and devolution stages of the exercise. The rationale for this type of analysis is the increasingly shared view that to sustain quality improvement in education, supportive contexts must include the financial and technical resources at local level and the effective management of those resources. The overall aim of decentralization is to increase community participation and to strengthen democratic processes of decision-making. While there are commonalities in the three cases, differences arise not so much due to differing financial management structures but in relation to contextual variations, country by country. Those differences, described as “huge variations,” relate to what happens at the operational level where the decentralization process has in some cases compromised efficiency and the provision of good quality education. While in theory several responsibilities and powers have been formally devolved to lower levels of government, the transfer of financial, material and human resources has been slow. In all cases, skilled and qualified personnel were lacking in administrative, financial and pedagogical fields, which seriously threatened the success of the decentralizing process. In conclusion, it appears that the process of decentralization cannot be stopped, and it is in the interests of states to reinforce capacity building at regional and local levels, and to ensure efficient devolution of funds.

Mr. Alassane Ndiaye from the Ministry of Vocational Education, Literacy and National Languages, Senegal, noted the decline in the capacity of governments to resolve development problems since the spread of globalization and, in this case, to deliver effective education in Africa. The faire-faire strategy, “making things happen,” developed in Senegal, is founded on the need to draw on all stakeholders in society to enhance the capacity of the education sector for playing an effective role. Faire-faire is both a policy framework and a strategy for facilitating the entry of diverse partners in education management and supply in the country. Partnership between government and civil society organizations, supported by external partners, is the basis for a decentralized management system of education and provides mechanisms for diversifying the sector. The groundbreaking faire-faire strategy adopted in the 1990s in Senegal not only provided significantly expanded access but has improved the quality of programs offered to adult learners, out-of-school youth and disadvantaged children. It is characterized by cooperation, support and participation, using a framework for cooperation, and significantly developed national capacity in program management and implementation. As many as 500 skilled program managers are now in place, compared with 90 eight years ago.

The major weakness in the strategy identified so far has
been the lack of involvement of local authorities, despite decentralized structures set up in 1997, devolving the responsibility for the management of literacy programs to regional and local levels. Another challenge remains effective data generation and management at all levels, including central level, with regard to innovative education programs. Furthermore, while community participation in school management has increased over the decade, there is no experience reported of local participation in curriculum development.

It has taken time and considerable political will to effect change in an overly centralized system. This was attempted in 1972 but only succeeded in the 1990s. It has resulted, in the education sector, in a wide range of alternative programs in the form of community schools, street schools, evening schools, study and tutorial centers. Performance has improved and a number of bridging programs and equivalencies link alternative learning centers with formal schools.

Mr. William Ratrema Rakotoarinia, Ministry of Secondary and Basic Education, Madagascar, reported an example of contracting between government and non-governmental parties, to increase the capacity of the education sector. He described the contract programs or dina, as they have been known in Madagascar, between the schools and the community, now involving 34 per cent of state schools in the country, in 56 per cent of school districts. Contracts for school development were drawn up, inspired by the traditional form of agreements between interested parties in Madagascar, with stakeholders signing on to commit themselves to carrying out their part of the program, the Ministry of Education included. In the mid-1990s the program focused on increasing access to schools. This was followed by emphasis on improving the quality of schools and learning outcomes in ongoing contract programs today. It is said that as a result of the dina program, access and performance levels have increased and repetition rates have declined. Some of the quality inputs that schools have benefitted from are the introduction of multigrade classes, with training in multigrade techniques for the teachers, increased provision of teaching/learning materials, the rehabilitation of school infrastructure, and the capacity building of local education committees, school committees and parents’ associations in school management. Implementing agencies included the UN, through UNICEF’s support to community participation, international NGOs such as Aide et Action, and others, which partnered the state in this exercise, through major externally funded programs supporting the development of the education sector. Monitoring of the program at school-level involved follow up not only of community action but also of local authorities and local education ministry units.

Mr. Taryam Paul Ilboudo, of the Swiss Organization for Workers’ Solidarity (OSEO), Burkina Faso, spoke of the continuing alienation of formal schooling from the social and economic reality of the nation, its low internal and external efficiency, the cost and the persistent low enrolment rates (44.1 per cent in 2003), in contrast to the sporadic enthusiastic activity in the non-formal sector. The short-lived nature of these projects was due to discontinuity in political structures in the country. However, the cumulative experience of experimentation, particularly in the field of adult
education, has resulted over time in national gains and lessons learned. Of particular interest is the contractual nature of the community-state partnership in satellite schools initiated in 1995; the Non-formal Basic Education Centers (CEBNF) established in 1995 for children 12 to 15 years; the well-rated REFLECT and Pédagogie du Texte adult education programs; and the relatively new OSEO-supported bilingual schools project spanning pre-school to post-primary education, which is considerably less costly than the formal system and has produced good learning outcomes to date. Sixty state, Catholic and private secular schools are involved. The careful preparatory planning phases, which include close community involvement, are reported as one of the vital components to ensure the success of the project, alongside local and flexible curriculum development. The project is an example of decentralization and diversification, giving emphasis to relevance of the curriculum content, using seven national languages and incorporating local practices and technologies into learning programs.

Ms. Deborah Glassman, of Save the Children (SC), USA, reviewed the well known Save the Children US sponsored community or village schools in Mali, during the period 1992-2003. She highlighted the innovative model that they represented at the time, which has forged new understanding on effective education, and inspired adapted models in seven other countries in Africa and a new vision of primary schooling in Mali itself. She questioned the manner in which educational projects run by NGOs with outside funding are valued and evaluated, and raised the issue of sustainability as an indicator of success.

Primary school enrolments had reached 32 per cent in Mali by 1992, and 26 per cent for girls (but only 14 and 8.5 per cent, respectively, in Kondieba District, where SC worked). In the early 1990s it was an innovation to initiate a school in one room, with a reduced but more relevant curriculum delivered in the local language by a teacher from the community, with equal numbers of girl and boy pupils, a calendar dictated by planting or harvest seasons, and a daily school timetable planned around children’s chores; with sufficient teaching and learning materials in the classroom; and schools supervised by trained village school management committees. SC started modestly in 1992/93 with four schools. There are now 800 village schools with nearly 50,000 children. USAID, which funded the project through SC USA, ends its support in 2003, although some minimal support will continue. The village schools project was inspired by the BRAC (the Bangladesh Rural Advancement Committee) non-formal schools, which have pioneered community involvement in schools. However, unlike that project, the Mali village schools have run out of external funding at a time when international cotton prices, the main cash crop of Kondieba, have crashed due to expanding free trade markets. While efforts have been made to secure state funding for the village schools for teachers’ salaries in particular, through HIPC allocations now available, little success has been reported.

Fundamental issues remain. NGOs regularly re-assess their role in promoting community participation in funding education, while states persistently renege on their obligation to provide education for the poor. The speaker opted for NGO engagement with capacity
building of communities, and continued state lobbying, preferring this to inaction. Second, she noted that the successes achieved by the project could conceivably outweigh and outlive the withdrawal of external funding. Those successes included the effective decentralized management of schools, the increased (but not wholly acquired) capacity of communities for lobbying local and regional authorities to access and secure state resources, and the influence the village schools had already had on system innovation both in Mali and in other countries. One area of weakness, among others, was identified: the failure of the external funding agency to engage with its partner on the ground, that is, the school communities, and the latter’s evident failure to advocate effectively for continued partnership, despite the efforts of SC in nurturing advocacy skills. No explanation was given for the withdrawal of funding.

Mr. François Gérin-Lajoie, of the Paul Gérin-Lajoie Foundation, Canada, described another decentralized model, involving the local training of teachers to improve the quality of classroom teaching and learning in Niger. The model was premised on the recognition that unskilled teachers are intelligent adults well able to play a major role in their own training and that participatory learning on the course would enhance teaching skills. Head teachers were involved from the start in the planning process, since they would play a vital role later in monitoring teaching skills and in including their school staffs in the training process. Sixty untrained teachers were involved, after a one year experience in the classroom. After only a few months, school performance improved dramatically in the annual primary leaving examination. The Foundation is staffed by experienced educators from Canada skilled in promoting the transfer of knowledge and skills between peers. It has set up a network, Educators Without Borders, to facilitate north/south linkages.

Returning to the general theme of decentralization, Jordan Naidoo, from the Graduate School of Education, Harvard University, reviewed about 20 examples of education decentralization in Africa. Decentralization of an education sector is commonly embedded in a context of wider political reform. In the case of decentralizing education the aim is generally to give more decision-making power to local communities (a political agenda) and, in many instances, to widening the resource base for education (a fiscal agenda). Reportedly, decentralization of education takes many forms across the world, ranging from limited authority at school council level over non-personnel budgets operating under strict performance contracts, to almost complete autonomy. Motives driving education sector decentralization are multiple and at times contradictory. Management functions retained at central level include financing, curriculum development, teacher education and examinations, while those more readily distributed to lower levels include school governance, utilization of recurrent or discretionary budgets, textbook management and buildings maintenance. One of the goals expressed has been the improvement of the quality of education delivery. At present there is little evidence of this, due to lack of information on reform outcomes, the difficulty of measuring learning outcomes, and the fact that decentralization processes are still at early stages. Experience in some countries has indicated, however, that families, teachers and communities want to get
involved in school management and that local officials are willing to partner community initiatives. There are some areas, however, where local communities and officials are not interested in involvement. In most cases, local communities and officials are not yet equipped to support schools effectively.

It was never expected that management reforms alone could improve the quality of schools. They need to be complemented by resources for essential inputs and strategies for improving instruction. It will be important in the future to collect information on better performance, better teaching and learning processes, improved school management, greater efficiency in resource allocation and service delivery. Decentralization plans need to connect “key issues of organization of instruction, planning of programs, course content, financial management of funds and personnel management.”

Discussion

It was pointed out by a minister from southern Africa that decentralization has costs. New layers of decision-making are created. He noted that quality outcomes of decentralization can be compromised when regions have unequal access to natural or other resources. He appealed for countries with experience in these matters to pool their experience of subsidizing and giving extra support to the least disadvantaged regions.

Another minister focused on the importance of involving parents in schools, of encouraging them to ask questions and demand information on the functioning of schools. It was not enough, as many participants noted, that parent committees and school boards existed. The need is to empower them and tool them for the challenge of effective and informed school management; and to extend these skills to a wide range of parents.

Another issue of significance was the extent to which teacher management is devolved to local and school community levels, as an official from Mauritania pointed out. This involves the monitoring, payment, hiring and firing of teachers. While localities generally preferred hiring local teachers, some localities would benefit from hiring teachers from outside their borders, and in the interests of fostering national unity, movement of at least some teachers across regions would enrich schools. The Biennale also noted the difference between on the one hand decentralizing education systems that had put in place mechanisms for directly funding local education authorities, schools and school communities, and, on the other hand systems that had not yet reached this stage.

The meeting reviewed the differing modalities of decentralization, deconcentration, devolution and diversification. The role of NGOs in decentralization was discussed, including the issue of their entry and exit from localities, and the possibility of their continuation in some areas—and the ensuing implications. Particip-

pants also pointed to the common experience of gender issues needing special attention during decentralization, which can exacerbate gender disparities instead of diminishing them, due to untrained planners and lack of female education officers at local levels. Furthermore, the multiple and sometimes confusing and possibly contradictory roles of heads were examined, resulting in recognition that the school heads need increased support during the transition to decentralized school systems.

With regard to curriculum localization and diversification, it was noted that one major aspect of decentralization and diversity has always existed, namely curriculum delivery by each individual teacher. This aspect of decentralization may have been neglected in discussion on decentralization so far. One of Africa’s great scholars, Professor Kizerbo, said that, in his opinion, despite many attempts at curriculum renewal in Africa, the wisdom of tradition had still not penetrated school systems and had not been incorporated into curricula.

From the fifth session onwards, delegates continually came back to discuss the issue of language in education. During the present session it was explained that some countries used an international language as the medium of instruction in formal primary school, while accelerated programs for primary drop-outs and particularly girls, were taught in national languages. The results or learning outcomes were comparable with those of formal examination candidates.

In conclusion, it was generally acknowledged that decentralization was not in itself a necessarily good thing. It needed planning, preparation, and funding, accompanied by an extensive program of capacity building at every level, including the central level. “In Africa we are always rushing. We must proceed with caution on decentralization,” said one minister, conscious of the many ramifications of change. Central authorities “fear to let go,” as one minister expressed it, or are simply unaware of how to enact new roles. “If we are not careful,” warned another minister, “when we decentralize the system, we decentralize corruption! And this has to be avoided at all costs!” The discussion demonstrated the wide experience of ministers with decentralization and the pool of experience and wisdom that exists in Africa on decentralization processes.
Session 9: External Partnerships, Financing and Knowledge Sharing

Chairs:
Mr. Birger Fredriksen, World Bank and Ms. Sara Moten, USAID

Presenters:
Ms. Sheila Dohoo Faure, Goss Gilroy Inc., Ottawa; Mr. Ibrahima Bah-Lalya, ADEA WG on Education Sector Analysis; Ms. Jeanne Moulton, World Bank; Mr. Kurt Komarek, German Technical Cooperation; Mr. Jacques Plante, Laval University, Quebec

The session explored aid strategies applied by development agencies to contribute to quality improvement, particularly with reference to sector-wide approaches. Reportedly, alternative approaches to education still need significant focus, as do innovations targeting quality, while implementation strategies remain a challenge to many programs, and the nature of partnerships requires review.

Ms. Sheila Dohoo Faure, from Goss Gilroy Inc. in Ottawa, expressed the view that external agencies and partner countries have been more attentive to global challenges than to supporting the local solutions needed to respond to developmental goals and that, despite what she called the rhetoric on partnership, the reality is lack of practice of partnership. This conclusion was shared by a recent seminal report conducted by 13 agencies and four partner countries. It pointed to continuing emphasis during 1990-2002 on expanded enrolments and noted the persisting challenges in achieving equity in terms of regional and gender parity, and in improving the quality of “externally supported education.” External funding has focused primarily on formal schooling, with scant support for the alternative education opportunities advocated by Jomtien, and this orientation has been emphasized by the Fast Track Initiative and the Millennium Development Goals. Further, the volume of support had not increased in accordance with the commitment expressed at Jomtien.

The sector-wide approach, espousing program rather than project support, has had some positive results, including the demonstration of external commitment to partnership, increased country ownership, improved partnership in some cases, and better coordination of external assistance. There is evidence, however, that some continued support to projects for targeting marginalized groups and for educational innovation, has its uses. SWAp is not a panacea and can, on the contrary, lead to top-down programming instead of a participatory process of planning and implementation—both in terms of external-national process and in-country process—threatening partnership and weakening the national ownership of the program; and it can exacerbate divisions among external agencies. At worst, the achievement of EFA and MDG goals by 2015 is at risk. This scenario requires rethinking the nature and practice of new partnership arrangements.

Mr. Ibrahima Bah-Lalya, of the ADEA Working Group on Education Sector Analysis, focused on program imple-
mentation, comparing it with policy formulation, basing his conclusions on a review of interagency papers on education development programs targeting quality reform, from eleven countries, which nevertheless results in continuing neglect of education for the most needy, for the poor, rural dwellers, girls, and adults, for example, and the continuing poor output of the sector in terms of learning achievement, since significant modifications in curricular and teaching practices were reportedly rare. There is insufficient recognition of the inherent chaos and complexity of education systems, and quantitative program evaluations were significantly lacking in instruments to assess the evolution of quality change in the sector. It emerged that barriers to change, despite the existence of policy reform, have limited program take-up, and they take a variety of forms. Major disconnects are identified between the intentions or policies on the part of national policy makers and external partners, and the implementation of reform. Factors hampering implementation included unresolved dilemmas between education sector needs and national budgetary constraints, within-sector resistance to change, and lack of human capacity in-country to manage complex situations, while rampant contradictions and basic anomalies persist within education sectors, such as “teachers without schools and schools without teachers.” Program design is particularly vulnerable to changes in the wider political context and to potential disconnects of various types between requirements of the policy-making stage and the stage of implementation. It is important to emphasize the significance of wide participation at every stage, particularly at the start, in order to deal with unexpected events at a later point.

The speaker made a plea for revisiting basic assumptions and fundamental approaches to policy formulation in sector development, which would incorporate attention to implementation practice. He called for a re-examination of policies that lack well developed, practical implementation strategies and for further development of implementation capacity at institutional and individual levels, within ministries, and in implementing agencies and units at every level, reaching down to schools. For example, in a situation of deepening poverty, cost recovery policy may need review or modification. Appropriate strategies have been identified to address the problems encountered at program implementation stages, such as: streamlining management practices, increased decentralization, audit improvement, improved budget processes, and greater civil society involvement in sectoral decision-making.

Program flexibility is needed in the future, to enhance responsiveness and the adaptability of programs to evolving circumstances, a reduction in time between policy formulation and implementation and clearer definition of roles in decentralizing systems.

Ms. Jeanne Moulton, consultant to the World Bank, reported on changes in Bank practices addressing quality in primary education projects in Africa between 1987 and 2002. A noticeable shift had occurred during the decade from support principally to construction and textbook provision to improving quality in education, and from focus on central ministries to support to the classroom. There had been failure, however, in transforming dysfunctional management systems and in developing ownership at all levels of the system to
“develop a sense of efficacy and take responsibility for improving quality.”

The classic “input” approach to improving the quality of education included providing textbooks, better classrooms and more appropriately trained teachers. The first two exercises have been easier to achieve than the third. More recently, the Bank supported the introduction of mother tongue into early primary classes, which has not been without its political, social, logistical and managerial challenges, and the improvement of public examination systems and teachers’ skills in continuous assessment. There have been two innovative thrusts for increasing the quality of learning: a support to radio instruction projects; and increasing children’s readiness for learning, through school-based health and nutrition activities, and through early childhood development programs. Radio instruction has remained limited due to the perceived costs of taking it to scale and difficulties in changing teaching and administrative practices. Lack of interministerial cooperation has been a significant handicap in developing school readiness programs, which to date have been too few and too small to produce conclusions.

The Bank has learned that there is high demand for education in communities and that they are prepared to build and support their own schools. However, it has been agreed by ministries and external agencies “that poor rural communities should not be asked to pay for classrooms, teachers and textbooks when more affluent urban families do not,” with the result that ministries are now being assisted by the Bank to finance key educational inputs in community schools.

The presenter listed marked improvements in financial management influenced by Bank policy that have impacted on quality of education, such as the shift to increased control of the salary payroll through the employment of contract teachers, the introduction of a budget line in ministries of education for non-salary items (mainly for textbooks), and the in-kind contribution of communities in the construction of classrooms. The Bank has successfully advocated for increased funding to basic education by donor governments, for pooling donor support, and is a strong supporter of the new completion goals for primary education, which will profoundly impact on the quality of delivery.

However, ongoing challenges were noted. There is continuing competition for scarce resources in-country: between the financing of expanded enrolments due to EFA goals and growing birth rates, and inputs required to improve the quality of education; between fund allocation for basic education needs and for the university sub-sector; and between education sector and other sectors, such as defense. Within the education sector, poor management and inefficient allocation of existing resources leads to under utilization of national resources for education, and the departure of effective leadership in a ministry brings management reform to a halt. The Bank has not succeeded, neither in making

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13. Moulton, ibid
significant improvement in management practices, despite project components addressing this very issue, nor in developing consistent institutional leadership, independent of the inputs of outstanding individual leaders. There is also much to be done by the Bank with regard to impacting on systemic processes, such as ongoing curriculum and textbook revision, scaling up successful programs; the facilitation of problem-solving through structured in-country consultation processes; and the empowerment and capacity building of school communities. Bank programs need to give more attention to evaluation and to the measurement of learning outcomes. It was recognized that improving quality was far more difficult than improving access.

Discussion
The Minister of Education, Namibia, Hon. Mr. Nahas Angula, posed the question of sharing of resources and knowledge in partnerships. He noted that partnerships come in many forms and that they can bring additional facilities, equipment, funding and technical support to African education. However, they can also create dependency, indebtedness for future generations, and may spawn dubious results such as the distortion of national policies. An example of the latter is the focus by the World Bank on primary education while national policies gave significant attention to secondary education. One ongoing challenge is the issue of program continuity, after the withdrawal of external funds and technical support, and the persistent shortfall in external assistance to local capacity building. Evaluations of externally funded programs tend to focus on external inputs and neglect to assess local inputs. Further, returns on investment are not satisfactorily addressed in such studies.

Participants pointed out that sectoral reform is not fully recognized as a wide-ranging cultural change, a shift in mental mode, learning to reduce bureaucracy, to streamline ministry operations and to be more flexible. The identification of specific skills and competencies requiring attention during the reform process needs to be addressed, such as team building and ongoing evaluation.

Ministers of education spoke of the lack of balance in partnerships: national agents could be intimidated by external staff; salary differentials were a major source of problems; and external agents were sometimes young, overconfident and inexperienced. In some cases rivalry between donors result in poor implementation of well designed program policies. On the side of governments, they wish to identify weaknesses, which they listed as potential capacity problems, conservative attitudes, poorly motivated staff, and a perception that policies were imposed by external partners. Ministers had witnessed some governments continually giving in to donors while others stood up for their policies. It was recommended that African ministries should affirm themselves, develop confidence and acquire more effective negotiating skills for dealing with external partners, especially since SWApS had produced particularly strong consortia of like-minded donors. They expressed the view that further local mobilization of resources could be carried out, together with campaigns to get wider commitment to educational reform.
“Who will pay for the mistakes of the World Bank?” asked one minister of education. Some participants were visibly stressed by some of the panelist interventions, pointing out that both industrialized and developing countries find reform a long-term challenge and that quality achievements in education represent a complex goal for every society. The Bank’s earlier stand on cost recovery was a particular point of contention, as was the fact that adult education had been noticeably ignored by project support. It was also noted that the project implementation offices created within or alongside ministries in the past were a particularly unfortunate example of top-down, undemocratic structures and procedures chosen by the Bank to effect project implementation, which had certainly been imposed by the Bank upon partner ministries. Discontinuity was not only the preserve of ministries but also a feature of Bank staffing. Ministries of education today were composed of far greater numbers of trained managers than generalizations about ministry capacity implied. In sum, to dwell on national systemic failures in African education systems was to ignore achievements. The latter point was countered by others, who welcomed explicit examination of sector failures and recommended more in-depth analysis of changing circumstances in programming partnerships so as to achieve better results in the future.

Examples of Financing and Knowledge Sharing Among Partners
Mr. Kurt Komarek, from German Technical Cooperation, reviewed the lessons learned from the experience of the German Federal Ministry for Economic Cooperation and Development to educational development in multilingual societies in Africa, over 25 years, through the implementing agency GTZ (Deutsche Gesellschaft fuer Technische Zusammenarbeit). African and international education goals has guided GTZ policies of support to education, which increasingly focus on the communication medium in the classroom as a major factor in determining learning outcomes, namely the language of instruction. GTZ programs has given growing support to first-language instruction across Africa, with the aim of making education accessible to previously marginalized populations whose languages have not figured, or which have not efficiently functioned till now, due to a number of avoidable constraints in learning experiences in their classrooms. It is premised that achievement is considerably enhanced when learning occurs in the first-language, as evidenced by a number of national and international studies on education in Africa and elsewhere, and that spread of first-language medium of instruction, particularly in the early years, would constitute a major determinant of achieving quality in learning outcomes in multilingual Africa.

Mr. Jacques Plante, of Laval University, Quebec, spoke of the complexity of achieving curriculum reform. He listed the many risks of curriculum change processes and alluded to the lack of dissemination of success in curriculum change, which often leaves countries to their own learning devices in such an exercise. In his view, curriculum reform required “courage, creativity and perseverance—and funding.” Canada has supported Senegal, among other countries, in developing a scien-
tific framework for national curriculum development, which aims at skills learning in schools. He advocated for the development of a clear, concrete, serious and financially realistic policy for carrying through curriculum reform. Pace is vital: “pressure and haste are not conducive to thoughtful reflection” and “there should be no sense of political urgency or immediacy with regard to a curriculum reform. Reform implies, above all, a change in mentality and a change in the work habits and behavior of all the educators, including the teachers, the authors of textbooks, the inspectors and school heads, the politicians and the parents. To achieve this kind of change requires the kind of patience and strategy that the famous writer of fables so wisely formulated as make haste slowly.”

The revised curriculum in Senegal was to include 75 per cent common core content and 25 per cent local content. It was intended to coordinate syllabuses across the curriculum and integrate learning so as to provide a realistic package of achievable skills in the time available to school and alternative education programs, shaped according to the teaching skills available in Senegal, the financial resources to be allocated to schools and, principally, to the needs of the learners, communities and the wider society. Curriculum change was initiated in 1996 and is ongoing.

**Discussion**

The Minister of Education, Namibia, Hon. Mr. Nahas Angula, noted that the two program approaches just described demonstrated resource sharing among partners. However, he questioned the specific approach of the first presenter to the teaching of first languages and wondered out loud if it had been nation, or donor-driven in the countries specified, given his experience of textbook production, teacher training and sustainability of such programs, in fast moving social contexts such as southern Africa, with a multiplicity of languages and small numbers of language speakers. He questioned whether the participatory nature of the Senegalese strategies quoted could not be ascribed to general decentralizing tendencies rather than to the specific strategies adopted by the curriculum change process.

One participant noted the 30 year continuing and animated debate on African languages on the curriculum and the comparative lack of action in this domain. Another reflected on the several studies on language teaching in Africa. The debate went to and fro between those well versed in the complexity of sociolinguistic issues and those new to the debate. In sum, the discussion reflected a disconnect between theory-based technico-pedagogical approaches to the introduction of first languages onto the African curriculum, and those who had long experience of the socio-political minefields of language issues in education in Africa. As one participant put it, the topic would merit a major review at a future ADEA Biennale.

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Session 10: HIV/AIDS and the Quality of Education

Round table

Chair:
Ms. Aïcha Bah Diallo, UNESCO

Panelists:
Mr. Gudmund Hernes, IIEP; Dr. Alphonse Kangah, Ministry of Education, Côte d'Ivoire; Mr. Joseph Eilor, Ministry of Education and Sports, Uganda

The HIV/AIDS pandemic seriously impacts on the education sector, young people, and teachers, endangering programs that promote quality in education. However, the education sector is well placed to make a significant contribution to HIV/AIDS prevention. The session underlined the importance of producing and updating viable HIV/AIDS data, carrying out in-depth empirical research at school-level, and developing supportive senior political leadership. The emergence of some successful behavior-changing education programs in Africa was noted.

The Chair opened the session by asking the panel to review the impact of HIV/AIDS on the education sector. Panelists described the mechanisms used by two countries coping with the HIV/AIDS pandemic, Côte d'Ivoire and Uganda, while the Director of the International Institute for Educational Planning, UNESCO, Gudmund Hernes, gave an overview of the global situation. He felt that there had been a breakthrough in public discourse in recent years, and that people in Africa were now talking about HIV/AIDS, whereas before, there had been silence and denial. He appealed for the formulation of policies for managing HIV/AIDS in the education sector, and for improved information systems on HIV/AIDS. He noted that the development of a coherent and multi-sectoral approach for tackling the pandemic, specific to each country, would be necessary to address issues effectively in differing national contexts.

On a global scale the immediate effects of HIV/AIDS are alarming. There are an estimated eleven million HIV/AIDS orphans. The disease continues to spread, now to Haiti, and to India and China. Research papers made available to the Biennale highlighted some of the most recent findings on HIV/AIDS and the education sector.

During the panelists’ discussion it was noted that ADEA had organized a sub-regional meeting for Central African ministers of education in Gabon in May 2003, inviting them to assess their readiness to deal with the impact of HIV/AIDS on education systems and providing the opportunity for planning for responses appropriate for the region to meet the HIV/AIDS challenge. Meetings planned for West African countries and for SADC in the near future were noted.

As Dr. Alphonse Kangah, attached to the Ministry of Education in Côte d'Ivoire, explained, there is increasing information on the impact of HIV/AIDS on the education sector. The key actors in the exercise of education are at risk. It is believed that teachers have a...
high prevalence rate of HIV/AIDS, the death rate among teachers infected by HIV/AIDS is high, and that schools are increasingly deprived of teachers precisely at a time when Africa is already lacking sufficient trained teachers. Ministries are losing key central and district education managers, among them their most senior and experienced planners, to sickness and death. School children are orphaned by HIV-related deaths in the family, resulting in the loss of breadwinners and the lack of school fees or the means of paying the direct costs of education. At the same time, the indirect costs of education increase. HIV/AIDS affects children in different ways across the continent, in different regions and according to their socio-economic status. In some cases girls are pulled out of school to care for the sick at home and take over increasing domestic chores to fill the gaps in female labor in the home; and school children over 15 years are at increasing risk from infection. While the studies of Bennell, Hyde and Swainson (2002) cited in the ADEA Biennale background paper “HIV/AIDS and the Quality of Education” revealed possible over-estimations in the mortality rates of teachers from HIV-related illnesses across Africa, the number of orphans, and negative effects on the education system, it is nevertheless acknowledged that immediate and focused action is needed to support systems, and to stop the further and preventable spread of the epidemic.

For primary school children, the window of hope remains the fact that children six to fourteen years—primary-age children—are the age group least infected by HIV/AIDS. Since the medical world does not hold out the hope of a cure for the immediate future, least of all for use in Africa, due to high costs and the capacity of health services the aim should be to prevent the spread of infection and to manage the disease in populations already infected. A relatively new finding is that older teenagers, 15 to 19 years, are relatively less at risk than young adults.

Unfortunately, few countries have developed sectoral policies on HIV/AIDS and education, although some countries have set up welfare systems to cater for sick teachers and their bereaved families. Côte d'Ivoire has established a unit in the Ministry of Education and the Burundian teachers’ union has made a breakthrough in supporting HIV/AIDS affected teachers.

Mr. Joseph Eilor of the Ministry of Education and Sports in Uganda, described the intensive preventive campaigns, at both community and national levels in his country. He said that three issues are significant in Uganda’s struggle against HIV/AIDS. First, in the last two decades there was a very high number of both war and HIV/AIDS orphans in the country. Second, stigmatization and victimization of HIV-infected people has been extremely hard to deal with at the start of the HIV-prevention campaigns. Third, confronting HIV/AIDS has meant delving into the most private domain, in a most public manner. However, since the government recognized that the HIV/AIDS pandemic affected the total society, it faced the problem openly and got people talking. Uganda developed a multisectoral and collaborative approach towards a challenge which was soon understood to be far more complex than a simple medical issue. A partnership was developed between the government and civil society to fight the epidemic.
Campaign planners were confounded by the fact that seven million people are illiterate in Uganda. They had to take on board the illiterate traditional birth attendants, rural community workers, women at high risk of infection, younger children as yet free from HIV/AIDS but out of school, unschooled adolescents, children in school, everybody. The aim, beyond simple information on HIV/AIDS transmission mechanisms, was to provide people with options, social tools and strategies for prevention. Women’s literacy classes were used to teach negotiation strategies. Information was provided on a variety of prevention methods, for example, the ABC approach ranging from options on abstinence, behavior change, to using condoms. There was a breakthrough when men started to declare their HIV/AIDS positive status publicly and, after training, began peer counselling.

Education sectors should all develop an AIDS-in-the-Workplace (AiW) strategy for prevention and for support to those living with AIDS and those affected by AIDS. The main program components would be: prevalence and risk assessment, education and prevention, counselling and support groups, voluntary counselling and testing, deployment and transfers, medical aid including the provision of anti-retroviral drugs, anti-discrimination, substitute teachers, and teacher support networks. Schools cannot be solely responsible for the welfare of sick children and orphans, and all the children affected by HIV. Care and attention to the root causes mean policy formulation and action on poverty reduction, child protection legislation and support for sick children and orphans. However, school-based AIDS support could address the following priority areas: identification, referral and monitoring, school feeding, pastoral care and counselling, financial assistance with fees and other school-related expenses, involvement of guardians and carers, support for children living with AIDS.

New findings on school-going habits of children affected by HIV/AIDS and of orphans are interesting. In Botswana orphans attending primary school have a much lower rate of absenteeism than non-orphans. In that society child labor requirements for the family can be met outside school hours; orphans are highly motivated to attend and succeed in school, since for many it represents the last vestige of normal life; school feeding programs are a strong pull for orphans to attend school; and the school environment is more attractive than home for many orphans. In more typically low-income countries such as Uganda and Malawi, the rate of absenteeism is high among all poor children and hardly noticeably higher among orphans, but female paternal and two-parent orphans in Malawi have significantly higher absentee rates. These findings point to the need for school-level research, highlighting the danger of treating HIV-infected populations (teachers or children) as one homogeneous group, and for identifying children most at risk of exclusion from the system, and for demonstrating the benefits of targeted programs.

In terms of teacher focus, the most high-risk groups of teachers—to be identified in each country—should be the main target of prevention programs. In most countries primary teachers are more at risk than secondary teachers, since they have lower levels of education and professional training than the latter. The link between
socio-economic status and AIDS mortality indicates lower mortality levels in higher income groups, and better resourced nations. Gender is a factor in determining the higher rate in Namibia and Tanzania of mortality among male teachers, while female primary teachers in Malawi and female secondary teachers in Uganda form the highest risk groups. Marital status differentiates between the mortality rates of teachers, for example, in Botswana. Teacher mortality rates have declined in several eastern and southern African countries due to changes in behavior and the availability of life-prolonging antiretroviral drugs in countries. Botswana has made ARVs freely available to public servants, including teachers, for the last five years, cutting the projected mortality rate of 3 per cent among teachers to only 0.5 per cent. Prevalence rates among teenagers 15 to 19 years are less than in the general adult population and much lower than those collected at sentinel pre-natal clinics. “Not all teenagers are sexually active and many are now using condoms”,15 which points to the opportunity for schools to make a major contribution in keeping young people and young adults free from AIDS in the future. In conclusion, a correlation between level of education and behavior change has been reported, making a strong case for strengthening HIV/AIDS education in schools and elsewhere. Another correlation between declines in prevalence and urban residence (relating only to teachers), for example, in Uganda, Malawi and Zambia, indicates that ready access to information on HIV/AIDS and the capacity for change in urban settings has produced new behavior patterns.16 The overall message is that change can be effected and that education is a key factor.

A weakness common to HIV/AIDS impact studies and statements is the tendency to treat teachers or schoolchildren or orphans as homogeneous groups. Another problem is the lack of viable data on teachers, and school populations, HIV/AIDS or even mortality rates; HIV/AIDS projection prevalence rates are difficult to calculate. It is estimated, overall, that the tragic loss of schoolchildren and teachers from schools for AIDS-related reasons, will be balanced, but that recent increases in teacher training capacity in several countries could produce a surplus of qualified teachers by the end of the decade. It was concluded that in-depth empirical research in schools is necessary to estimate the level of support needed in the education sector.

Discussion
The demonstrated link between HIV/AIDS and poverty was highlighted by participants, taking up one of the major points in the Biennale background paper. They also noted the level of allocation of national funds to programs managing the pandemic. The continuing delay by many governments in confronting HIV/AIDS and drawing up of comprehensive intersectoral national plans of action has meant that the disease continues to spread in most countries. Some governments had only started, in 2003, to commit to HIV/AIDS management on a national scale.

16. Bennel, P., ibid
The experience of small NGOs on the ground trying to develop partnerships with donors to fight HIV/AIDS was problematic, due to the misconduct of some NGOs. A climate of suspicion and mistrust had grown up between donors and NGOs in general, as reported by an eminent academic. Partners should find a way of working through this dilemma and moving faster into effective action. A spokesman from the teachers’ unions noted the progress that the unions had recently made in at least 15 African countries, addressing the plight of teachers and establishing welfare support systems for teachers affected by HIV. Unions have also become involved in preventive education programs for children.

While it was useful for public figures to declare their HIV/AIDS status openly, it is also important, said one observer, for private individuals, community and family members, to declare their status so as to impact more directly on the understanding and behavior of those closest to them.

Ministers noted that despite the increase of school enrollments across the continent, traditional beliefs remained strong. Such beliefs have impeded the understanding that HIV/AIDS is preventable and that individual action is paramount for controlling the pandemic. The education sector has a major role to play in dispelling the belief that spirits and esoteric forces are responsible for the spread of HIV. Evidence is mounting that education can turn the tide. But it has to be the right kind of education. It has to be a behavior-change oriented education.

In conclusion, the Chair reminded participants of the words of former President Mandela: “We, all and each one, have to take responsibility for stopping HIV/AIDS.”
Launch of the 2004 Akintola Fatoyinbo Award

ADEA launched the third competition for the Akintola Fatoyinbo Africa Education Journalism Award on December 4, 2003 during the second day of the ADEA Biennial Meeting in Grand Baie, Mauritius. The Deputy Prime Minister and Minister of Education of Lesotho, Hon. Mr. Lesao Archibald Lehohla, declared the third competition open and expressed the hope that the award would encourage the press in Africa to join with other stakeholders in promoting quality education for all. He noted the vital role of journalists in informing and educating the public, and the responsibility they bear for the information they provide, the opinions they shape and the values they propagate.

The award was inaugurated in 2001 to promote coverage of education in the African press, in order to encourage the writing of articles on education and to contribute in a pivotal manner to public debate on education in African countries. Four journalists receive an award each year and are invited to join a study tour consisting of training modules in education and visits to major media organizations that have departments dedicated to education. Partner organizations and media houses having participated in the Award activities are the following: The Vanguard (Nigeria), Le Monde de l’éducation, Libération and RFI in Paris and The Times Educational Supplement and the BBC in London.

Ms. Thanh-Hoa Desruelles, ADEA’s Publications and Communication Officer responsible for coordinating the Award, reported on activities related to the 2003 edition.

The previous year’s winners, who included Sabrina Quirin of Mauritius and John Eremu of Uganda, recognized that their professional skills and writing on educational topics had improved as a result of participating in the competition. Professor Alfred Opubor, the coordinator of the ADEA Working Group on Communication for Education and Development, spoke of the role of the award in promoting media interest in the drive for education for all, and furthering debate on education systems that promote relevant and effective learning for all in Africa.
PART THREE: BREAKAWAY WORKSHOPS

Workshop 1 - Policies and Funding

Workshop Chair:
Ms. Bridget Walker Muiambo, Irish Department of Foreign Affairs, Maputo

On the afternoon of Day 3 of the Biennale, three break-away workshops took place while the Ministers’ Caucus met. The purpose of the workshops was to give time for in-depth discussion on some of the salient points of the meeting and to ensure that participants had the opportunity, in smaller groups, to probe issues relating to the quality in education and regarding policies and funding; strategies and actions in schools and classrooms; and partnerships.

The objectives of the session were to identify promising perspectives for future focus and convergent trends in relation to ensuring improvement in the quality of education, and to review current policies supporting quality improvement, together with the underlying principles of those policies, and options available for future action. It should not be forgotten that the concept of quality education includes universal access. Yet in reality, the workshop noted, the so-called marginalized groups or children in difficult circumstances describe the majority: children out of school, children with special needs, street children, orphans, etc. A quality system means effective provision for all children. Abolition of school entry selection mechanisms has dramatically increased enrolments in some countries. Both Jomtien and Dakar underlined the need for renewed support to adult education, but it remains to be seen if the new millennium will give sufficient focus to this vital element of EFA. The workshop expressed the need for dispelling the myth that quality education is over costly, noting that, on the contrary, inefficient education is expensive and wasteful.

Eight topics were proposed for discussion, which resulted in the following conclusions:

- Peace is the prerequisite for providing educational quality.
- African governments are ultimately and solely responsible for the formulation of national policies on education.
- Steps must be taken to ensure quality of education for all children of the nation, with no exceptions.
- Priority should be given to universal access to education, emphasizing quality education appropriate for a diversity of learning needs.
- It is important to ensure that learners in all schools
receive the full complement of school time officially allotted to them; and, according to the principle of equity, that poor children receive good education. Relatively more resources should be allocated to the most needy.

- School projects focusing on quality improvements should be supported.
- Quality improvement of education in Africa should take stock of the specificities of the teaching/learning context, namely, the geographical location, culture, immediate and developmental needs (and the marketability of the school leaver); and adopt a holistic and systemic approach to planning and reform.
- Education management systems must define the roles and responsibilities of the different actors at each level in order to effectively decentralize decision-making.
- A favorable context should be established for promoting a literate environment which, in turn, will have positive impact on school learning.

The second stage of the discussion focused on identifying criteria and strategies for guaranteeing efficiency and equity in financing quality education and on proposing an indicative framework for cost-effective investments. The group drew up the following recommendations:

- Diversify education financing resources.
- Reaffirm the commitments made at Dakar by the international community regarding the financing of realistic action plans.
- Make increased and better use of low-cost solutions for improving quality—which may not necessarily be easy to implement—for example, increase learning time, rationalize teacher deployment, review classroom cost-reduction options.
- Review strategic options regarding high-cost options, for instance, teacher recruitment profiles, teacher remuneration, and teacher education, support and development.
- Confirm the goal of free primary education, state by state, and recognize the absence of such an objective. Implementation will depend on the resources available to each state, which should prioritize strategies with this in mind, while maintaining equitable access to educational opportunities. Cost-sharing between state and parents may be considered as a viable financing option at post-primary level.
- Allocate a minimum of 20 per cent of the overall budget to education, of which 50 per cent should be reserved for primary education.
- Allocate at least 3 per cent of GDP to education, of which at least 40 per cent should go to basic education.
- Develop a common understanding of the concept of basic education, to guide budgetting within the education sector.
The second workshop aimed to identify strategies for improving the skills of teachers and for supporting effective learning within classrooms; and to describe the conditions required for the successful implementation of reforms targeting classroom and school transformation. Discussion centered on four principal topics, namely school-based reform, teachers as change agents, curriculum adaptation, and language in education. It resulted in the following conclusions:

- **School-based reform focused on quality of teaching and learning practices:** The workshop affirmed that “the classroom is the theatre of qualitative educational change” and that education reform has primarily to be manifest at that level. Despite decades of research in the classroom, observers were still in need of refining standards and tools for satisfactory assessment of the many complex activities at classroom level and for listening better to “the voices of teachers and learners.” Second, institutional and classroom change needed the support of a wide range of actors in the community, through to central ministry level, and an effective communication strategy for binding the strategy into a concerted and focused exercise. Behavioral change in the classroom was seen as a long-term process, requiring training, reinforcement and political will.

- **Teachers as agents of change, not miracle workers:** Among the numerous change agents required to transform schools and learning are the key ones, namely teachers. However, it would be a mistake to expect them to be miracle workers. The currently devalued corps of teachers needs to be valued; their image needs upgrading and professionalizing. Consequently, emphasis needs to be placed on improvements to teacher education institutions, developing the skills of teacher educators, and supporting teacher networks. Teachers today need not only to develop a broad range of effective teaching skills and the capacity to deliver classroom innovations. They also need counselling and guidance skills. Finally, teachers can be encouraged to assess their own classroom behavior and to find ways of improving their practice in partnership with their peers.

- **Adapting curricula to the local context:** Participants recognized that the educational enterprise—schools, education institutions and centers across the entire sector—has to focus on providing learners with the skills for functioning effectively in the present, and for coping with future challenges. Discussion ranged over general academic curricula, alternative curricula and work-related training. A sound curriculum was seen to be one which roots learners in their cultural tradition, in relation to the wider world. “Core” or common knowledge was distinguished from knowledge in the immediate local context, which might differ across localities, social
Multilingual education: The workshop noted the “longstanding and unresolved debate” on language policies in education. Three perspectives, the political, pedagogical and practical perspectives, were reviewed. The first two perspectives point to the political right of children to learn in their own language and develop their own socio-cultural identity, while stressing the efficiency of learning in the first language. The third perspective takes on board the future needs of a fully functioning citizen in Africa, requiring not only proficiency in the first language but also in a western international language. At the same time, the group tentatively acknowledged that efficient system planning requires a limit to be set on the number of languages any one education system can deal with effectively.

**Workshop 3 - Partnerships for Quality**

**Workshop Chair:**
Ms. Nancy Foster, CIDA, Quebec

The third workshop was asked to examine local partnerships, and focused mainly on strategies for creating conditions that can contribute quality improvement through school-based management. At the start of the discussion it was recognized that “partnership” is not an easy concept. Unpacking the notion has implications for the definition of structural issues and determining codes of conduct. At the World Education Forum in Dakar, 2000, the concept of partnership was enlarged beyond the ministry of education and school principals, to teachers, students, parents, district and local education officers, community bodies and associations, that is, to all the partners who impact on learning and schools.

First, in reviewing policy dialogue at school-level, it was noted that the process of decentralization of education management and administration requires an institutional framework, which should define the functions, powers and composition of the school governing body, whether school board or management committee or parent/teacher association. It should differentiate clearly the roles of the school board, the school, the district education office and the ministry of education. Guidelines need to be provided for each of these bodies and their agents. Input and support from the district education office and the local inspec-
tor would be essential if funds are devolved to schools. The school governing body needs to produce a development plan for the school and should start off with fairly limited aims. Some “quick wins,” like improving the school buildings or redecorating classrooms, would help to demonstrate initial improvements, before moving on to more technical inputs such as buying books and learning materials.

Parents need to be convinced that they have a contribution to make to the improvement of the school. The Ministry of Education should initiate training programs to change parents’ perceptions of the school. The Ecole des Parents project, of the Fédération Africaine des Associations des Parents d’Elèves et des Étudiants (FAPE), which has received technical support from COMED, is an interesting example. The culture of public accountability, which already exists in some areas, will help to promote the involvement of parents in school management, as will a culture of participation.

With regard to partnerships at national level between governments and the international agencies, assumptions regarding the term partnership were questioned. It was generally considered that inter-country partnership continues to be an unequal relationship rather than a joint endeavor, at times dictated by the ideological agenda of the more dominant development agencies. Working relationships can be dictated by the international partner’s pace, culture and needs, rather than by those of the ministry.

Although ministries are said to be “in the driver’s seat” in sector-wide approaches (SWAps), this is not necessarily the case. Appropriate local solutions can be sacrificed for global templates or blueprints on educational reform. The approach adopted is contingent on the country context and on the degree of freedom each agency has to use different combinations of modalities. SWAps and projects are seen as complementary approaches in the process of working in partnership with the host government. The notion of partnerships for capacity development, is another indicator of paradigm change, that is insufficiently clarified. It is important to emphasize the need for harnessing local knowledge and experts in each country in the broad exercise of capacity development. It was concluded that the discourse has to change, in recognition of the fact that it is African governments, rather than funding agencies, who pay the largest proportion of the education budget.

Institutional capacity strengthening within ministries would facilitate the adaptation of funding agencies to existing ministry systems and discourage the imposition of foreign ones. To participate effectively in more equal partnerships, ministries of education need strengthened capacity in relation to:

- policy planning and management;
- financial monitoring and accounting;
- monitoring and evaluation.

Above all, ministries need to develop stronger negotiating skills so that the unacceptable practices of donor agencies mentioned by ministers during the Biennale can be avoided. Further, field representatives of agencies involved in supporting country programs must be made accountable, like the civil servants in the Ministries with whom they work. The workshop’s final
conclusion was that there appears to be a disconnect between the partnerships among key stakeholders at local level and those at national level, among the multilateral, bilateral and international non-governmental organizations. A culture of public accountability and a culture of participation were seen to be vital elements for improving the quality of what happens in school.

It was recommended that ADEA consider commissioning two pieces of research in order to increase understanding of different types of partnerships: one to explore the role of parents in school governance, and the second to investigate apparently successful partnerships between host governments and funding agencies.
The Caucus of Ministers of Education met on December 5, 2003, during the Biennale. The meeting had two parts.

Hon. Prof. Daniel Ona-Ondo, Minister of Education of Gabon, and Vice Chair of the Caucus of Ministers, chaired the first session of the Meeting of the Caucus of African Ministers of Education, ADEA. Several items were discussed: The implementation strategy of NEPAD in the field of education, peer review as an instrument for sharing and cooperation among countries and between educationists; a proposal made by OECD on providing education opportunities for children with disabilities.

The Minister of Education from South Africa underscored the role of NEPAD in the development of the continent. He noted that education was one of NEPAD’s eight priorities for African development and explained how NEPAD would enhance education sector program implementation. Mr. Mboya of the NEPAD secretariat, presented a paper on the education component of the NEPAD program, listing the eleven NEPAD areas of intervention in education. The priority is EFA, followed by increased attention to distance education modalities and to teacher education. Mr. Mboya appealed for urgent action by all ministers of education on the eleven designated areas of action. He outlined the peer review process proposed by NEPAD, and the importance of finding African solutions to African challenges. African countries were urged by NEPAD to focus on governance issues, which were directly related to reducing conflict across the continent. It was necessary, he pointed out, to avoid the pitfalls of the past.

On behalf of the Working Group on Education Sector Analysis, Mr. Sack and Mr. Debourou reviewed the OECD peer review process, identifying strengths and weaknesses, noting that the outcomes have not been of unequivocal benefit to the reviewed sectors. WGESA was to carry out a pilot review of two African country education sectors, in order to assess the value of this type of assessment for the education sector in an African context. Finally the Caucus listened to a presentation by Mr. Evans of the OECD on providing education opportunities for children with disabilities and on OECD education developments that might be of inspiration to the African continent. The ministers concluded that since education for children with disabilities has existed for some decades in Africa, but was limited due to costs, it would be useful to carry out a region-wide survey in order to document lessons learned to date.

On the same afternoon, the second session reviewed the
Bureau of Ministers’ activities over the last two years, and was chaired by Hon. Mr. Louis Steven Obeegadoo, the Minister of Education and Science of Mauritius. Hon. Mr. Ona Ondo, vice-chair of the Bureau made a report about the activities of the Bureau since the last Biennale in Arusha, 2001. The meeting took the opportunity to re-state the mission and objectives of ADEA, the role of the ministers in ADEA and took note of the expectations of the ministers with regard to the roles of the Bureau, the Caucus and ADEA. The subject of the financial contribution of ministries to ADEA was raised; sub-regional cooperation and exchange, global EFA monitoring processes, peer review and new procedures governing the election to the Bureau of ADEA Ministers were unanimously adopted.

The Caucus then carried out elections for the new Bureau of Ministers of ADEA, representing the five regions of the continent, namely Western, Eastern, Southern and Central Africa, and the Indian Ocean.

The Bureau of Ministers is now composed of the following ministers and member countries:

**Western Africa:**
Hon. Mr. Fabian N.C. OSUJI, Nigeria;
Hon. Mr. Alpha Tejan WURIE, Sierra Leone;
Hon. Mr. Mamadou Lamine TRAORÉ, Mali

**Southern Africa:**
Hon. Mr. Simao PINDA, Angola;
Hon. Mr. Alcido Eduardo NGUENHA, Mozambique

**Central Africa:**
Hon. Prof. Daniel ONA-ONDO, Gabon;
Hon. Mrs. Rosalie KAMA-NIAMAYOUA, Congo

**Eastern Africa:**
Hon. Mr. Kilemi Valerian MWIRIA, Kenya;
Hon. Mrs. Jeanne d’Arc MUJAWAMARIYA, Rwanda

**Indian Ocean:**
Hon. Mr. Louis Steven OBEEGADOOO, Mauritius.

The Caucus of Ministers also elected the Chair of the Bureau of Ministers, Hon. Prof. Daniel ONA-ONDO, Gabon, as well as the Vice-Chair, Hon. Mr. Louis Steven OBEEGADOOO, Mauritius.
The wrap-up and closing session was chaired by Mr. Ahlin Byll-Cataria, Chair of ADEA

Overview of the Biennale

Mr. Adriaan Verspoor, Lead Consultant for ADEA’s Ad Hoc Working Group on Quality coordinated the preparation of the discussion paper presented at the meeting. He also led the introductory session on the quality in education at the start of the meeting. He now took the floor, not to summarize the discussions of the week, since they had been comprehensive, wide-ranging and probing but to give some of his own perspectives on the deliberations and to identify a number of tasks ahead for both ADEA and for countries, arising out of the Biennale discussions.

The speaker reminded the Biennale that at the start of the meeting the voices of youth had told delegates, that education systems are short-changing learners in many countries in Africa, providing less than learners expect and need. There is, however, a significant and valuable reservoir of African experience and practice. But it is insufficiently documented, researched, understood and poorly disseminated. “There is no doubt that experiences exist and that countries can learn from each other,” he said, while underscoring the diversity of national contexts and warning against using recipes or standard programs for replication in one country after another. There were evidently considerable untapped resources in education in Africa that needed to be unlocked and exploited. The meeting has also pointed to emerging innovative partnerships. The discussion on decentralization had demonstrated the many options available in terms of approaches to and aims of decentralizing systems and the distinctive modality that each country would have to develop for itself. The session on assessment proved most valuable.

Program implementation is an area that evidently required more attention, as debated in the Biennale, as is the need for improving teaching skills, which was not adequately covered during the meeting. Yet, teachers are at the heart of the quality improvement process, and the problem of quality in the classroom may lie more with the caliber of teaching skills rather than in terms of lack of qualifications. Head teachers are “transformational leaders on the path of quality” and need further professional back up from education authorities and well structured support from the community. Learning to develop education strategies focused on poor communities continues to be a challenge, yet it is a fundamental
tenet of the new 2015 goals to ensure not only access but universal completion. The speaker concluded that equity and quality must go hand in hand and be addressed conjointly rather than in sequence.

He listed some of the principal outcomes and recommendations of the Biennale for education in Africa as follows, with the potential involvement and support of ADEA in mind:

- Refine instruments of analysis for defining and disseminating good classroom practices;
- Experiment further with diversity and flexibility in alternative education programs so as to effectively reach all children. [A request was made to WGNFE to report on this issue in two years];
- Support continuing dialogue on the role of African languages in the curriculum, in view of ongoing lack of consensus on the subject;
- Demonstrate, for example, in the wake of FAWE programs, the replicability of activities promoting girls’ education, specifically with reference to mainstreaming and, conversely, to targeting. [A request was made to FAWE to report on these issues in two years];
- Test the affordability of diverse ECD programs;
- Intensify the battle against HIV/AIDS through the education sector.

**Inputs from external and African partners**

At this point in the meeting several new speakers took the floor, including representatives of JICA, the Austrian Development Cooperation, the Ministry of Foreign Affairs of the Netherlands, and the World Bank, to emphasize the importance of the deliberations that had just been concluded, and to pledge their support for working together with ADEA in the future. They were joined by the voices of CONFEMEN; by the teachers’ unions in Africa; the All Africa Teachers’ Organization; by ministries of gender, in the person of the Hon. Minister of Gender from Uganda; FAWE; the Working Group on Early Childhood Development; and AIPEA. They felt that participants had been enriched by the discussions and the quality of inputs by ADEA during the meeting. They would share with colleagues some of the valuable lessons they had learned from the Biennale, the major ones being the importance of developing holistic and diversified systems of education, which would respond to the varied learning needs in each country, the challenge of shaping decentralization plans to suit specific country needs, and the renewed focus on increasing the quality of teaching and learning skills. They left, however, with some questions unanswered but with the determination to seek answers to those questions.
Final Closing Session

Concluding remarks by the Minister of Education and Scientific Research of Mauritius
The Minister, Hon. Mr. Louis Steven Obeegadoo, reiterated the satisfaction Mauritius had derived from hosting the Biennale and expressed his admiration for the quality of the debate and exchanges during the meeting. He hoped that the Biennale would mark a significant stage in the development of ADEA and of education in Africa, and that delegates would remain with fond memories of Mauritius.

Final vote of thanks to Mauritius
Mrs. Fadimata Alainchar of Plan International made the final vote of thanks from the ADEA guests to Mauritius. She described the island as beautiful and the hospitality of the people as legendary. She assured the Minister of Education and Science of Mauritius that delegates to the meeting would all go away with something special in their hearts from Mauritius.

Concluding remarks of the Chair of ADEA
The last word of the Biennale went to the Chair of ADEA, Mr. Ahlin Byll-Cataria, who wished participants a safe return to their countries. He said that ADEA would treasure in the future the inspiring memory of Mauritius as a country not only of natural beauty but also as a modern economy in the making, a nation which had invested solidly in education and one that had shared with ADEA its invaluable experiences of using education as a pivot for development.
APPENDIX 1: AGENDA OF THE BIENNIAL MEETING

WEDNESDAY 3 DECEMBER 2003 - MORNING

Opening session

Chairman
- Hon. Mr. Louis Steven OBEEGADOO, Minister of Education and Scientific Research, Mauritius

Welcoming addresses
- Mr. Ahlin BYLL-CATARIA, ADEA Chair, program education specialist, Swiss Agency for Development and Cooperation (DDC), Switzerland
- Hon. Mr. Lesao Archibald LEHOHLA, Minister of Education, Deputy Prime Minister, Lesotho, President of the ADEA Bureau of Ministers

Messages
- Hon. Mrs. Anne Thérèse DJONG-JATTA, Secretary of State for Education, Department of State for Education, Gambia, FAWE
- Mr. Michael OMOLEWA, President of the UNESCO General Conference
- Mr. Birger FREDRIKSEN, Senior Education Advisor, the World Bank

Opening speeches
- Hon. Mr. Amani Toumani TOURE, President of the Republic of Mali
- H.E. Sir. Anerood JUGNAUTH, President of the Republic of Mauritius

Documents of the Biennial Meeting
Throughout the annotated program, documents prepared specifically for the Biennale and related to presentations or discussions in plenary sessions were preceded by the sign ▲.
Panel 1: 
Educational quality in sub-Saharan Africa (SSA) at issue  

Chairperson  
- Hon. Mr. Lesao Archibald LEHOHLA, Minister of Education, Deputy Prime Minister, Lesotho, President of the ADEA Bureau of Ministers

Objectives and contents  
The first panel was an introduction to the discussions on the quality of education. It dwelled on conceptual and operational issues linked to the formulation and implementation of policies for improving quality. The purpose of this introduction was to clarify and to explain differences in understanding and their implications in terms of dialogue and negotiation. The panel began by examining the experience of a policy to improve quality in Mauritius, which will provide a basis for presenting field-related challenges and strategies. The session then viewed a film showing the variety of concepts of quality as expressed by actors in education in Africa. Finally, in the presentation of the discussion paper, the main theoretical and practical questions on African and international experiences in quality improvement was briefly considered.

Presentations  
▲ The Mauritius Experience  
- Hon. Mr. Louis Steven OBEEGADOO, Minister of Education and Science, Mauritius  
The concern for quality cuts across every education system. Unlike the past where emphasis had traditionally been laid on increasing the output, today the quality dimension has become an imperative, focusing as it does on the critical factors of inputs, process, outputs and outcomes. Because of the realization that quality education is a social service that both defines the identity of the individuals and spearheads socio-economic aspirations in a context of life long learning, demand for it is increasing steadily. A number of initiatives are currently underway in Mauritius to ensure that an education for sustainable development—of the person and the society—is provided as part of the Quality Education for All drive. This encompasses special efforts made towards disadvantaged groups in close collaboration with and participation of all stakeholders. The Mauritian experience in securing a holistic education for all learners is based on a vision that encourages the development of a value-based democratic citizenship.
Film: “Viewpoints on quality”
- produced by Ms. Catherine ECOLIVET
- comments by children
This film, produced for the Biennale, showed a series of interviews that expressed various perceptions of what quality in education is or should be. Ministers, teachers, parents, students, school inspectors, managers and partners explained what they understood by a “good quality school”, “good quality education”, quality assessment and indicators. How do all these concepts fit together when used in formulating and implementing quality policies at different levels in the educational system?

Discussion paper
The challenge of learning: improving the quality of basic education in sub-Saharan Africa.
- Mr. Adriaan VERSPOOR, ADEA Lead Consultant, ADEA ad hoc Working Group on quality
- Mr. Martial DEMBELE University of Quebec, Montreal
The discussion paper is an overall synthesis of case studies and background papers prepared as part of the exercise on quality. The paper is structured around the following central issues:
- Education For All policies should match the challenge of quality and bear specifically on equity issues, including gender issues;
- A “culture of quality” grounded in a shared vision of teaching and learning with a leadership that models appropriate behaviors and attitudes and accepts personal responsibility is at the heart of sustainable policies;
- Successfully implemented quality improvement recognizes the school as the unit of change, supports school-level initiative, encourages flexible and incremental progress, and provides opportunities for learning from experience;
- Successful Education For All assumes that students are well prepared, that schools offer enabling conditions, that teachers are qualified, that curricula contents are adapted to needs and that educational processes are effective;
- Quality improvement depends largely on the regular monitoring of students’ progress, management methods (decentralization, school autonomy, community participation, etc.), financial developments (cost structures, cost effective options and use), and a capacity building strategy that is system wide and recognizes the need to do existing work better and more efficiently;
- Capacity building and sustainable support for policies aiming at improving quality require new partnerships with civil society, communities and development agencies;
- The challenge of learning goes well beyond the education sector and requires solutions to the problems posed by conflicts, HIV/AIDS, malaria, poverty, inequality and discrimination of all sorts.
Panel 2: ROUND-TABLE
Assessing and taking stock of the quality of education in Africa 15:00 - 16:30

Chairperson:
- Ms. Alice HAMER, Director, Department for Social Development, North, East and South Region, African Development Bank (ADB)

Panelist:
- Mr. Saul MURIMBA, Director, SACMEQ
- Mr. Jean-Marc BERNARD, Advisor, PASEC
- Mr. Vinayagum CHINAPAH, Senior Program Officer, Department for the promotion of quality education, UNESCO
- Ms. Fatou NJIE, Ministry of Education, Gambia
- Mr. Glory MAKWATI, Working Group on Education Statistics (WGES)
- Mr. Vincent GREANEY, Senior Education Specialist, the World Bank

Objectives and contents
The panel was organized as a round-table, in order to bring out:
- the findings on learning achievement in Africa, weighed against the assessments made under the auspices of SACMEQ, PASEC and MLA;
- lessons from these assessments and their importance in defining and implementing quality improvement policies;
- indicators and guidance for quality through educational statistics (WGES);
- conditions for using examinations and other types of assessments for monitoring performances regularly.

Lessons learned from regional experiences in learning assessment (SAQMEQ, PASEC and MLA)

Southern African Consortium for Monitoring Educational Quality (SACMEQ)
SACMEQ is a consortium bringing together fifteen ministries of education of Southern and Eastern Africa to examine research and training policies linked to the monitoring of quality. The evaluation is centered on results obtained in grade six which is considered a strategic level for measuring the success of the whole primary education cycle. Results show that: (i) there is great variation from one country to the other, (ii) the uptake levels
are generally low because over half the students do not reach the required levels, (iii) most of the students do not reach the “minimum level” and less that 15% reach the “desired” level, and (iv) results recorded by SACMEQ II indicate that progress had been made since SACMEQ I. The study recommends prudence in passing judgement because of the difficulty of obtaining satisfactory, homogeneous measurements of quality when examining the various definitions and their consequences with regard to the diversity of orientations and educational choices between and within countries.

▲ CONFEMEN program for the analysis of education systems (PASEC)
PASEC assesses the learning performances in the second and fifth year of primary education. The document gives a picture of quality based on comparative data from five countries (Burkina Faso, Cameroon, Côte d’Ivoire, Madagascar and Senegal) obtained using the same survey protocol. The results indicate overall weakness of performance, and differences between and within a country. The lack of effectiveness of the educational systems calls for greater attention to the schooling conditions and out-of-school factors of successful learning. The document stresses the crucial importance of the first years of schooling.

▲ Program to monitor the learning achievements of learning (MLA)
After being launched by UNESCO and UNICEF, this program provided support for 70 countries, (46 in Africa) to develop and strengthen their system for monitoring and evaluating the achievements of learning. The document presents results and lessons from African experiences. It also brings up the conceptual, methodological and analytical implications of introducing evaluations, as a cultural practice, bearing in mind the needs and priorities of the African situation.

▲ Using the MLA study to investigate quality factors in private schools in Gambia
MLA results show that private school students have greater skills than public school students. On the basis of these results, the study examines school performances that explain these differences. The essential differences included: (i) the style of management characterized by the unwaveringly leadership of the school director, teamwork and discipline; (ii) the availability of school textbooks, teaching materials, programs and manuals for both teachers and students; (iii) the evaluation, monitoring and recognition of progress in learning; and, (iv) the strength and quality of supervision, pedagogic support for the teachers and also the teachers’ involvement in planning, evaluating and improving their work, (v) the parental support for the students at home.

▲ Indicators and monitoring quality through statistics (WGES)
Statistics are essential tools in promoting quality in the education sector. This presentation shows how statistics are used to improve guidance for quality.

Since 1997, the NESIS program of the WGES has been working on promoting and developing methodological and technical tools to help sub-Saharan countries make the collection and processing of their statistical data on education more reliable. Many countries have now adopted this approach that combines rigor and flexibility in
a “statistical chain” set. The methodology proposed by NESIS does not include all these dimensions but seeks to combine qualitative and quantitative approaches. Three case studies are presented in this document. Each one considers several facets of the quality of teaching and, when statistical data made a more detailed analysis on: (i) availability of schools textbooks in the primary schools in Burkina Faso between 1997 and 2002, (ii) impact of having more women teachers on the girl/boy ratio in Senegal in 2002-2003 and, (iii) impact of access to water and sanitation in schools on the girl/boy ratio in Senegalese schools in 2002-2003.

▲ Monitoring performance: assessment and examinations in Africa
The document focuses on the use of evaluations as a tool to improve the quality of education. It analyzes the following four categories of evaluations on the basis of experiences in Africa over the last 20 years: (i) national examinations; (ii) national evaluations; (iii) international evaluations, and (iv) classroom evaluations. The document advocates reforms, especially aimed to redesign examinations because of their generally poor quality and because they largely determine educational practices. The document explains the effects that these reforms could have on school program content, school performance and cognitive skills. It emphasizes the insufficient use of the results of the national and international evaluations and the great importance of evaluations at the classroom level, a level which is still seriously undervalued.

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**Wednesday 3 December 2003 - afternoon**

**Panel 3: Policy and options for financing quality**

**Chairperson:**
- Ms. Sissel VOLAN, Senior Education Adviser, Norad, Norway

**Objectives and contents**
An Education For All policy advocates for quality for all. The panel aimed at promoting the equity dimension of quality policies by emphasizing the gender issue. The EFA report examines girls’ education in Africa while FAWE focuses on improving girls’ participation in education. As concerns the financing of quality, the scarcity of resources makes it vital to seek the lowest costs and highest impact in education. The presentation on essential inputs seeks to provide answers to this complex question, and invites reflection on cost/effectiveness, and on cost/equity investment options.
Presentations

▲ Equity in learning: the gender dimension (FAWE)

Panelist:
- Ms. Lornah Murage, Program Officer, Forum of African Women Educationists (FAWE)

This study is a contribution by FAWE to the discussions of the Biennale. It analyzes the following points: (i) the small number of girls being educated, (ii) socio-economic, cultural, family and school factors that influence education for girls, (iii) reform strategies on funding, management, planning, and other areas designed to make it easier for girls to go to and stay in school, and (iv) promising experiences in Kenya, Cameroon and Tanzania which indicate that the right environments for educating girls can be created. Guiding government policy so as to deal efficiently with questions of gender, community involvement and the roles of different players and partners in education is essential throughout the entire process as these seem to be the general factors behind the success in the different experiences presented.

▲ EFA 2003 report on girls’ education

Panelist:
- Sir John DANIEL, Assistant Director-General for Education, UNESCO
- Christopher Colclough, Director, Team for the EFA follow up Report

All countries have agreed to eliminate gender disparities in primary and secondary education by 2005. The new edition of the EFA Global Monitoring Report takes stock of where Africa stands in moving towards greater gender parity and highlights policies that have lifted some of the barriers to schooling in the region. But parity is not only about equal numbers. It is about improving the quality of the learning experience, and ensuring equal opportunities in society. While a much bolder international effort is required, the State must play the fundamental role in making good quality basic education a right and a reality for every citizen.

▲ Key elements in policies addressing education quality in the context of EFA

Panelist:
- Mr. Alain MINGAT, Senior Economist, the World Bank

Based on the meta-analysis of assessments of the learning experiences, the cost effective approach considers the cost of inputs and their effects on the outcomes of the learning experience. Although this approach is admittedly limited since it does not include processes and contexts, the study nonetheless provided a framework for choice on investment options when resources are scarce. The following questions are considered: (i) duration of pre-service training for teachers, (ii) increased emphasis on in-service training for teachers, (iii) priority to providing school textbooks, (iv) lack of effectiveness of expensive school construction, (v) limited effect of increasing student enrolment figures up to a certain level, (vi) questions on the effectiveness of inspections, (vii) the importance of development programs for early childhood, (viii) the positive effects of food programs for students and literacy programs for parents, and, (ix) doubtful value of repeating classes.
Interactive Radio Instruction (IRI): Contributing to Quality and Access for EFA

Panelist:
- Mr. Gordon NAIDOO, Open Learning Systems Education Trust (OLSET), South Africa

This presentation focused on the effectiveness of IRI for basic education at the primary school-level to improve and enhance educational quality and access. Experiences of IRI from Guinea, South Africa, Southern Sudan, and Zambia, will illustrate what IRI is about, how it works, why it is needed, how it supports teacher development and government EFA efforts. Key issues related to policy, planning and implementation of IRI were highlighted including financing, in-service teacher development and support, materials production, partnerships, and sustainability.

Launching of the Akintola Fatoyinbo Africa Education Journalism Award – 2004 Edition

The third edition of the Africa Education Journalism Award was launched during the gala evening that celebrated the 15th anniversary of the association. The Africa Education Journalism Award recognized the best articles on education written by African journalists and published in African newspapers. ADEA created the award to highlight the importance of reliable and quality public communication for the development of education in Africa, to enhance the media’s interest in education and to promote public debates around issues and problems facing the education sector.

The 2004 edition of the Award were launched in the presence of:
- Hon. Mr. Archibald Lesao LEHOHLA, President of the ADEA Bureau of Ministers
- Mr. OPUBOR, acting coordinator, Working Group on Communication for Education and Development (WGCOMED)
- Ms. Thanh-Hoa DESRUELLES, coordinator of activities, Africa Education Journalism Award
- The winners of the 2002 and 2003 editions of the Africa Education Journalism Award
THURSDAY, 4 DECEMBER 2003 - MORNING

Panel 4:
Teacher development at the center of pedagogical renewal  9:00 - 11:00

Chairperson:
- Hon. Prof. Daniel ONA-ONDO, Ministry of Education, Gabon, Vice-president of the Bureau of ministers, ADEA

Objectives and contents
The panel called for reflection on effective strategies for developing and strengthening the professional skills of teachers while encouraging learner-oriented educational practices. The session started with a presentation that was followed by a round-table. Case studies on the teaching profession in Guinea and Cameroon, and others provided by the Working Group on the Teaching Profession provided insights on field experiences whereas the thematic synthesis derived the main lessons so that they could be viewed in the light of international knowledge. It was hoped that reflection stimulated by the panel would lead to reforms that target the professional upgrading of teachers (pre-service education, in-service education, motivation, ethics, etc.) which is a key factor of success in desired changes in educational concepts and practices.

▲ Thematic synthesis. Pedagogical renewal and teacher development
Panelist:
- Mr. Martial DEMBELE, University of Quebec, Montreal
This presentation summarized five national case studies, four background papers and two literature reviews on the professional upskilling of teachers and educational upgrading. It showed the following: (i) face to face teaching methods are still being used in the classes, (ii) reading is still a basic skill needed to learn other subjects, (iii) difficulty to change teaching methods based on deeply rooted beliefs and habits, (iv) prospects for changing educational practices through innovative experiences lead to a level that seems to be the most critical (the school and the classroom) and promising, (v) observations of effective practices should give closer attention to field processes and the use of inputs in schools and classrooms. It also brought up discussion points such as the use of African languages as the language of instruction, educational challenges focused on the learner in Africa, the restructuring of the teaching corps with new types of recruitment, and reconciling traditional inspection with stronger leadership and management in basic schools.
ROUND-TABLE: Professional development of teachers

Panelists:
- Mr. Henry Kaluba, Working Group on the Teaching Profession
- Mr. Faoura Thiam, Ministry of Education, Guinea
- Mr. Yacouba Yaya, Ministry of Education, Cameroon
- Mr. Martial Dembele, University of Quebec, Montreal
- Mr. Faizal Jeerooburkhan, Senior lecturer, Mauritius Institute of Education
- Mr. Richard Charron, General Secretary, AFIDES (International Francophone Organization of Head Teachers), Quebec
- Mr. Baba Diané, School administrator, Chief of the Division for pre-service Training, Ministry of Technical and Vocational Training, Guinea

Self-evaluation of teachers: the path to a better school (WGTP)
Training organized by the Working Group on Teaching Profession (WGTP) on in-school self-evaluation in The Gambia, Swaziland and Kenya stressed the need to have: (i) a clear reference framework (national mechanism, mandate, support arrangements), (ii) to develop a shared understanding of the self-evaluation process among people responsible for inspection, planning, finances and training and, at the school-level, for directors, teachers, parents, management committee, etc, (iii) to have school directors who provide dynamic local leadership and to promote widely self-evaluation and (iv) to establish a well-structured institutional framework at the national and local levels to guide and monitor the evolution of the experience.

Reform of pre-service training of teachers in Guinea (FIMG): analysis and assessment of the implementation
In 1998, Guinea had to face the challenge of recruiting 6,000 more teachers in three years, and reducing costs without compromising quality. Reacting to the very low-cost effectiveness of the model used since 1992, the decision was taken to overhaul the pre-service training system for teachers by introducing a new model which shortens the training period from three to two years. The model uses the two-pronged German-type professional training system and tends towards active pedagogic methods and strategies focused on learning, reflective practices and constructivism. In the first year, training is scheduled to alternate courses at the teachers' training school (École Normale) and internships in primary schools. In the second year, the student teachers take over full responsibility for classes with the assistance of educational advisors and peers. This model was used to train 7,162 new teachers (more than targeted), lower unit costs and improve the results of student learning since the performance of classes run by these new teachers were better than those of classes run by teachers trained using the earlier model. This difference in progress level was even clearer with the second cohort of teachers trained using the new model.
Implementing a new pedagogical approach (NPA) in primary education in Cameroon

In 1997, the Cameroonian Ministry of Education formulated and implemented the NPA. The methodology combined the principles of objectives and active pedagogic methods. The approach consists in announcing the objectives of the learning exercise to the students, showing them a situational problem and getting them engaged individually and then as groups in a problem-solving process and in transferring solutions to different situations in the surrounding environment. The evaluation is supposed to be phased with the original objectives. The NPA will be used as a lever and a compass to transform teaching practices through training and pedagogic support. The results indicate: (i) increased confidence and initiatives, and better relations between students and teachers, (ii) more intense contacts between inspectors, directors and teachers on educational practices and support, (iii) stronger commitment by teachers in preparing lessons and, (iv) stronger interactive relations between the school and the community. Furthermore, a brief study that was made showed that student performances had improved, especially in arithmetic.

Teacher training via distance education in Mauritius (WGDEOL)

To meet the need to train teachers, many countries have begun to carry out distance television, audio and videocassettes and in certain cases the Internet and CD-ROMs. This case study presents the experience of Mauritius with a distance program in continuing education. It analyzes how the Advanced Certificate in Education (ACE) course was viewed by primary teachers who received training between 1993 and 1998. A quantitative analysis of responses to a questionnaire was supplemented by a qualitative analysis using semi-guided interviews of school heads and inspectors concerning in particular the contribution of the ACE to improving learning results in the classroom. The teachers gave a generally high evaluation of the distance training methodology, which focused on learning more than on teaching and was based on a flexible, autonomous and cooperative approach. The ACE course also provided the teachers an opportunity to consider their own teaching practices and to improve some of these, as well as to begin a lifelong process of professional improvement.
Panel 5: Ensuring the relevance and efficiency of learning

Chairperson:
- Birger Frederiksen, Senior Advisor for Education, World Bank

Objectives and contents
The problem of relevance was stated here in relation to the promotion of an African education model. More practically speaking, the panel focused on increasing relevance as a way to improve the effectiveness of learning. From this pedagogical angle, adapting the curricula to the needs of the “Scope of Social Practice” of the learners and using their language as the first teaching language seems especially productive in the educational processes and active strategies and in the learners’ performances. Discussions on these issues may bring policy makers to introduce and/or strengthen the curricula of basic education.

Presentations

▲ Relevance of education: adapting curricula and using of African languages
Panelist:
- Mr. Nazam HALAOUI, University of Montreal, Canada
The summary of the case studies (on Burkina Faso, Burundi, Mali, Niger and Zambia) and of the documentation was used to analyse experiences in reforming the curriculum and in bilingual education. It showed that increasing the relevance of education by taking account of the learners’ actual situation, capacities and needs also increases the effectiveness of learning when: (i) the curricula are based on the experiences and achievements of the learner in his/her family and environment and (ii) the language the learners use as their means of communication is the language of instruction during the first years of schooling. Bilingualism as a strategy facilitates the conveyance of knowledge. The same can be said for instructional programs and strategies underpinned by intuition based on observations and experiences drawn from the learners’ environment. The presentation addressed the importance of making the learning process meaningful in relation to local and national healthcare (HIV/AIDS), environmental and labor requirements.

▲ Primary reading program in Zambia
Panelist:
- Mr. Françis SAMPA, Ministry of Education, Zambia
Launched in 1998, this program seeks to improve the performance of primary school students in reading and writing. The activities that were developed under this program included: (i) the formulation and implementation
of a bilingual teaching model that introduces the use of seven local languages as the first language of instruction while English is studied first orally and then in written form before becoming the language of instruction, (ii) support for this experience through teaching methodologies that are focused on the learner, on-going evaluation of the learning process and a teacher support system, (iii) the strengthening of the reading component of the school curriculum through educational publication on HIV-AIDS, the gender issue, everyday life-skills, etc.

Comparative results obtained from evaluations made in 1999 when the program began, and 2002 show that the reading achievement level of classes in the various regions of Zambia improved by 30% and 68%. Furthermore, at the national and local levels, the program helped strengthen the institutional capacities and the management, monitoring and support techniques of both schools and teachers. The Ministry has prepared a program for 2003-2007 and for decentralization that should ensure the sustainability of the experience. But there are still outstanding challenges: staff shortages in the schools, overcrowded classes, and poor pay for teachers.

▲ Early childhood development as an important strategy to improve learning outcomes (WGEC)

Panelist:
Ms. Judith EVANS, Consultant, Working Group on Early Childhood Development (WGEC)

The concept of early childhood development (ECD) goes beyond preparation for schooling. It also includes stimulation of the child’s potential, adequate healthcare and nutrition, and an enabling environment for the protection and development of the child’s personality. The study stresses: (i) the importance of early development of certain potentialities to avoid losing them, (ii) the contribution of ECD to successful schooling and, later, to better performance and (iii) greater equity in quality improvement efforts, especially for girls and children from underprivileged environments. The study looks at ECD in Africa with its weaknesses in the pre-schooling phase, in the budgets and in the program. Recommendations were made on: (i) promoting the integrated approach, (ii) the involvement of parents, the communities and NGOs and also the use of their educational resources, (iii) the adoption of high quality and financially sustainable programs, (iv) strengthening the capacities of the teaching staff and parents, (v) establishing a political and operational framework that takes account of the realities and the needs of the communities, (vi) extending the ECD concept to rural zones and underprivileged areas, (vii) recognition of the diversity of modes of intervention and integration of services for children with regard to their health, nutrition, cognition and, motor, psycho-social and emotional development.
Panel 6:
Implementing reforms in schools and classrooms 15:00 - 16:30

Chairperson:
• Hon. Mr. Fabian Osuji, Minister of Education, Nigeria

Objectives and contents
Significant changes to improve the quality of education occur in the schools and classrooms. This panel identified and analyzed strategies, procedures, conditions and factors that contribute to turning reforms into practice by the players directly involved in the classroom, i.e. the teachers and the students. The introduction of innovations is indeed the major issue at stake for educational reforms but experience has shown the enormous, complex challenges are involved.

Presentations
▲ Synthesis of studies on the generalization and sustainability of reforms
Panelist:
• Mr. Kabule WEVA, University of Moncton, Canada
In the same vein as the ADEA 2001 Biennale, this synthesis of five case studies presents a typology of modes for scaling up reforms, as well as the conditions and factors for successful scaling up. It puts special emphasis on the importance of the social and political commitment, the role of communication and decentralization, and the need for a political framework and adequate financing to ensure the sustainability of the reform. The recommendations tend to support the use of: (i) a test phase before any widespread extension, (ii) a decentralization that makes the communities and schools responsible for defining their educational orientations and (iii) a local management and participatory communication system.

▲ An approach to improving educational quality in the context of reforms in Mauritania
Panelist:
• M. Hamoud Abdel Wedoud KAMIL, directeur des projets éducation, ministère des Affaires Economiques et du Développement, Mauritania
As part of the implementation of its NESDP, Mauritania has developed an education quality improvement process which required the establishment of an entity responsible for the strategic guidance, coordination and
management of its activities. Instruments such as manuals on procedures and operations have been designed to facilitate program implementation. Alongside this program, the government is carrying out large-scale communication campaigns on literacy training and access to reading skills for all in order to ensure that parents acquire more knowledge and support education. The study stresses the importance of the commitment of the public authorities, the mobilization of actors and resources, the timely validation of technical proposals, and the quality of the guidance as important factors of success. A *bona fides* contract on improving the performance of the educational system has been negotiated with all the stakeholders of education.

▲ **The impact of primary education reform program on the quality of basic education in Uganda**

**Panelist:**
- Mr. Joseph EILOR, Ministry of Education, Uganda

Since 1992, the Government of Uganda has undertaken an ambitious reform designed to make primary education universal and to improve the quality of basic education. As concerns quality, work has been done on the management system for pre-service and in-service training for teachers, school directors and education managers, on the production and distribution of learning materials, and on the adaptation of curricula and examinations. The study mentions the importance of involving communities in changing attitudes and values, introducing active technical methodologies and developing demand-driven strategies. Lessons learned over time stress the need to define objectives and priorities clearly, to introduce an institutional capacity-building mechanism and to obtain support from the communities to develop new partnerships. Government commitment has led to substantial funding.

▲ **Lessons learned from the Improving Educational Quality (IEQ) approach**

**Panelist:**
- Ms Jane SCHUBERT, Senior Research Fellow, American Institutes for Research, USAID

The study focuses on progress in knowledge and experiences in improving the quality of education over the last thirty years. The problem of moving from the knowledge to the practice of quality in the classroom is at the heart of the discussions. USAID supported a project called “Improving Education Quality” (IEQ) which was applied in seventeen countries. Lessons from the project tend to recognize education, learning and results as the core of quality improvement strategies. Since two classes are never the same, the study addresses the need to base quality introduction and management strategies on the specific realities of the school in question, thus indicating that quality improvement starts in the school and the classroom as changing unit. This has led to question what teachers know, how they teach, what students do in the classrooms, what resources underpin the education and learning processes, what the students learn and how they learn it. The cycle that uses IEQ includes the evaluation of learning and education, multiform methodologies, the analysis of qualitative and quantitative data, instructive evaluations that lead to changes in practices.
Panel 7: ROUND-TABLE How is quality ensured elsewhere? 17:00 - 18:30

President:
• Ms Françoise CAILLODS, Deputy Director, International Institute for Educational Planning (IIEP)

Panelists:
• Mr. Jacob BREGMAN, Senior Education Specialist, World Bank
• Ms Magdellen JUMA, Senior Manager, African Virtual University
• M. James ADU OPARE, University of Cape Coast, Ghana, Working Group on Higher Education (WGHE)
• Tisna VELDHUYZEN VAN ZANTEN, Vice President and Director, International Development Group, University Research Co.

Objectives and contents
This panel examined experiences in quality improvement at levels other than basic education (secondary and higher education) and in others sectors (health, new technologies) in an endeavour to derive useful lessons and contributions. Educational reforms have often learned from strategies developed in sectors outside education. Could the analysis of strategies designed to ensure quality in the field of health or technology bring new ideas? This question was explored at a round-table discussion.

▲ Quality of secondary education in Africa
Achievements in basic EFA have created increased demand for higher level education. This document addresses the following three discussion points: (i) How far has secondary education in Africa gone in ensuring access, equity and quality? (ii) What are the trends and best practices for improving education quality in the OECD countries? (iii) Do they provide any lessons that can be applied to secondary education in Africa?

The document points to the alarming situation in secondary education in Africa and discusses the following challenges: finding the best cost/efficiency ratio, introducing equity and quality standards, providing the right training for teachers, redesigning the curricula, improving management and accountability, combining quality and relevance with the international and local issues.
▲ Ensuring the quality of distance education in higher education: the experience of the African Virtual University

The study presents the AVU experience with strategies and mechanisms used to guarantee the quality of distance learning in higher education. The AVU was started in 1997 by the World Bank. It grew from the project stage into a full-fledged university, and entered its operational phase in 2002. The AVU educational model gravitates around the learner. The students are the main players in this learning exercise and are supported by teachers who give them advice and monitor their progress, all the while helping to provide access to knowledge. The educational method combines various procedures which allow the students to use Internet, intranet and CD-ROMs and to stay in contact with a local facilitator for explanations, information, advice and assessments. E-mail is also used as a means of communication among the students who can also access the AVU library through video/tele-conference courses. The list of challenges facing the AVU includes shortage of IT resources, slow Internet connections, obstacles caused by telecommunications policies, the high cost of telecommunications, lack of ICT skills, and scepticism towards technology-assisted learning.

▲ The role and contribution of higher education to improving the quality of basic education (WGHE)

In Ghana the IEQ research center is part of the Faculty of Education of the University of Cape Coast. This center conducts research that focuses on the school and the classroom. Research projects include: (i) a study on the availability and use of teaching and learning materials in the sciences, mathematics and English; (ii) a study on achievements in learning and quality improvement in primary schools and (iii) an evaluation of the application of the language policy in the primary schools. The study pointed out that research has an impact on the government’s policy on basic education and has contributed to changing the attitude of teachers and students in the classroom and even in changing the attitude of the community. The presentation underscores the important role that higher education can play in improving the quality of basic education.

▲ Ensuring quality in the health sector

Improving quality has become a unifying theme across health programs and countries. Awareness of the importance of improving healthcare quality is seen in the rapid spread of evidence-based guidelines, growing attention to patient safety and monitoring health outcomes, attempts to reduce waste and inefficiency to ensure that scarce resources for healthcare are used to derive their full impact, and increasing involvement of communities in health care management and improvement. This document will present the approach used by the USAID-funded Quality Assurance Project that has been successfully applied in more than thirty countries. The approach incorporates tools of quality assurance (QA) and quality management within an institutional and organizational framework.
Panel 8: Decentralization and diversification:
the role of civil society and communities

President:
• Hon. Mr. A.R. Danny FAURE, Minister of Education and Youth, Seychelles

Objectives and contents
Quality education for all requires political commitment and mobilizing latent educational resources in society. Partnerships with civil society, community involvement, responsibility taken up by local authorities and private sector initiatives depend to a great extent on the latitude given to them in government policies. The round-table will consider cases of decentralization, devolution and contracting which have made it possible to involve education stakeholders and partners in quality policy formulation and implementation. This also opens the way to diversification of the supply of education as a response to the diversity of demand for quality education.

Presentations
▲ Decentralizing and diversifying delivery systems: involving and empowering for “school citizenship”

Panelists:
• Mr. Boubacar NIANE, Teacher, Ecole Normale Supérieure, Senegal
• Mr. Jordan NAIDOO, Harvard Graduate Scool of Education, USA

In experiences with decentralization as a tool for quality improvement, contracting and delegating decision-making powers to the school and community level have proven to be a strong source of creative energy. Partnerships, involvement and cooperation have produced a slate of players and entities that are particularly productive. Lessons from these experiences show that: (i) school environments have abundant latent resources that can be used to improve the quality of education; (ii) confidence, transparency and value given to community participation in the decision-making process are extremely beneficial; (iii) on-going social dialogue, improvement of educational output, and efforts to obtain local financing contribute to promoting the quality issue in decentralization-relocation policies. Increasing learning time, providing educational materials and tools, using technologies, providing local support for teachers, motivating the staff, supporting the parents and making school time square with social time are all vital factor of quality.
ROUND-TABLE: Decentralization and participation of civil society

Panelists:
- Mr. Boubacar NIANE, Professor, Ecole normale supérieure, Senegal
- Mr. Jordan NAIDOO, Harvard Graduate School of Education, USA
- Mr. Alassane NDIAYE, Directeur de l’Alphabétisation, ministère délégué chargé de la Formation professionnelle publique et privée, de l’Alphabétisation et des Langues nationales, Sénégal
- Mr. William RATREMA RAKOTOARINIA, Ministère de l’Enseignement Secondaire et de l’éducation de base, Madagascar
- Mr. Paul Taryam ILBOUDO, Working Group on Non-Formal Education (WGNFE)
- Ms. Deborah GLASSMAN, Save the Children
- Mr. Mohamed Chérif DIARRA, Working Group on Finance and Education (WGFE)
- Mr. François GERIN-LAJOIE, Director, Paul Gérin-Lajoie Foundation

▲ An experience from Senegal: Decentralizing the management of education and diversifying supply - the “faire-faire” strategy
The “have others do it” strategy is based on a partnership between the State, civil society organizations and the community. Using a well-balanced, functional distribution of roles, this partnership builds up the mechanisms and the operational procedures for developing and financing literacy projects for adults and alternative education programs for children and teen-agers. Guarantees for the learning process are rooted in: (i) consultation frameworks that are constantly assessing and improving actions underway; (ii) an evaluation and capacity-building mechanism for the various players based on four functions (information, supervision, quest for quality, and support); (iii) greater logistical and financial resources, and (iv) the diversification and expansion of the educational demand-oriented supply. The remaining challenges are local community involvement and data management.

▲ Contract-programs and improving quality in Madagascar
The contract-programs (CP) was inspired by Malagasy customary law and has been framed as an agreement between the members of a community and the Ministry of Education. It takes account of the local conditions in their context, seeks to share the objectives of the programs and allocate the roles to the contracting parties. The first CPs gave special emphasis to broader access and greater equity. As of 1999 they also focused on the improvement of educational practices that helped reduce the number of repeaters and increase the UPE success rates. CP initiatives, inter alia, were designed to train school directors and education adviser in learning management and school organization working together with the community. This led to a system that was better designed for educational and teacher planning, stronger pedagogic support for teachers and greater availability
of school textbooks. It was noteworthy that the students and the teachers became more punctual, industrious and motivated.

▲ The experience of Burkina Faso (WGNFE)
After analyzing and assessing changes in basic education in Burkina Faso between 1960 and the present, the study reviews various educational and pedagogic innovations keyed to improving the quality and the relevance of the learning experience: satellite schools, bilingual education, banma nuara Centers, centers for non-formal basic education, and the “reflect” approach. Thereupon it looks at prospects for developing the system in relation to the “Education For All” objective. Stress is laid on the important role played by non-formal education and bilingual education which can be included in the system to boost efforts to achieve access and equity and also further efforts to adapt educative contexts and strengthen the quality of learning.

▲ Save the Children village schools in Mali, 1992-1993: a future to quality access?
For a decade, the Malian government has designated financial and human resources to meet the two principal challenges facing the educational system - improving access, on the one hand, and improving the quality of learning in schools on the other. This gave rise to the community schools, new forms of educational organization born of the limits of the public services to meet the demand for education in rural areas. Today, they offer an alternative solution to quality education for all. In 1992, Save the Children proposed a different model for village schooling which represents a break from the existing formal education paradigm in several important ways. Save the Children US has been providing community (or village) schools in Mali since 1992 and has expanded and adapted its approach to seven other countries in Africa. These schools provide relevant rural education in villages in Mali where no proximate schools existed. At the same time, this model was innovative, and challenged prevailing assumptions about what education works effectively. This document focuses on the evolution of the village school approach in Mali and its relationship to Malian educational reform. It concludes by raising questions about how educational projects run by NGOs with outside are valued and evaluated.

▲ Financing education in a decentralization context in Mali, Nigeria and Uganda
Working Group on Finance and Education (WGFE)
This paper examines and analyzes the financial management of education in a decentralized setting cases studies made in Mali, Nigeria and Uganda. The choice of these countries was further dictated by the nature, time span and specificities of their experiences in decentralization. The experience with and impacts of the different approaches to and aspects of decentralizing are reviewed in these studies. The focus on these approaches has taken into account deconcentration and devolution. The findings of the studies reveal that there are a lot of commonalities between the financial management of education in a decentralized setting in the three countries under investigation, but also differences. These differences relate more to the contextual variations between the countries than to the financial management structures operating at various levels of government.
Field training and support for young volunteer teachers in basic education in Niger: the experience of the Paul Gérin-Lajoie Foundation

The Paul Gérin-Lajoie Foundation observed the learning situation of pupils in 19 rural schools in Niger. This revealed that certain teachers did no more than childminding, while others who attempted to teach coursework had no real mastery of the subject matter. There was a great deal of absenteeism in these schools, and in some villages the parents did not want to entrust their children to the teachers because learning was poor. This document analyzes methods of training school heads and volunteers in the context of an action-research program implemented in the field to improve the quality of teaching. The results with regard to the motivation of teachers and their relationship with school directors as well as with regard to pupil learning seem to be very encouraging.

A second part of the document concerns a program called Educators without borders, which is a network of Canadian educators who volunteer to give support to their counterparts in school systems in the South. The goal is to share knowledge and pedagogical know-how in order to strengthen basic education. Haiti and the African countries of Senegal, Mali and Niger benefit from the program.
Panel 9: External partnerships:  
Financing and knowledge sharing  
11:30 - 13:30

Chairperson
• Ms. Sarah MOTEN, Coordinator, Education For Development and Democracy Initiative, USAID

Objectives and contents
This presentation explores aid strategies applied by development agencies to contribute to quality improvement. Both multilateral and bilateral agencies are involved. The exchanges will address issues such as the sustainability of aid and the coordination of interventions, in particular in relation to sector-wide approaches. The resulting assessments and lessons should encourage changes designed to improve the relevance and effectiveness of external partnerships.

Presentations
▲ Joint evaluation of external support: Local solutions to global challenges for effective partnerships in basic education
Panelist:
• Ms. Sheila DOHOO FAURE, Consultant for the Joint Evaluation
The report presents the results of the Joint Evaluation of External Support to Basic Education in Developing Countries commissioned in February 2002 by a consortium of thirteen external agencies and four partner countries (Bolivia, Burkina Faso, Uganda and Zambia). The evaluation examined the process of external support to basic education provided by international and national funding and technical assistance agencies to partner countries from 1990 to 2002. It focused particularly on the relationship between the intents, practices and results of external support, in order to draw lessons for policy and program improvement.

The over-riding conclusion of the evaluation concerns the ongoing search for meaningful partnership as a road to the effective provision and use of external support to basic education, and hence to improvements in basic education in partner countries. The commitment to partnership is evident in the efforts of both external agencies and national and local partners over the period from 1990 to 2002. What is most lacking, however, is a willingness and determination to improve basic education through locally developed solutions which are most relevant to the particular contexts of partner countries and which are built from the “ground up” rather than through the application of blueprints and templates developed at a global level.


 implementation matters: Exploring their critical role in transforming policies and investments into results

Panelist:
• Mr. Ibrahima BAH-LALYA, Coordinator, Working Group on Sector Analysis (WGESA)
• Mr. Richard SACK, former Executive Secretary, ADEA

“A policy is as good as its implementation”. On the basis of this statement, the study analyzes midterm and end-of-project/program assessment reports and annual reviews, and the inter-agency support documents on eleven countries (Benin, Ethiopia, Ghana, Guinea, Kenya, Malawi, Mali, Nigeria, Tanzania, Uganda and Zambia). The results are alarming. The following obstacles were identified, inter alia: weak response by the education sector to the constraints and needs of other sectors, internal resistance to change, limited time and resources, insufficient involvement by stakeholders in policy formulation, ill-adapted monitoring-evaluation strategies. To synchronise formulation and implementation, the study presents a series of proposals such as, greater flexibility to improve response time and adaptability, allowances for the probability that the situation will change, shortening the formulation-to-implementation time, involvement of all stakeholders, reflection on the most appropriate allocation of roles and functions in education policies in a situation marked by decentralization, political dialogue and partnership.

Supporting the quality of basic education in SSA: the experience of the World Bank

Panellist:
• Ms. Jeanne MOULTON, consultant

The study—carried out by a consultant—is based on an analysis of documents on fifty-eight projects in thirty countries, assessments made between 1987 and 2003, and discussions with project leaders in eight African countries. Concerning support for quality, the World Bank has moved from installations and school textbooks provision approach to a systems approach. Its focus has shifted from the ministries to the classrooms. The World Bank’s main contributions have been in the following fields: community involvement, reforming the teacher training and recruitment systems, on-going evaluation of the learning process, use of radio, in-school healthcare and nutrition programs, decentralization of educational services, and accommodation of non-pay-related quality factors. The study also identifies constraints to these contributions that lie outside the scope of the World Bank, e.g. shortage of inputs and basic processes, inefficient resource management, poor decentralization efforts, insufficient use of assessment practices. The study suggests ways to meet these challenges, i.e. capacity building for the people directly concerned, institutional development for ministries, promotion of intersectoral strategies with healthcare, nutrition and ECD included in quality policies.
Support for Education For All in multilingual societies: the experience of the German Technical Cooperation

Panelists:
- Mr. Kurt KOMAREK and Dagmar ORTH, Germany’s Technical Cooperation

This document gives a summary of twenty-five years of German Technical Cooperation experiences in supporting EFA in multilingual societies and the main lessons learned, especially for Africa. The document stresses the vital role of the mother tongue in the learning processes and brings out the main lessons to be learned from using this language in teaching. It was seen that: (i) using the learner’s mother tongue improves acquisition of skills in reading, mathematics, sciences and foreign languages, (ii) studying in a non-native language creates serious challenges but technical obstacles are not the main ones, (iii) school textbooks and teachers’ manuals in local languages are very important, (iv) bilingual education should be provided systematically with due attention to the official language.

Lessons learned from the implementation of a curriculum reform

Panelists:
- Mr. Jacques PLANTE, University of Laval, Canada

This main source for this study was a program in Senegal to build a new basic education curriculum using a skills-based approach with the support of the CIDA. The study analyzes the different stages in the process of development and implementation in order to draw useful lessons with regard to 1) the preliminary conditions that must be met to implement the reform, 2) the conditions needed to implement a new curriculum approach, 3) the factors making it possible to generalize the approach, and 4) general recommendations.
**Friday, 5 December 2003 - afternoon**

**Breakaway workshops and Caucus of Ministers Meeting 15:00 - 18:30**

Three breakaway workshops were held during the Caucus of Ministers meeting. The aim was to give deeper consideration to issues discussed during the plenary sessions and draw conclusions and recommendations to strengthen IEQ policies and partnerships in Africa. Each workshop featured a president and a panelist whose roles are described in a separate document.

<table>
<thead>
<tr>
<th>Workshop 1 on policies and funding</th>
<th>Workshop 2 on strategies and actions in schools and classrooms</th>
<th>Workshop 3 on partnerships for quality</th>
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<tr>
<td>Animateur: Ms. Bridget Walker Muiambo, Irish Department of Foreign Affairs, Maputo</td>
<td>Animateur: Mr. Cream WRIGHT, Head Education Section Program Division, UNICEF</td>
<td>Animateur: Ms. Nancy FOSTER, Senior Program Officer, CIDA, Canada</td>
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<tr>
<td>Quality concepts: different prospects and converging trends</td>
<td>Strategies for qualified teachers and effective education in the classrooms</td>
<td>Lessons and contributions from other levels of education and other sectors to the quality of basic education</td>
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<tr>
<td>Quality policies: basic priorities and options</td>
<td>Conditions for successful implementation of reforms focused on quality in teaching and learning practices in the school and the classroom</td>
<td>Decentralization and the diversification of supply: the role of civil society, communities and the private sector</td>
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<td>◆ Criteria and strategies for guaranteeing effective and equitable quality financing</td>
<td>◆ Bilingual education and quality improvement: prerequisites of success</td>
<td>◆ Partnerships for knowledge sharing and capacity building</td>
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<tr>
<td>◆ Essential inputs: indicative framework for selecting cost effective investments</td>
<td>◆ Adapting curricula to the local context: stakes and challenges</td>
<td>◆ Partnerships for financing quality and making it effective</td>
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The meeting of the Caucus of Ministers was held at the same time as the breakaway workshops.
### Caucus of Ministers

**Session 1 - 15:00-16:30**
- Strategies for the implementation of NEPAD in the education sector
- Presentations on NEPAD
- Peer reviews: Can African practices draw on the OECD example?
- Including handicapped children in Education For All: a proposal from OECD

**Session 2 - 17:00-18:30**
- Presentation of the report of activities by the outgoing Bureau of Ministers
- Election of the new Bureau of Ministers

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**ADEA gala and 15th anniversary celebration starting from 19:30**

ADEA celebrated its 15th anniversary on the evening of the third day of the Biennale. Celebrations took place in the presence of former Chairs, Alternate Chairs and Executive Secretaries.

The commemoration included statements on the activities and evolution of ADEA in relation to the association’s overall objective to support the development of education in Africa.

The celebration was followed by a gala dinner.
Panel 10 - ROUND-TABLE
HIV/AIDS and the quality of education

9:00 - 9:45

President:
• Ms. Aïcha BAH DIALLO, Deputy Assistant Director General, Director of Basic Education, UNESCO

Panelists:
• Mr. Gudmund HERNES, Director, International Institute for Educational Planning (IIEP)
• Mr. Alphonse KANGAH, medical doctor, Côte d’Ivoire
• Mr. Joseph Eilor, ministère de l’Education et des Sports de l’Ouganda

Objectives and contents
The impact of the HIV/AIDS pandemic on education in Africa was a major issue for this round-table focusing on the quality of education, in particular the relation between the education-learning process and the effects of the pandemic on teachers and students. This relationship was also examined from the angle of the contribution that good quality education can make to HIV/AIDS prevention. Discussions on data collection and processing stimulated political leadership, broader political visions and, more importantly, the development of well-planned sectoral AIDS-control programs.

▲ The impact of HIV/AIDS on schooling in sub-Saharan Africa
This study assesses the real and probable impact of the HIV/AIDS epidemic on school attendance in the countries of sub-Saharan Africa, and makes a special analysis of data on school attendance of orphans and the morbidity/mortality rates of teachers in countries with high prevalence rates. Although the epidemic creates somewhat of a threat to the basic education offer and other forms of education and training in certain African countries, the author feels that the potential global impact of the epidemic continent-wide should be less catastrophic than suggested in most studies. This is the main conclusion of the study that also raises many questions.

▲ AIDS: A threat to educational quality in sub-Saharan Africa
This study is intended to provide an analytical framework to assist educational decision-makers of sub-Saharan Africa and their partners in assessing the impact of the AIDS epidemic on educational quality. The practical value of the framework is to provide guidelines in setting educational policy priorities and designing planning strategies to support national efforts in reaching the Education for All goals. Evidence of the impact of the HIV/AIDS on educational quality, limited and anecdotal, requires a more systematic research. But enough is available to draw some implications for future policies. The author argues that the theme of educational quality
is particularly appropriate for developing policy responses to HIV/AIDS in the education sector, because the responses must be multi-faceted and holistic to take into account the complex factors that mediate the achievement of educational quality. A focus on a single factor, such as teacher supply or curriculum, would be insufficient to protect the education sector from the impact of the epidemic. In essence, the effort to prevent and mitigate the impact of HIV/AIDS in the education sector must be mainstreamed in strategies to promote and protect educational quality.

▲ The impact of HIV/AIDS on teachers in Côte d’Ivoire
Dr. Kangah discussed a study he conducted between 1996 and 1998 on the impact of HIV/AIDS on teachers in Côte d’Ivoire. Based on statistics collected from hospitals and schools, the study shows the impact of AIDS on teaching personnel in Côte d’Ivoire and the consequences this could have on educational quality and access. The study makes three types of recommendations: 1) it is urgent to ensure HIV-prevention and protection of the teachers through their own efforts and those of the government services; 2) it is essential to set up a system without delay for the computerized collection, analysis and follow-up of data concerning the impact of AIDS on the entire educational system; and 3) civil society as a whole needs to be involved in dealing with AIDS in every development sector.
Panel of rapporteurs of breakaway workshops  9:45 - 10:30

President:
• M. Jean-Claude MANTES, chargé de mission au Développement social et Coopération éducative, Direction générale de la Coopération internationale et du Développement (DGCID)

Rapporteurs:
• Ms. Kathryn TOURE, Regional Coordinator, ROCARE
• Ms. Carew TREFFGARNE, Senior Education Advisor, DFID, Coordinator, Working Group on Books and Learning Materials (WGBLM)

Report of the Caucus of Ministers  10:30 - 11:00

• Report by the President of the Caucus of Ministers

Final closing session  11:30 - 12:30

Wrap-up session

President:
• Mr. Ahlin BYLL-CATARIA, ADEA Chair

Closing of the meeting

Press conference on the outcomes of the Biennale  13:00 - 13:30
The document listed below include papers prepared within the framework of ADEA’s exercise on quality and for the 2003 Biennale.

Documents presented at the Biennale

Main discussion paper

The Challenge of Learning: Improving the Quality of Basic Education in Sub-Saharan Africa
edited under the direction of Adriaan Verspoor

Supporting documents

Situation of the Learning Achievement
by Saul Murimba

Elements to Assess the Quality of Primary Education in French-Speaking Africa: Program for the Analysis of Educational Systems of the CONFEMEN countries (PASEC)
by Jean-Marc Bernard, Anthony Briant and Muriel Barlet

Monitoring Learning Achievement (MLA) Project in Africa
by Vinayagum Chinapah

Monitoring Performance: Assessment and Examinations in Africa
by Thomas Kellaghan and Vincent Greaney

Analytical and Factual Elements for a Quality Policy for Primary Education in Sub-Saharan Africa in the Context of Education For All
by Alain Mingat

Interactive Radio Teaching
power point presentation by G. Naidoo

Pedagogical Renewal and Teacher Development in Sub-Saharan Africa: A Thematic Synthesis
by Martial Dembélé and Bé-Rammaj Miaro-II

Relevance of Education: Adapting Curricula and Use of African Languages
by Nazam Halaaou

Synthesis of Studies on the Generalization and Sustainability of Reforms
by Kabule W. Weva

Accelerating Paths to Quality: A Multi-faceted Reality
by Jane G. Schubert and Diane Prouty-Harris

Quality of Secondary Education in Africa (SEIA)
by Jacob Bregman and Karen Bryner

Ensuring Quality of Distance Education for Higher Education: The Case of the African Virtual University (AVU)
by Magdallen N. Juma

Improving the Quality of Education in Sub-Saharan Africa by Decentralizing and Diversifying: Involvement and Empowerment for School Citizenship
by Boubacar Niane

Save the Children US Village Schools in Mali 1992-2003: A Future to Quality Access?
by Deborah Glassman and Mamadou Millogo

Field Training and Support for Young Volunteer Teachers in Basic Education in Niger: The Experience of the Paul Gérin-Lajoie Foundation
Paul Gérin-Lajoie Foundation

Local Solutions to Global Challenges: Towards Effective Partnership in Basic Education
by Ted Freeman and Sheila Dohoo Faure
Implementation Matters: Exploring their Critical Role in Transforming Policies and Investments into Results
by Ibrahima Bah-Lalya and Richard Sack

Improving the Quality of Primary Education in Africa: What Has the World Bank Learned?
by Jeanne Moulton

Universal Primary Education In Multilingual Societies Supporting its Implementation in Sub-Saharan Africa and beyond. 25 years of experience in German Technical Cooperation
by Kurt Komarek

Several Lessons from the Implementation of a Curriculum Reform
by Jacques Plante

The Impact of the AIDS Epidemic on Schooling in Sub-Saharan Africa
by Paul Bennell

HIV/AIDS: a Threat to Educational Quality in Sub-Saharan Africa – Analytical framework and implications for policy development
by Eric Allemano

Country case studies

Cameroon: Pedagogical Renewal: Establishment of a New Teaching Approach (NAP) in Primary Education in Cameroon

Gambia: Using the Monitoring of Learning Achievement (MLA) Study to Investigate Quality Factors in Private Schools

Guinea: The Reform of Pre-service Primary Teacher Training in Guinea (FIMG): Review-Results of Implementation

Madagascar: Les contrats programs et amélioration de la qualité de l’enseignement à Madagascar : un exemple de la gestion du système éducatif (The improvement of the quality of teaching in Madagascar: an example of decentralized management)
This document exists in French only

Mauritania: An Approach to Improving Educational Quality in a Reform Context

Nigeria: Beyond Access and Equity: Improving the Quality of Nomadic Education in Nigeria

Senegal: Decentralizing the Management of Education and Diversifying Supply: The “Faire-Faire” Strategy

Uganda: Impact of Primary Education Reform Program (PERP) on the Quality of Basic Education in Uganda

Zambia: Primary Reading Program (PRP): Improving Access and Quality Education in Basic Schools

Documents prepared by ADEA Working Groups

Working Group on Distance Education and Open Learning

Case Study on Distance Education for Teacher Education in Mauritius
by R. Rumajogee, F. Jeeroburkhan, P. Mohadeb and V. Mooneesamy

Working Group on Early Childhood Development

Early Childhood Development as an Important Strategy to Improve Learning Outcomes
by Karin A. L. Hyde and Margaret N. Kabiru

Working Group on Education Statistics

The Role of Statistics in Improving the Quality of Basic Education in Sub-Saharan Africa
by Glory Makwati, Bernard Audinos and Thierry Lairez

Working Group on Finance and Education

Financial Management of Education in a Decentralized Setting: Case Studies of Mali, Nigeria and Uganda
by Mohamed Cherif Dianor

Working Group on Higher Education

The Role and Contribution of Higher Education to Improving the Quality of Basic Education A Case Study of the Center for Research on Improving Quality of Primary Education in Ghana (CRIQPEG)
by Emmanuel Adow Obeng, James Adu Opare and Joseph M. Dzinyela

Working Group on Non-formal Education

Improving the Quality of Basic Education in Burkina Faso

Working Group on the Teaching Profession

School Self-Evaluation: The Path to a Better School: A report on the implementation of the process of self-evaluation into schools in Swaziland: Lessons learned
by Dawn Quist
Graduated Working/Group Associate Member FAWE

Equity in Learning: The Gender Dimension
by Dorothy A.S. Mbilinyi

Other documents prepared within the framework of the ADEA quality exercise

Country case studies

Benin: Les conditions d’apprentissage pour une éducation de qualité au Bénin: l’application des normes EQF (The conditions of learning for quality education in Benin)

Burkina Faso: Pertinence de l’éducation Adaptation des curricula et utilisation des langues africaines: le cas de l’éducation bilingue au Burkina Faso. (Curricula adaptation and use of African languages: Bilingual education in Burkina Faso)
This document exists in French only

Burundi: Utilisation de la langue nationale comme langue d’enseignement. Elaboration et production des manuels des élèves et des fichiers du maître pour l’école primaire au Burundi. (Using the national language as the language of instruction. Preparing and producing teacher and pupil manuals for the elementary school in Burundi)
This document exists in French only

Lesotho: Study of the Provision of Physical Infrastructure and its Impact on Quality Improvement in Primary Education in Lesotho

Mali: La pédagogie convergente comme facteur d’amélioration de la qualité de l’éducation de base au Mali: analyse du développement de l’innovation et perspectives. (Improving the quality of education in Mali: Analysis of innovations and perspectives)
This document exists in French only

Mauritius: Pre-Vocational Education: An Impact Evaluation

Namibia: Practising Critical Reflection in Teacher Education: Case Study of three Namibian Teacher Development Programs

Niger: L’enseignement bilingue au Niger (Bilingual teaching in Niger)
This document exists in French only

Sénégal: Le projet d’école et le cahier des charges: des outils de contractualisation pour le pilotage de la qualité dans l’éducation de base. (Tools for steering quality in basic education)
This document exists in French only

Sudan: Sudanese Experience in the Development and Evaluation of The Basic Education Curriculums

Zanzibar: Teacher Professional Development in Zanzibar: A case Study of the Teacher Centers

Background papers

Pédagogies et écoles efficaces dans les pays développés et en développement (Pedagogy and efficient schools in developed and developing countries)
by Clermont Gauthier, Steve Bissonnette, Richard and Francis Djibo. This document exists in French only

Improving Education Management in the Context of Decentralization in Africa
Jordan Naidoo and Peggy Kong

Capacity building for the improvement of the quality of basic education in Africa
by Jeanne Moulton

Adaptation of School Curriculum to Local Context
by Prof. Kabule W. Weva

Determinants of Primary Education Quality: What can we learn from PASEC for Francophone Sub-Saharan Africa?
by Katharina Michaelowa

by Pai Obanya

Pour un encadrement pédagogique et administratif de qualité dans les écoles primaires africaines (Towards quality pedagogical and administrative management in Africa primary schools)
by Jean-Pierre Brunet. This document exists in French only

Le rôle et la formation des directeurs d’école en Afrique (The role and training of school directors in Africa)
by Kabule W. Weva. This document exists in French only
Dévolution des pouvoirs à la base, Nouvelles responsabilités et développement des capacités locales pour ancrer la « citoyenneté scolaire » (Devolution of power: New responsibilities and local capacity building for anchoring “school citizenship”)
by Boubacar Niane. This document exists in French only

Implantation des réformes au niveau des écoles et des salles de classe (Implementing reform at the level of schools and classrooms)
by Kabule W. Weva and Ilenda Mbemba. This document exists in French only

L’utilisation des langues africaines : politiques, législations et réalités (The use of African languages: Policies, legislation and reality)
by Nazam Halaoui. This document exists in French only

L’adaptation des curricula aux situations et réalités locales en Afrique sub-saharienne (Adapting curriculum to realities in sub-saharan Africa)
by Nazam Halaoui. This document exists in French only

Evaluation et enseignements des expériences d’utilisation des langues africaines comme langues d’enseignement (Evaluation and lessons learned from the use of African languages as the language of teaching)
by Hassana Alidou, Mallam Garba Maman. This document exists in French only

L’appréciation des coûts des manuels en politique d’intégration des langues africaines (Examining the costs of textbooks for the integration of Africa languages)
by Nazam Halaoui. This document exists in French only

Le financement d’une éducation de qualité (Financing quality education)
by Jean-Bernard Rasera. This document exists in French only

Quels indicateurs pour quelle réduction des inégalités scolaires ? (Reducing inequalities in schools: What are the indicators?)
by Aletta Grisay. This document exists in French only.
APPENDIX 3: LIST OF PARTICIPANTS

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