

Partnerships

for Capacity-Building
and Quality Improvements in Education



Proceedings of the
ADEA Biennial Meeting

Dakar, Senegal (14-18 October 1997)



Association for the Development of Education in Africa

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This document is a summary of the 1997 ADEA Biennial Meetings. The views and opinions expressed in this volume 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 objective of this meeting is to provide an accurate account of the proceedings of the Dakar Biennial Meeting. Most of the presentations made at the meeting were based on background papers distributed to all participants (see Annex 3, page 96). These papers will be the object of a subsequent ADEA publication.

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INTRODUCTION

- 1.** The Association for the Development of Education in Africa (ADEA) held its 1997 Biennial Meeting in Dakar from 14 to 18 October 1997.
- 2.** The meeting was attended by 114 ministers and senior government officials representing 40 countries in sub-Saharan Africa and by 135 participants from 41 bilateral or multilateral development agencies, foundations, non-governmental organizations and other bodies. Members of ADEA Working Groups, selected resource persons and members of the ADEA Secretariat and of other organizing agencies also attended. The list of participants is reproduced in **ANNEX 1**.
- 3.** The following African countries were represented at the meeting: Angola, Benin, Botswana, Burkina Faso, Cameroon, Cape Verde, Central African Republic, Chad, Côte d'Ivoire, Democratic Republic of Congo, Djibouti, Ethiopia, Gabon, Gambia, Ghana, Guinea, Kenya, Lesotho, Liberia, Madagascar, Malawi, Mali, Mauritania, Mozambique, Namibia, Niger, Nigeria, Rwanda, Sao-Tomé et Príncipe, Senegal, Seychelles, South Africa, Sudan, Swaziland, Tanzania, Togo, Uganda, Zambia, Zanzibar and Zimbabwe.
- 4.** The following agencies and organizations sent participants to the meeting:
 - (a)** Bilateral agencies: Federal Ministry of Foreign Affairs, Austria; Administration générale de la coopération au développement (AGCD), Belgium; Canadian International Development Agency (CIDA); Danish International Development Agency (DANIDA); Finnish International Development Agency (FINNIDA); Secrétariat d'Etat à la Coopération, France; Centre for Education, Science and Documentation (DSE) and Gesellschaft für Technische Zusammenarbeit (GTZ), Germany; Higher Education for Development Cooperation (HEDCO), Ireland; Japanese International Cooperation Agency (JICA); Ministry of Foreign Affairs, Netherlands; Ministry of Development Cooperation (NORAD) and Ministry of Foreign Affairs, Norway; Swedish International Development Cooperation Agency (Sida); Direction du développement et de la coopération (DDC), Switzerland; Department for International Development (DfID), United Kingdom; United States Agency for International Development (USAID).
 - (b)** Multilateral agencies: Club du Sahel, OECD;

Commonwealth Secretariat; European Commission (EC); International Institute for Educational Planning (IIEP); International Labour Office (ILO); Organization for Economic Cooperation and Development (OECD); Organization of African Unity (OAU); United Nations Development Program (UNDP); United Nations Educational, Scientific and Cultural Organization (UNESCO); United Nations Children's Fund (UNICEF); World Bank.

(c) Foundations and other bodies: African Publishers Network (APNET); Aga Khan Foundation; Agence de la Francophonie; All Africa Teachers Organization (AATO); Association of African Universities (AAU); Association internationale des universités (AIU); Centre d'études pédagogiques pour l'expérimentation et le conseil (CEPEC); Conférence des ministres de l'éducation des pays ayant en commun l'usage du français (CONFEMEN); Council for the Development of Social Science Research in Africa (CODESRIA); Early Childhood Development Network for Africa (ECDNA); Fondation Paul Gérin-Lajoie; Forum for African Women Educationalists (FAWE); International Development Research Centre (IDRC); Institut supérieur africain pour la recherche et la formation des maîtres (ISAPEC); Rockefeller Foundation; World Space Foundation.

5. The general theme of the meeting was: **Partnerships for Capacity Building and Quality Improvements in Education**. The proceedings were conducted in several parts:

(a) An opening session, during which keynote speeches were made by two Heads of State: Mr. Yoweri Museveni, President of Uganda, and Mr. Abdou Diouf, President of Senegal, the host country.

(b) Substantive sessions, each focusing on a particular topic related to the general theme of the meeting:

Session I: Effective partnerships:
agencies and countries

Session II: Effective partnerships within
countries

Session III: Capacity building for education
planning and management;

Session IV: ADEA Working Groups'
approaches to capacity building

Session V: Experiences from the field

Session VI: Experiences from the field

(c) Discussion in six small groups. A synthesis of the conclusions of these sessions was presented in plenary session.

(d) The African Ministers of Education held two closed sessions during the meeting. The conclusions were communicated during the final plenary session.

(e) A wrap-up session during which were presented: reports from the small discussion groups and an overview of the program and the activities of ADEA. This served as the closing session.

6. The agenda of the meeting is in **ANNEX 2**.

7. A number of additional sessions took place on the occasion of the meeting. The following ADEA Working Groups met to discuss their current work and to plan future activities: Books and Learning Materials, Education Sector Analysis, Female Participation, Finance and Education, Higher Education, Nonformal Education, Research and Policy Analysis, Education Statistics, the Teaching Profession. The ADEA Steering Committee met after the closing of the meeting.

PART ONE: OPENING SESSION

Opening statements by ADEA

8. The meeting was opened by the Chair of ADEA, Mr. **Ingemar Gustafsson** (Swedish International Development Agency). He welcomed participants and emphasized that the Association was meeting for the first time in Africa, thus bearing witnesses to the joint effort to establish a new and genuine form of partnership. He recalled the progress accomplished since the ADEA—under the name “Donors for African Education”—started at a small meeting in London nine years ago, as a result of a World Bank diagnostic report on education in sub-Saharan Africa. Over the years, ADEA has worked to establish partnerships between ministers, professionals, funding agencies, and other organizations active in the field of education in Africa, as well as among the agencies themselves. It has developed ties with various African institutions and has been instrumental in the establishment of professional and national teams in various educational fields, including the Forum for African Women Educationalists (FAWE). While initially the process was driven mainly by the agencies, the relationship has now changed: coordination rests with the Minister concerned, the role of the agencies

being to support national efforts in a flexible yet coordinated way. As the activities and the available funds increased, ADEA took on the characteristics of an organized network marked by informality, professionalism and collegiality. It now operates in what may be described as a number of “circles”: the Steering Committee which coordinates the work, the Bureau and the Caucus of Ministers of Education, the Working Groups, and a small secretariat hosted by IIEP in Paris. The biennial meetings provide a forum where these circles come together for an informal and candid exchange of experiences and feed-back.

9. The present meeting, whose theme is *Partnerships for capacity building and quality improvements*, is also important as it gives an opportunity to show what has been achieved so far. The work of ADEA represents an accumulated wealth of knowledge and experience about reform work in Africa which is only partly visible. Special mention must be made of the Working Groups which perform an important task in developing capacity, producing data, analyzing the situation in their field and discussing policies. One thing has become apparent during this work: that much can be achieved through informality, collegiality and professionalism; that capacity-building within

countries and within agencies, which are linked to each other, is a long-term process and that creative solutions must be found, adapted to situations and countries; that coordination, in the final analysis, has to be conducted by Ministers, in collaboration with the agencies, as shown by a few successful examples. Working in a pragmatic and process-oriented way, the ADEA has served as a catalyst, as a forum for discussion and feed-back. It is to be hoped that when the ADEA meets in two years, on the eve of the new millennium, it will be able to report that all donor-driven processes have been replaced by country-led initiatives and that fragmented projects have given way to coherent programs.

10. Mr. Gustafsson then thanked the President of Senegal for hosting the meeting and welcomed three new agencies as members of ADEA: the Ministry of Foreign Affairs of Austria, the Finnish International Development Agency and the African Development Bank.

11. The next speaker was Mr. **Amanya Mushega**, Minister of Education and Sports of Uganda, in his capacity as Acting Alternate Chair of ADEA and Chair of the Bureau and of the Caucus of African Ministers. He shared Mr. Gustafsson's views on the development and the role of the Association. He thanked the Presidents of Senegal and of Uganda for their presence at the meeting and the President of Senegal for his country's hospitality. He also thanked three Ministers of Education who had left their posts for the valuable work they had performed within ADEA: Mr. Parsuramen (Mauritius), now at the World Bank, Ms.

Aicha Bah Diallo (Guinea), now at UNESCO and Mr. Harry Sawyerr (Ghana) who has retired.

12. Two important meetings of the Bureau of Ministers took place in 1997. In February the Ministers met in Accra with the President of the World Bank and his senior staff. They agreed on a number of important issues: that while emphasizing basic education, a holistic approach is necessary; investments are necessary in technical and higher education, particularly in science and technology; local and borrowed resources should be used in a coordinated manner and local experts and materials, rather than foreign ones, should be used whenever available. The Ministers also met in Kampala in August to prepare the present meeting and to plan changes in the composition of the Bureau.

13. Every effort should be made to invest in education. The problems facing Africa are illiteracy, high infant mortality rates, low life expectancy, low enrolment and high drop-out rates, poor nutrition, and poverty. Investment in education takes a very long time to bear fruit, but it is the surest way to prosperity. It is necessary to ask why Africa finds it more difficult than other parts of the world to achieve results in economic development and education. In conclusion Mr. Mushega invited the participants to use their influence to encourage the convening of a special OAU summit on education and to support African Ministers in setting up regional centers of excellence.

Statements by agency representatives

14. Mr. **Jean-Louis Sarbib**, Vice-president for the African Region, World Bank, greeted the meeting on behalf of Mr. Wolfensohn, the President of the World Bank who sent a recorded message. Mr. Sarbib sees the evolution of ADEA as reinforcing Africa's essential passage from donor-led assistance to programs carried out under African leadership with external technical and financial support.

15. Over the last two years there has been a marked growth in the African economy and the prognosis remains favorable. However, macro-economic growth is not sufficient. Tangible progress to reduce poverty and to create employment are essential if all Africans are to benefit from that growth. The role of the state has been redefined in accordance with the credo of "less government is better government". Education plays an essential role in this redefinition and is the key to the acceleration of growth. Considerable progress has been made in education: primary school enrolment tripled over the last 25 years and the number of students in higher education has multiplied by 13. However, many problems and challenges remain. In some 15 countries, less than half of all children attend primary school. In about 25 countries the literacy rate is below 40% and nearly half of African women are illiterate; less than 4% of young people have access to higher education. The gap between Africa and the rest of the world is widening,

at a time when competitiveness is an essential factor of economic success. Other problems must also be solved: financial constraints, demographic evolution, lack of equity, institutional limitations.

16. The World Bank is motivated to be a partner in solving these problems. During his meeting with African ministers in February 1997, the President of the World Bank took note of their criticism with regard to the reaction time, the quality of the Bank's services and the effectiveness of its partnership. These criticisms were carefully examined and the Bank came up with some solutions to which it hoped the meeting would react. To increase speed and flexibility, World Bank vice-presidents can now give rapid approval for innovative projects up to 5 million dollars. Long-term adaptable loan programs are also possible. Greater emphasis will be laid on education funding, after a temporary drop in 1997. Some 42 education projects are now funded in Africa with an overall investment of 1.6 billion dollars, of which 600 million is still available and could yield visible and tangible results. For 1998-2000, 37 new projects in 30 countries are projected, which represent an investment of 1.3 billion dollars. However, national resources will remain the main source of financing, which requires an alliance of Ministers of Finance and of Education. The role of the private sector should not be forgotten.

17. The effort of the Bank is mainly directed at basic education, particularly at the primary level. There is evidence that the priority for girls' education is becoming a reality. However, secondary and higher education, as well as training of skilled labour and

technicians, are equally necessary and the Bank's assistance is being diversified, including important components in vocational training and higher education. Support will be granted to reforms in higher education and to adapting vocational training to market realities. Action has been initiated in fields in which the Bank involvement was moderate: adult education, literacy (especially for women), and pre-school education. Communication technology projects have been initiated for Internet links with some African countries and, with the participation of a number of bilateral agencies, for the African Virtual University. The new WorldLinks program connects African secondary schools in a number of countries with schools in Canada and the United States. Some 80 schools are expected to participate in the program in 1998, giving teachers access to learning materials and professional networks. African children will be in contact with the rest of the world and be able to share their knowledge, experience and history.

18. Partnership, the key word of this meeting, is also at the center of the renewing World Bank. The Bank is committed to respond to the needs articulated by the African countries. It is deepening its relationship with African institutions such as the Economic Commission for Africa, the African Development Bank, ADEA, the African Economic Research Consortium, the African Association of Universities and FAWE (to which it provided a grant). Government should take the lead and donors should welcome coordination by government. Government's commitment is the condition of success.

19. In a similar way, partnership is required among donors. The World Bank works with other agencies to make the United Nations Special Initiative for Africa operational. As co-lead agency for the education sector with UNESCO, it helps African countries complete sustainable, comprehensive, long-term sector improvement programs. It places a special emphasis on some 15 countries with fewer than half of their children in primary school. An important, related effort is the Strategic Resource Planning Initiative initiated especially for girls' education. Closer partnership is sought with the European Commission. Within ADEA the Bank continues to lead the Working Group on Higher Education. Partnerships are also developed with bilateral agencies.

20. Many of the difficulties in education can be traced to weak institutional capacities. Capacity building is therefore a key to success. The African Governors of the Bank have designed the Partnership for Capacity Building in Africa. Three of its twelve components relate to education: educational quality, revitalization of African universities, creation of regional centers of excellence. Quality is also of utmost importance. Increased access to education will be of little value if quality is poor and children leave school with little or no basic literacy and numerary skills. Textbooks and teacher training are important, but not sufficient. Quality is enhanced by community and parents' involvement, by participatory approaches and decentralized processes. Community involvement can also help mobilize local resources. Quality is enhanced by curricula that respond to the child's experience, and through instruction in the

child's mother tongue.

21. Mr. Sarbib's statement was complemented by a video-taped message from Mr. Wolfensohn, the President of the World Bank. He stressed that the starting point for the Bank is inclusion, i.e. focusing on people in poverty, those that are most disadvantaged and are left behind. In Africa 50% of the population lives in absolute poverty. They need hope and hope can only come from education and knowledge. A commitment to education is the corner stone of development and the Bank's commitment in this field is very clear.

22. No effective development is possible in Africa without education. The Bank is willing to work in partnership with the African countries for the implementation of long-term programs in education. The focus must be initially on primary education, without neglecting however pre-school education, secondary and higher education and adult education. The Bank is ready to participate with the African countries in developing programs, to share triumphs and to recognize its failures. The Bank wants to learn from Africans and to learn with them; it wants an education program both international and local, likely to preserve African culture and history and to offer African children an equal opportunity to share in a fulfilling and prosperous future.

23. The next speaker was Mr. **Mats Karlsson**, State Secretary, Ministry of Foreign Affairs of Sweden. He said that an African renaissance has begun; Africa is leaving the post-colonial era and a new generation is

taking responsibility for its future. While violent conflicts still ravage the African continent and poverty and political difficulties still prevail in many places, a sovereign, self-reliant and democratic Africa is emerging. Those present at the meeting bear much of this responsibility. If Africans are to become masters of their destiny, the capacity of African peoples and of their governments must be strengthened. Education is the key. Is the outside world responding properly to this challenge? How can economic growth be sustained and increased? How can dependency on aid be broken and sustainable modes of cooperation shaped? The response depends on actions taken by Africans themselves. But the fact that the liberation of Africa must be the work of Africans should not serve as a pretext for disengagement by Africa's partners.

24. Development cooperation is not the only answer, but it is a part. We know now that it can be effective, even decisive, particularly in education, and this is why the rapidly decreasing volume of aid is both disturbing and irrational. If African nations are now ready for better governance, their partners must not let them down. To achieve genuine partnership, five qualitative conditions are necessary: (i) a relationship of equality; being explicit about values; (ii) transparency about interests (even if they diverge); (iii) clear contractual standards; (iv) focusing on critical factors and avoiding excessive qualifiers; and (v) equality of capacity. These qualities deserve to be made more explicit through a code of conduct that establishes new ground rules for partnership under strong country leadership. These ideas have inspired the Swedish government to reassess its overall policy

in Africa, which will now be based on attentive listening to African policy makers and society and respect for African ideas. Parliament will be requested to approve an integrated policy aimed at encouraging change under African democratic control and long-term, broad-based relations between our societies. It has already approved a 20 % increase of Swedish aid in 2000, most of which will benefit Africa.

25. Mr. Karlsson then recalled that, some 75 years ago, Sweden was itself a developing country. Three factors enabled its people to establish a modern society: **(i)** a democratic culture within which the poor organized to demand their rights ; **(ii)** a compromise between capital investments and labor around a social market economy ; and, **(iii)** universal primary education, a decisive asset, even if it was of poor quality. Sweden also benefited from its lumber trade and its success in achieving regional and international integration. It is fully committed to multilateralism. Sweden’s experience is not unique. Many other countries have also been transformed during this century and Africa will do so early in the next century. There are new opportunities deriving from global change and transformations. Globalization can work in favor of Africa, provided some conditions are met and choices made.

26. It is possible either to strengthen democracy or to disregard it. Progress over the past decade has changed Africa. More countries have democratic institutions and free elections, but stable democracy is still distant in many countries. Challenges and dangers to democratic institutions exist and it is

important to avoid stagnation and to move forward. Partnership will follow those who lead their countries toward respect for human rights and democracy. While the world must understand the difficulties of African history and realize that democracy can only come from within, it is up to African nations to deliver on democracy and human rights. The key to democracy is in the hands of the educators. In the information age no country, no economy can prosper without these basic attributes: openness, critical understanding, tolerance, respect for others, and equal rights for women.

27. The second choice is between a social and a “captured” market economy—not between a free and a non-free market economy. The real choice is whether to give the free market a social and human-oriented character or to let it be captured by elites. This choice is most apparent in transition economies but Africa may be particularly vulnerable because of its social structures. A social market, integrating social policy into overall policy, should be possible in Africa, in spite of all the difficulties. Such an economy would ensure a sustainable relationship between a free market and democracy.

28. The third choice is whether to give education priority or not. As agreed in Jomtien and confirmed at the Social Summit in Copenhagen, basic education is an absolute priority. Quality, teacher commitment, the parents’ role, and girls’ participation must be assured. While basic education for children and adults provides an entry into modern society, education must be seen as a comprehensive system. More people will

be leaving school yet demanding more education. Secondary education and increased opportunities for formal and non-formal adult education and training are all necessary. Universities must be transformed into recognized centers of excellence able to attract and retain Africa's best scholars.

29. In conclusion, Mr. Karlsson gave three pieces of advice:

- Africans should fight for their portfolios and keep control of their funds; no investments have a higher rate of return than education and ministers of finance should be made aware of this.
- Africa should be wired: information technology and the Internet are necessary to link Africa to modernity.
- Africans should not settle for anything less than a full African renaissance.

Education is the key to capacity building and capacity is the key to sustained growth. Education defines the social market economy and fuels the culture of democracy. Africa has the potential to transform itself within a single generation, and we want to be a reliable partner to that Africa.

30. The next message was delivered by Mr. **Charles Josselin**, French Secretary of State for Cooperation and "Francophonie". He started by recalling that the Government of France has three objectives for its international policy: human rights, peace and development cooperation. We know that the future is linked to a stronger respect for human rights and we all share the same desire for peace; we also understand that these objectives require a joint effort to develop

solidarity between our countries and our peoples in their difficult quest for responsibility, initiative and prosperity.

31. In his statement to Parliament on 19 June 1997, the Prime Minister of France, Mr. Lionel Jospin, reiterated the priority given to relations with Africa with which his country has long and strong links. The conditions of a new partnership should be defined: the future of Africa and its place in the world depend on a new alliance between peoples and the various forms of assistance designed to strengthen it. Mr. Josselin said that ADEA has understood this from the very beginning. It preferred action to speculation and understood that all innovations should be considered as a common wealth at the disposal of all. It believed, however critical the school situation might be, it is never beyond remedial action.

32. When a school system is in crisis, many things are at stake: the young may lose confidence in their elders and society may lose confidence in itself. The school is at the centre of the social contract: if it no longer plays its role, there is no room for growth, for social peace and for a real presence on the international scene. School and society are a single whole; if the school is in crisis, it is the state's responsibility to seek remedies that will avoid the disintegration of the social structure.

33. Turning to the two Heads of State present at the meeting, the Presidents of Senegal and of Uganda, Mr. Josselin said that the educational community recognizes their total commitment to mobilizing all resources

for the education and training of future generations. Their presence itself would strengthen that partnership which was the subject of the present meeting. History has shown that school is not a commodity; it is a collective wealth which should benefit from the wisdom and generosity of the national community and for which outside partners also bear their share of responsibility. However, over the last twenty years or so, this wealth has suffered enormously from budgetary restrictions, necessary though they were. The model of education as established within a system where all growth is managed by the state is no longer adequate to satisfy the demands of the modern world.

34. France has given a lot of thought to the concept of partnership. It wants to put its resources at the disposal of the developing world in a spirit of solidarity. It does not want to perpetuate a relationship of dependence. How can this concept be implemented in the field of education? Education in Africa has changed more profoundly than what is commonly supposed. There has been active participation of the population which has been instrumental in creating its own schools. Technical education is increasingly developed on the basis of a dialogue with actors in the economic sphere. Universities, while still weak, are increasingly sharing their destiny with the private sector. In order to produce a modern elite they must meet international academic standards of excellence. In all these fields a bridge should be built between what exists and what should exist, with the help of partners in school and universities.

35. Obstacles remain, however. Reforms initiated by the state often meet with resistance, as those who should participate do not fully accept them. External assistance does not produce all the expected results because it is so marginal, so scattered and so rigid, thereby giving the impression of being an alien body. Quality is not always there for want of an open evaluation, of a clear contract between the state and the educational institutions, and of savings which might result from regional integration. But reforms are indispensable; they can only take place on the basis of a constant negotiation under changing conditions. This instability stems from the fact that economic systems are more open nowadays, there are different cultural settings, and there are millions of citizens who look constantly to a better future.

36. Although it no longer has universal knowledge, the state plays a primary role. In a time of crisis, societies are in need of a state which will understand the situation, comprehend all the viewpoints, so as to respect equity and advance equality for all social groups with regard to education. These changes now depend on the ability of each country to define its own objectives and to determine its own procedures and their cost. Our Association should reflect on what kind of revolution in the concept of partnership would renew and strengthen these capacities.

37. Mr. Josselin then quoted three examples of what he had in mind:

- New policies in basic education, in vocational training and in the training of high-level personnel must be based on a broad consensus of all those

involved. Educational systems can no longer be based on instructions coming from the top. They require a decentralized administration, modern information networks, appropriate research and training.

- The dynamic nature of an educational system depends mainly on its capacity to mobilize human resources. Such a mobilization would be difficult to achieve if the state does not play its role to the fullest. The analytical work performed by ADEA shows that it is possible to solve many of the problems through the participation of all the interested parties. The priority task is to tackle the issues relating to the teaching profession. This matter must be resolved by a national policy decision. We, the external partners, are ready to assist. We know that all efforts will be to no avail if the educational system is not based on a teaching profession that agrees on well-defined tasks, duties and obligations.
- Our partnership must adapt to a new role. Additional resources are necessary and foreign expertise may be of help. Full participation is also necessary, on the basis of a realistic contract, without any preconditions, that defines the efforts and obligations of all the partners.

38. Mr. Josselin concluded by saying that France is ready to take part in a solidarity effort based on these ethical and practical considerations. It has always considered education as its priority, at home and in its relations with friends. It will continue to do so because it considers that in a complex and uncertain world, education is the key to our common future.

Keynote speeches by Heads of State

39. The President of Uganda, Mr. **Yoweri Museveni**, expressed concern about the difficulty donors and Africans have to understand each other. He recalled the theory of enclave economy which was advocated in the 1960s: creation of small islands of modernity, composed of urban elites, linked to the industrial world. Such islands of modernity, surrounded by a sea of backwardness, cannot function. Transformation must be global and comprehensive.

40. When the industrial revolution began, some 200 years ago in Europe, it was a comprehensive process. First of all, it involved industrialization: machines began to replace muscle. It involved the modernization of agriculture, as well as the modernization of various services: banks, insurance, transport, professional services like medicine and law. It also involved the modernization of infrastructure: roads, energy, water supply. Finally, it included the development of human resources. Uganda has a population of 20 million. But if so many Ugandans can neither read nor write, how are they to fully participate? Europe has advanced by recognizing the importance of developing human resources through education. However, universal education cannot be achieved in a poverty-stricken environment. Transformation is a global process, a package, not a series of isolated projects. One major factor made this transformation in Europe possible: free enterprise.

41. What is the purpose of this transformation, of an industrial revolution? In the first place, it provides employment. Uganda's public services—civil service, teachers, police, army—can provide employment for only 400,000 people. In fact, competition for the limited number of government jobs is one of the causes of the crisis in some of the African countries. Only industry can provide enough jobs for the population. In the second place, only through modernization can the country manufacture all the goods and services which it needs, instead of importing them. Thirdly, modernization provides the tax base that enables the government to operate. In Europe, governments do not get money from heaven; they raise money by taxing their people and their production units and are even able, with the product of their taxes, to help other countries. Finally, the purpose of modernization is to provide domestic outlets for the country's raw materials, not all of which can or should be exported.

42. The concepts of education, human resources development and modernization are closely interrelated. Modernization must be all-inclusive. Education is one of the pillars of modernization. Priorities in education must be clearly defined. Education for the masses must come before more sophisticated forms of education, such as special education or distance education. In a country like Uganda, distance education will only benefit those who already have a minimum of education and who have at least some knowledge of foreign languages. Similarly, special education for the disabled will be of no avail if there is little education for the masses.

43. It is necessary to start with universal primary education, but this is not enough to make the educational system sustainable and attractive to families. In some countries which concentrated on primary education without linking it to higher levels of education, the enrolment was originally very high, but it dropped after some time. The reason is that parents saw little advantage in sending children to school if there was no avenue for them beyond primary education. Mass education at the primary and secondary levels, with a narrower entrance to higher education institutions, is a more sustainable and useful goal.

44. Mass education means that the problem of costs should be tackled. Financing of education is facilitated if wastage—of which there is a lot in Uganda—is eliminated. Boarding schools, a heritage of the British, are an example of costly education. In these schools 90% of the expenditure may go to sleeping, eating and recreation, rather than to study. This has now been largely eliminated from primary schools, most of which are day schools, but should also be eliminated from secondary and higher levels. The purpose of a school is to provide education, not accommodation and board. Even the system of providing lunch at school should be abolished: children can bring whatever they eat at home. Available resources should go, in the first place, to the teachers, to train them, to house them and to pay them well. Funds should also be used to provide a place to study, for libraries and laboratories.

45. Another strain on effective education is large

families. It is not uncommon for men to have several wives and plenty of children and to expect the state to provide free education to all their children. This is not possible. In large families only a few of the children should get free education. For the rest, the cost should be shared between the state and the family so that the parents feel some responsibility. An appropriate curriculum is another issue. The curriculum must be refined and modernized to include a vocational element. The disadvantaged position of women requires positive discrimination. Women in Uganda are granted additional points when they enter university.

46. The crucial point is that education is only possible with sustained growth in the entire economy. The donors can intervene here and there but, in the long term, it is for the countries themselves to generate resources for education.

47. Another problem in fighting ignorance is that some people have a vested interest in ignorance. There are tendencies among some teachers and head masters to oppose free education, because education is treated as a commodity. Those who sell it may want to make it as expensive as possible. The government of Uganda is waging a battle on this issue and intends to win it.

48. The President of Uganda concluded by emphasizing that education in Africa would benefit greatly from sharing facilities, particularly in research and in higher education. He pointed out that many African leaders have studied in Uganda and that he himself had studied in Tanzania. He expressed his great

pleasure at being able to visit Senegal and thanked the President of Senegal for his hospitality.

49. The President of Senegal, Mr. **Abdou Diouf**, expressed his pleasure and his pride, as well as that of the people and of the government of his country, in hosting ADEA at its first Biennial meeting on African soil. He extended the Senegalese “terenga”, a message of welcome and friendship, to all the participants, and a special welcome to the President of Uganda.

50. The alliance between African countries and the North in the fight for literacy, children’s education and high-level training dates back to independence. As related in a recent World Bank report, much has already been accomplished. Between 1960 and 1983 enrolment at all levels in Africa was multiplied by five, reaching a total of 63 million. The rate of enrolment in primary education rose from 36% to 75%; the number of students in secondary education rose from 21,000 to 437,000. The average level of education rose greatly and the adult literacy rate rose from 9% to 42%. However, although considerable progress has been made, stagnation and even decline in enrolment rates have occurred in recent years. This trend has not yet been reversed, in spite of African resolutions and the international commitments made at the Jomtien Conference. Although factors external to education—such as excessive population growth and economic slow-down—may have been responsible for this situation, it is also legitimate to question the types and methods of cooperation which prevailed during adjustment programs. The poor adaptation of educational models to the needs and possibilities of

African countries should likewise be considered.

51. Although African countries devote a substantial part of their budgets to education (up to one third in Senegal), almost half of the adults remain illiterate and 30% of the children are out of school. It is becoming obvious that the state alone cannot achieve the aims of basic education for all, much less meet the needs at other levels of education. This is why partnership should no longer be seen in traditional terms of aid, but as a duty for all concerned to unite and meet the challenge of equity, human rights and interdependence. In order to progress from aid dependency to partnership the first step is to redefine the role and the status of all partners, stressing their equal dignity and responsibility. Partnership can no longer be founded on a vertical relationship of authority and paternalism; it should involve a horizontal relationship based on a genuine dialogue among equals, able to listen to each other.

52. How to define priorities in the area of education? Our number one objective remains the 1990 Jomtien goal of basic education for all. This implies vigorous action against disparities and, particularly, in favor of girls and rural people. What is at stake is the spread of knowledge throughout society in order to develop a critical mass of educated people and to train independent men and women capable of initiative and participation in the development of democracy. But can these ambitious projects succeed in Africa when the educational models on which they are based ignore the traditions and practices of Africa herself? Is it possible to make education universal and able to

transmit the skills and values needed to solve the problems of daily life when it ignores the languages that are spoken in local communities? We cannot but question the relevance of the basic education we provide in relation to African cultures and needs. Education models must be adapted to the requirements and resources of the local context. Otherwise they are unlikely to succeed.

53. Giving priority to basic education cannot be questioned as it is the essential precondition for exercising the universal right to education. But this does not mean that other levels should be neglected. All systems function through the interdependence of all their parts. Africa has a pressing need for the training of senior and mid-level officials able to adapt to scientific and technological knowledge and to develop their own know-how. Basic education must be seen as an integral part of a comprehensive educational system.

54. Developing education is not a simple task. It is a complex and sometimes contradictory process of social transformation that requires profound changes in direction, institutions and actors. Projects must be integrated into broader, strategic education development programs involving long-term action and planning. It is necessary for this purpose to strengthen capacities for foresight, monitoring and evaluation. This is the challenge to be promoted by a new partnership.

55. The President of Senegal then made a few remarks about the practice of partnership and the is-

sues and the challenges involved. The world has changed, he said. It is now dominated by the interdependence of economies, the unification of markets, the transnational nature of capital, technologies and information networks, and unrestricted competition. This new world is harsh for the weak, and the solidarity of the rich has given way to a scepticism characterized by “aid fatigue”. The prodigious expansion of science and technology suggests a potential to satisfy all essential human needs, but the existing international order prevents this dream from becoming a reality.

56. The challenges facing Africa and its partners include the need to democratize access to education, to improve its quality and scientific content, and to center the educational systems on Africa’s own cultural personality. Africa will meet these challenges if all concerned show the same determination and creative imagination.

57. At the national level many factors favor a participatory approach to the formulation and implementation of national policy. For one, national conferences on education in several African countries point to a will to seek a national consensus on education policy, creating a new partnership between the state and civil society. For another, non-governmental organizations are very active in the non-formal sector; the private sector is expanding its role in education, particularly at the secondary and higher levels; and local communities are ready to take charge of education. The partnerships being formed at the national level, however, still need strengthening.

58. On the continental scale a number of initiatives should be mentioned. The OAU proclaimed the Year of Education (1996) and the Decade of Education (1987-2006) in Africa. Many regional institutions, such as the African Bureau for Education Science (BASE), the Regional Centre for Adult Education and Literacy in Africa (CREAA), the Ségou Perspectives Observatory and the UNESCO Regional Office in Dakar (BREDA) illustrate the need and the will for partnership among African countries. The important contribution of ADEA must also be recalled. The effectiveness of regional cooperation can be enhanced by a clear definition of its objectives and priorities and a rationalization of its framework. The obstacles to communication between African countries can be overcome through the use of new communication technologies.

59. At the international level we have begun to learn from the errors of the past. No one believes any longer that it is possible to apply universal recipes for development, without taking specific situations into consideration. Partnership should begin with questioning, listening, research and dialogue. Solutions should be sought to the problems stemming from social, economic and political changes inherent in the development process. In the past, the contradictory requirements of different development partners often led to disastrous results. Clearly, there was a need to improve coordination between the agencies. This approach has been combined with the ownership concept, so that responsibility for the coordination of partners in development is now assigned to the beneficiary countries. The United Nations Special Initiative for Africa is based on the concept of national

leadership and action integrated into national policies. It should give an added impetus to education, which is its main component, along with health.

60. Another issue underlying the theme of this meeting is capacity-building. Why, after more than thirty years of technical assistance, followed by cooperation and partnership, it is still necessary to discuss capacity building? Experience has shown that expensive and poorly adapted expatriate technical assistance often stands in the way of using and training African experts. Capacity building should entail not only learning but a commitment to promoting local initiative.

61. The quality, sustainability and effectiveness of the new concept of partnership depends on adherence to certain principles and factors. The first of these is trust—the mutual recognition by each partner of the interests, expectations, problems, sovereignty and culture of the other partners. It is maintained through common experience, communication and proximity. Another factor is transparency, which implies that knowledge and information be shared among all partners. Finally, partnership means strengthening the role and capacity of each partner at every level. African leadership should be accompanied by strategies for institutional development that combine efforts to achieve nation-wide social and political consensus with technical expertise. Support should be given to strengthening national capacities in negotiating, defining policies, monitoring and managing education systems, planning and evaluation, research, design

and training skills. We hope that the new partnerships will be deeply rooted in a relationship of equality, understanding, solidarity and efficiency, so that the African continent may, through education, meet the demands and challenges of the 21st century.

62. The President of Senegal concluded with an appeal to the international community and to the development agencies for a commitment proportionate to Africa's enormous needs in education and training. He echoed the requests formulated in the report of the UNESCO International Commission on Education in the 21st century: to increase the share of education to 25% of development assistance; to develop “debt for education swaps” in order to soften the negative aspects of structural adjustment policies; to spread the use of new information technologies as widely as possible.

PART TWO: SUBSTANTIVE SESSIONS

Theory and practice of partnerships

63. The first two sessions focused on the theory and practice of partnership. Their assigned objective was to develop conceptual and operational understandings of “partnership”.

SESSION 1: Effective partnerships—agencies and countries

64. This session was chaired by **Mr. Amanyia Mushega**, Minister of Education of Uganda and Alternate Chair of ADEA. The topic was presented by three speakers and a panelist, followed by a short discussion.

65. Mr. David Naudet, on behalf of the Club du Sahel, OECD, made a presentation on “*Finding Problems to Suit the Solutions: a Critical Analysis of Methods and Instruments of Aid in the Sahel*”. The “Club du Sahel” was created in 1977 as an association of the principal donors to the Sahel region and a number of regional partners. On the occasion of its

20th anniversary it carried out an ambitious study to take stock of the outcome of cooperation activities in the region. Donor assistance appears to have had a clear impact on: the development of infrastructure and telecommunications; better access to clear drinking water; more international communication; and progressive elimination of endemic disease. However, in spite of these positive accomplishments, the living standards of Sahelian people are virtually unimproved. Foreign aid has failed to raise the general standard of living in any significant way.

66. Donor-driven cooperation has left a general feeling of dissatisfaction, shared by all concerned. The way in which aid has operated was severely criticized. No meaningful sense of partnership has characterized aid projects over the past twenty years for two major reasons. In the first place, aid is defined and conducted by the donors, from conception to evaluation, often giving the impression that it has been imposed rather than genuinely desired. Aid is “supply” rather than “demand” driven. In the second place, the cooperation system as a whole lacks coherence and its global effects have often proven counterproductive.

67. Several adverse effects of aid have been

identified. Aid weakens institutional structures: interventions often cut across or duplicate existing institutions and deprive existing local institutions of some of their most competent staff. This effect goes against the declared objectives of capacity building and institutional development. The second effect is one of saturation: too many projects, terms of reference, conditions and procedures, all leading to a general climate of inefficiency. The third negative effect of current aid approaches is the creation of dependence. The intended beneficiaries do not see themselves as real stakeholders and thus take no further initiatives. Four lessons have been drawn from this review which will hopefully serve to improve cooperation mechanisms in the future.

68. The first lesson concerns the conceptions of aid. More flexible instruments, better follow-up and fewer aid schemes based on “a priori” diagnoses which favor available solutions over the aspirations of the local people are necessary. The current approach amounts to trying to find problems to suit the solutions. The lesson to be learnt is that more flexible instruments are necessary, as well as flexible funding and a process-oriented rather than project-oriented approach. Greater emphasis should be put on assisting the aid partner rather than on a strict observance of targets established at the outset. This approach leads to less programming, to dispensing small amounts less frequently and to more durable results.

69. The second lesson concerns more specifically the nature of the partnership. Demand plays a minor role

in a system which is essentially supply-driven. Donors tend to play the role both of suppliers of aid and those soliciting agreements. One of the results has been the absence, in most cases, of counterpart funding. Counterpart funding is the only signal which allows capacities to be identified, validated and prioritized as meeting legitimate need. Moreover, aid is supported by scattered and dependent intermediaries whereas, in the past, the state was the natural intermediary between the donors and the beneficiaries. As the level of confidence between governments and donors has weakened, a multitude of intermediaries has appeared, often closer to the donors than to the beneficiaries and dependent on the former. This has led to a tendency to reinforce the supply rather than the demand of aid. What is necessary is to promote the responsibility of the beneficiaries so that aid can be based more on sharing and on negotiation. The emergence of a civil society in the Sahelian region is a favorable development in this respect.

70. The third lesson relates to the implementation and the evaluation of the results of aid. The efficiency of aid is often considered from the point of view of the cooperation instruments, as seen by the donors, rather than from the global point of view of the system. In a climate of limited confidence, implementation is based on the reporting circuits within beneficiary institutions. This may be good for controlling procedures and efficiency of the action, but it undermines the concept of partnership by depriving the local institutions of their cohesion, authority and sense of ownership. Individual initiatives are

monitored (some 2000 evaluations have been conducted in the Sahelian region over the past 20 years) at the expense of a global vision of overall results and to the detriment of the process of learning. A new perspective is necessary, using new instruments such as evaluation and reporting systems shared by all the beneficiaries and donors.

71. The fourth and final lesson concerns the role of aid in development. Aid should accompany rather than attempt to lead development. When decision-making is dominated by a sense that all institutions are in crisis, genuine priorities are lost sight of and aid efforts are likely to fail because of excessive interventionism. While many highly critical situations have required urgent donor interventions (food crises, financial crises), crisis management is not appropriate for long-term sustainable development. The desirable trend is to put aid in its place and to organize a dialogue between equal partners. The fragile structures of transformation of the Sahel should be respected rather than overwhelmed.

72. This description may be considered excessively critical. Aid to the Sahelian region will no doubt continue to be necessary but it must be provided in a different way than in the past. The sense of ownership and of responsibility of the Sahelian countries must increase.

73. The next speaker, Mr. **Harry Sawyerr**, former Minister of Education of Ghana, made a presentation on the coordination of aid in Ghana. He started by recalling the evolution of ADEA, with which he has

been associated since the meeting at Angers in 1993: from a forum for donors, it has evolved into a full partnership between Ministers of Education and funding agencies, with a Bureau of African Ministers representing the African partners in the Steering Committee.

74. Mr. Sawyerr had been strongly impressed by several statements at the Angers meeting, which emphasized that the capacity to manage, to formulate solutions and to implement programs had to come from within; that only a coherent national policy, owned by the people, could provide a natural framework in which donors might operate; that there is a strong link between the development of a clear and coherent national strategy and the avoidance of donor-driven development. These ideas inspired him to take appropriate action when he returned to Ghana after the Angers meeting.

75. A booklet entitled “*Country-Led Aid Coordination in Ghana*”, written by Mr. Sawyerr for ADEA, relates how the Government of Ghana brought together the various funding agencies in order to develop a sector investment program in education. When he took over as Minister of Education in March 1993, he ascertained that there were several project implementation units serving various funding agencies on donor-driven projects, some of which were not functioning properly. This was both wasteful and led to serious difficulties for the Ministry and its staff. As a result it was decided in December 1993 to set up, with the participation of all the officials concerned, a Projects Management Unit to manage all projects

receiving funding agency assistance. Administration, procurement and disbursement departments were also established.

76. Between May 1993 and March 1994 the Ministry led the preparation of a strategy paper entitled “*Towards Learning for All: Ghana Basic Education Reforms for the year 2000*”. Funding agencies cooperated in the preparation of the paper. UNICEF took the lead in providing technical and financial assistance to the Ministry, with the participation of many agencies present in Ghana. A joint Ministry of Education and Funding Agencies Forum was held in July 1994 to identify the main issues for which studies and analyses were required. Thus began the process of developing the basic education reform in Ghana which became known as Free Compulsory and Universal Basic Education (FCUBE). The shift of authority from the donor community to the Ministry of Education in defining funding priorities became the driving force for education sector reforms. The program successfully reflected the collective efforts of all stakeholders.

77. FCUBE was developed in several stages. First there was a meeting of ministry officials and funding agencies in February 1995 to review the studies commissioned at the July 1994 meeting. This was followed by a workshop in May 1995 to define key areas for further analysis, to create joint Ministry-Agency working groups and to develop work plans for these studies. The joint working groups then presented their reports to another meeting convened in July 1995, focusing on the Operational Plan for

implementing FCUBE. Finally, the Operational Plan was presented to a Forum in October 1995 and the strategy was approved by Parliament in December 1995.

78. Program management and implementation are the responsibility of the Ministry and of the Ghana Education Service. To enlist the participation of all stakeholders and beneficiaries, four groups were set up to assist and advise them. Together, they facilitate a sense of ownership and commitment of all stakeholders:

- The Implementation Overview Committee ensures that program implementation is in conformity with the overall policy and the Operational Plan. It meets every month and represents all stakeholders—central and local, governmental and non-governmental—with funding agencies as observers.
- The Senior Management Team serves as an advisory body to the Minister;
- Strategic Planning Groups;
- The Government of Ghana-Funding Agency Consultative Panel, chaired by the Minister, meets twice a year.

79. To ensure the effectiveness of FCUBE at the school level, District Education Oversight Committees were set up in all 110 districts of Ghana. They consist of senior officials at the district level and representatives of the district assembly, traditional rulers, Christian and Moslem groups and teachers’ and parents’ associations. Their task is to oversee the physical environment of the schools, the performance

of teachers and students and the supply of learning materials. Committees and Boards are being set up in schools, composed of local residents.

80. On the two occasions of the previous major education reforms (1974 and 1987) the government had to negotiate with each funding agency for its potential support. Under the present system the funding agencies identify their fields of interest and provide funds within the policy framework and implementation plan agreed upon by the government and the agencies.

81. The first Consultative Panel was held in February 1997. It reviewed the status of program implementation, the Operational Plan for 1997, future implementation arrangements and the financing of the program. It marked the new arrangements for the coordination of aid to basic education in Ghana, with FCUBE becoming the only program for improvement in this field for the coming decade. After three years of planning, the Ministry of Education now has a structure for management and implementation in which the agencies are integrated in an effective way. Among the numerous advantages are a drastic reduction of visits from agency representatives and the establishment of common reporting and disbursement procedures. Common procurement procedures are being planned.

82. A number of lessons can be drawn from this experience:

- strong leadership and political will are essential and must be clearly demonstrated;

- funding agencies are ready to support a ministry and a program that show good leadership and clear guidance;
- the establishment of a single unit to process and disburse funds leads to a more efficient use of local human resources;
- the process of building a forum for ministry officials, agency representatives and local stakeholders takes time.

83. The third topic was *Multiple Partnerships in Support of Sustainable Provision of Teaching/Learning Materials*. The presentation, based on the experience of the ADEA Working Group on Books and Learning Materials, was made by Ms. **Carew Treffgarne**, of the Department for International Development, United Kingdom (which is the lead agency for this Working Group), Mr. **Adama Ouane**, of the Section for Literacy and Adult Education, UNESCO, and Mr. **Richard Crabbe**, Chairman of the African Publishers' Network (APNET).

84. The purpose of the Working Group on Books and Learning Materials is to support the development of book policies which embrace a holistic approach to the development and supply of relevant, low cost materials for literacy and learning. It sees the formulation of book policies as the most appropriate strategy for identifying, developing and allocating the resources that can be mobilized for making relevant teaching, learning and reading materials available on an equitable, country-wide basis. The Working Group is a good example of the multiple partnerships through which most ADEA Working Groups operate.

Ms. Treffgarne identified seven kinds of partnerships of special relevance.

85. The first such partnership is with the Special Interest Group on Literacy. It is instrumental in creating links between several types of literacy and, in particular, with those that are conducted in local and national languages rather than in international languages. This requires the production of adequate reading materials in those languages. It also favors, in accordance with the Jomtien recommendations, the integration of formal and non-formal education and promotes cooperation between the state, NGOs, civil society and the private sector for the elaboration of a comprehensive book policy.

86. The second partnership is the involvement over the last two years with the Zimbabwe International Book Fair which is the most significant annual book event in Africa. This forum helps to develop the dialogue between the book industry and the ministries of education.

87. Thirdly, in order to improve the provision of good quality materials at low cost, activities are coordinated with those of the African Publishers' Network. APNET's mission is to strengthen the African publishing industry through networking, training and trade promotion so as to meet Africa's needs for quality books relevant to the African reality. Although only five years old, APNET is present in 27 countries and works with publishers in those countries towards building national capacities in book publishing. Among its useful projects mention are studies on trade

barriers in Africa, a register of African consultants in the book industry, and a bibliography on book development and publishing in Africa. A recent workshop on publishing in national languages called for more regional cooperation, which is precisely what APNET is about. Sustainable book development programs require the development of national capacity in the book publishing industries. APNET therefore considers the Working Group on Books and Learning Materials as a strategic partner in providing a forum for improving access to books in Africa.

88. The Working Group also works in partnership with the UNESCO/DANIDA Initiative on Building Capacity for Developing Basic Learning Materials; with the funding agencies; with non-governmental organizations; and with the other ADEA Working Groups.

89. The initiatives of the Working Group draw attention to the need for multiple partnerships, not just between the ministries of education but also with other ministries such as culture, communication, trade, transport and finance. This is necessary to reduce the barriers to book development, such as taxes on the imports of primary products for the book industry, and to influence book procurement policies. Some major agencies should also revise their procedures in order to promote African publishing capacity rather than undermine it.

90. The Working Group is a network for promoting cooperation by enlisting as many partners as possible. The studies carried out point to the urgent need for

more up-to-date information on what is happening in the book trade. There is, unfortunately, a lack of transparency, not to say an atmosphere of secrecy, between the ministries and the private sector. Hence the importance of closer contacts which the Working Group is seeking via the National Educational Statistical Information Systems (NESIS) program of the Working Group on Education Statistics, and of sharing information among agencies, governments and various organizations in Africa.

91. Multiple partnerships can succeed if they possess common targets, common values, accountability, transparency, friendship and trust. They provide the key to smoothe relations between networks, governments, NGOs and funding agencies for which ADEA and its Working Groups provide a forum.

92. Following the three presentations, Ms. **Sissel Volan**, of the Norwegian Ministry of Development Cooperation (NORAD) made some comments on development cooperation and partnerships, from the point of view of a small donor. She recalled what the Director-General of NORAD had said to ADEA two years ago: that there was a growing feeling in NORAD that development cooperation was a failure and that the only way for it to succeed was to make countries responsible for their own development, and limit the role of agencies to assistance. This change of attitude was not easy to implement, but NORAD has been pursuing this policy over recent years. It requires its partners to define what they want, to plan how to achieve this and to implement what has been planned. If the partner requires assistance for this purpose,

NORAD is ready to help financially. The partner, not the donor, should feel ownership for the process.

93. Not many of NORAD's partners—which are among the poorest countries in Africa and Asia—have the strong leadership necessary to carry out this process as Ghana has done. They often have difficulties in devising clear strategies. The ministries are often overworked and lack the necessary staff to produce satisfactory documents and to fulfil requirements for reporting and accounting. There is a need for open and honest dialogue between the partners to define areas of common concern. One of the difficulties encountered is the high turnover of staff on both sides and the resulting lack of continuity.

94. The lessons learned so far show that more attention should be paid to strengthening institutional and country-driven processes. Realistic requirements should be defined for project planning and reporting. Strengthening of internal control mechanisms should be encouraged. A consistent policy should be conducted over the time period, and not be influenced by donor fashions. Development work is a long term process and commitments should be entered into for periods of 10 to 15 years. Donor coordination should be encouraged. Finally, solutions should be sought to the debt problem.

95. Several interventions from the floor followed. Mr. **Digby Swift**, representing the European Commission, stated that the issues of partnership and of coordination of aid are of paramount concern to the European Union, both its Member States in their

central organs and the European Commission. The Lomé Convention lays emphasis on partnership and on support for initiatives led and managed by recipient governments. Current discussions concern the best means of putting these principles into practice. At the policy level Mr. Swift mentioned the November 1996 policy resolution of the Council on Human and Social Development. This resolution declares that education and training are a major development priority and that the partner countries should be enabled to define and implement their own policies in this field. On the practical level he quoted the example of Tanzania, which is coordinating donor support in the preparation of an education sector development program. The European Union considers this experience, as well as other efforts for government-led coordination, as a means of improving partnership between governments and aid agencies.

96. It was pointed out that the Ghanaian example was a demonstration of what could be achieved through political will, subject to the availability of the necessary management capability. Things are obviously changing in Africa. To make further progress it will be necessary for the donors to do away with their cumbersome procedures and different requirements for reporting and evaluation and also with the constantly changing fashions to which the African countries are expected to adapt. The donors should agree among themselves on their mechanisms so that African management does not spend time on reporting at the expense of implementation. The suggestion was made that African countries should be allowed to search for consultants who might be

less costly and more effective than those imposed by the agencies.

97. One speaker expressed satisfaction with the emphasis laid on local languages. Local writers and artists should also be encouraged, as well as local manufacturing industries, so that materials necessary for school construction are produced locally. Another participant mentioned the difficulties encountered by his country in developing science education and hoped that less expensive ways of doing so could be devised.

SESSION 2: Effective partnerships within countries

98. Mr. **Jacques Hallak**, Director of the International Institute of Educational Planning, chaired the second session. There were two main presentations, followed by two panelists and by an intervention from the floor.

99. Mr. **Nick Taylor**, Executive Director of the Joint Education Trust in South Africa, spoke on *Private Sector Partnerships with the Public Sector*. The Joint Education Trust (JET) was established in 1992 by the South African private sector, which provided financing of 500 million rand (worth about 120 million dollars at that time), in partnership with the most important organizations in the country: the main political parties, trade unions, educational and business organizations. Although JET operated to a large extent as a consultancy institution or as a donor when South

Africa was still under apartheid, there was a fundamental difference: it was indigenous to South Africa and it was firmly rooted in civil society.

100. JET's mission was: (i) to harness and coordinate resources across civil society and between civil and public sectors; (ii) to serve the development of the most disadvantaged groups; (iii) to improve the quality of education and the relationship between education and the world of work; (iv) to contribute to long-term change in the education and training system; (v) to show measurable results within five years.

101. Since the end of apartheid and the establishment of the new government, JET (which did not work with the apartheid government) has developed new partnership projects in which the government is involved at different levels. Foreign donors began to utilize JET for implementing projects and NGOs (of which there are many in South Africa) have also been brought into partnership, to provide educational services. Thus, JET is involved with five sets of actors: the corporate sector, a wide number of civic organizations, government (at all levels), donors and NGOs. The first two are bound together through a standing agreement while the others operate on a project basis.

102. For a partnership of this type to succeed it must meet the needs of all the participants. Each must contribute to it, and each must gain from it. The business sector brings the money and its management capacity. In return, it benefits from a better educated

workforce, positive publicity for companies, and tax concessions. Organizations from civil society—political parties, trade unions—bring legitimacy to the partnership. If they participate, there is a stronger chance that the communities concerned will feel that they are part of the project. They also bring their knowledge about local needs, particularly of marginalized and impoverished groups. What they get out of this scheme are, of course, improved services for their constituents. The external donors contribute their financial resources and their knowledge of successful models from different countries. Their reward is the efficient spending of money in the best interest of the country and in accordance with government priorities. Government is the most important partner in this undertaking, for it brings a policy framework within an accountable political process. Only the government can provide services on the scale required to make education universal.

103. Donors' aid is certainly important, as it is targeted at particular problems and designed to bring a maximum of impact. But, in South Africa it accounts for no more than 2 to 3% of the total education budget. The government provides an enabling framework which is very important to encourage these partnerships. It can also provide specific incentives such as tax concessions for business. The government benefits from new resources and the fact that these resources are brought to bear within a government framework. Finally, the NGOs bring to the partnership their dedication and their desire to work for an ideal, their flexibility and their ability to innovate.

104. JET's role is to hold all these partnerships together, ascertaining the priorities of the principal parties, investigating the needs to be satisfied, finding suitable partners, drawing up a project proposal to suit the requirements of the partners (e.g. a donor), managing the work and the finances, evaluating the results, and reporting. An example of a successful activity is the recent project financed by the European Union. Early childhood development and basic literacy for adults were identified as the priorities. The project consists of building government capacity to manage the project at the national and provincial levels and of contracting with NGOs to provide policy development, materials development and curricula. In such a project JET functions as a kind of international consultancy and is able to simplify the government procedures which are necessary, but may prove cumbersome.

105. Two lessons can be drawn from this experience. First, that the success of JET owes more to its being an indigenous organization deeply rooted in South Africa's civil society than to its being equipped to act on the lines of an international consultancy and to manage projects. The second conclusion is that partnerships will not work properly if they do not meet the needs of the partners. This may be known as the principle of complementarity. Partnerships must be built on the strengths of the different partners while minimizing their weaknesses.

106. Mr. **Peter Easton**, of Florida State University (USA) and the Working Group on Nonformal Education (WGNFE) made a presentation on

Communities, Schools and Ministries of Education based on studies carried out over the last two years by the WGNFE. These studies do not necessarily provide solutions, but they do point to a number of basic issues and practical approaches.

107. In an area of reduced public budgets, more stringently controlled foreign aid and increasing government decentralization, it becomes imperative to associate other partners and to find other sources of support. The three issues taken up at the present meeting—partnership, capacity building and quality—are closely interrelated. Ideally, partnership helps to provide more and better quality of education. Several studies conducted under the sponsorship of the Working Group on Non Formal Education identified five important patterns of partnership or association between private and public providers that characterize nonformal education programs in Africa. These patterns reveal both great potential and major pitfalls.

108. The first issue concerns the collaboration between the public and the private sectors for educational delivery. Both private for profit (PFP) and private non-profit agencies (PNP) or nongovernmental organizations (NGOs) have proliferated over the past decade, especially in lower income countries. However, they are frequently in competition with each other as well as with local actors and associations for scarce resources, either from government or donor sources. For example, in one case studied in East Africa, an NGO practice of paying local teachers well above the market rate (and above what community associations

could possibly afford) sapped the energy for an innovative and locally-owned school program. Governments have not become facilitators and local beneficiaries continue to be the most under-represented stockholder.

109. The second type of relationship concerns new partnerships between educational providers and development agencies. In the nonformal education sector in particular, more effective three-way collaboration can be observed in recent times between local community associations, agencies and NGOs concerned with development and training for adults. An important part of the work accomplished in the last two years by the Working Group was commissioned by development agencies such as the *Comité inter-Etats de lutte contre la sécheresse au Sahel* and the Club du Sahel. These bodies sponsored a study on education and development because their work in the field reached a stage where it could not progress without education and training, without the people on the spot acquiring competencies necessary for them to manage the activities by themselves. More effective three-way collaboration at grassroots level, needs to be responsive to civil organizations' desire for autonomy to establish and manage their own development.

110. The third type of collaboration concerns intra-community relationships. This is probably the most important and the most dynamic aspect of the research findings. Women are assuming new roles. Communities are associating among themselves in various ways. New patterns of relations are developing

within communities, which are remodeling social relationships of age, gender, governance and mediation. Successful examples studied included the development of complementary roles for young and old in a community enterprise in the village of Nwodua in central northern Ghana. In Senegal, newly-literate leaders of women's associations have developed conflict-resolution skills and have convinced village authorities to ban female circumcision. The associations then went on to approach other communities to take similar actions.

111. "Where there is no vision, the people perish", it is said. Participatory research is more likely to lead to visions with a solid foundation in practical need and aspiration. In the nonformal education studies, communities were requested to carry out self-evaluation, to carry out research on their own experience and to exchange results with other communities with similar experiences. Villages were assisted in establishing their own planning and in making forecasts on the future of their community, of their country and of West Africa. Participation makes local actors direct stakeholders of educational research. It provides them, as well as the national researchers involved, with an intense, hands-on training experience in the generation and use of locally-relevant research.

112. Finally, new complementarities between formal and nonformal education need to be defined. In fact, the traditional distinction between the two is becoming less explicit. Communities need new competencies and they look for them wherever they can be found.

Many latent human resources are untapped at the local level. Local potential exists among people who have attended school, literacy programs, or who have engaged in some vocational training. Potential resources exist also among those families with traditional sources of knowledge, who had been abroad, who have attended Koranic or other religious schools.

113. Maybe there is as yet no global education system. Learning and the transmission of knowledge take place within a larger social context with formal education at the center, surrounded by multiple forms of nonformal education, and at the periphery, by multiple forms of informal education, or learning through living. A vital, inclusive concept of an education system combines these different forms of learning. For these to be validated, however, equivalencies, bridges between formal and nonformal education and mutual respect among alternative delivery systems are required in Africa, and of course, worldwide.

114. Mr. **Paul Gérin-Lajoie**, President of the Paul Gérin-Lajoie Foundation, Canada, presented an example of partnership in action assisted by his foundation: village and neighbourhood schools around Saint-Louis, in Senegal. Within the galaxy of partnerships, as described by previous speakers, there is room for a basic partnership at the school level which comprises all the stakeholders: teachers, pupils, parents, and community actors. In Senegal this is known as a *cellule école-milieu*, which can be translated as “school-community unit”. The school

as a place of partnership was the subject of an international meeting held in February 1997 in Montreal, which adopted the “Montreal 1997 Declaration on Village Schools and Neighbourhood Schools for all in French-speaking West Africa and Haiti”.

115. In 1988 Paul Gérin-Lajoie Foundation became involved with two primary schools in Saint-Louis that encouraged the stakeholders to take responsibility for the schools. This process continued so that at present all the 174 schools in three semi-urban and semi-rural districts in the Saint-Louis area are organized to form genuine, grassroots partnerships, or are in the process of doing so. The Foundation offers guidance, partnership and support to all concerned, an opportunity to discuss their various experiences, as well as the means of implementing the national education reform in their schools. It also offers material support for this process.

116. The organization of these partnerships begins with sensitization and training of the teaching staff and sensitization of parents and local socio-economic actors, followed by an assembly leading up to the creation of the “school community unit”. In the villages where no school exists, the establishment of this partnership starts with the creation of a provisional committee, to which the village chief and local leaders belong. A synergy between the school and the environment is thus promoted. The population takes part in the management of the school and feels responsible for its development. A development project can then be conceived on this basis. The

school becomes a place which offers not only education for the children but also basic education services to the population, according to the needs and desires expressed by that local community. Participants are not only consulted and kept informed, but they also take part in the decision-making process on the different aspects of the life of the school. The school becomes a meeting place for the population and a forum for exchanges between the school and various stakeholders. This is not an easy process; it requires time and patience, but it leads to a profound change in attitudes and in the perception of what a school is.

117. Ms. **Julie Owen-Rea**, of the United States International Development Agency (USAID), reported that the Africa Bureau of her Agency works in all sectors of education in Africa, from early childhood to post-doctoral training. However, its focus in the last few years has been on primary education and supports projects in 9 countries. It would like to extend this work to other African countries, but it is now—like many agencies—in a difficult situation, as resources are declining and it is subject to growing scrutiny. It is necessary to show that education is progressing in Africa and that it has a bearing on economic development and on political reform. The excellent work performed by ADEA and its Working Groups should be made better known, particularly to the USAID field missions whose support is essential. The results of some educational projects supported by USAID have been described in a little book and will also be available in articles for newspapers and magazines. The good work that is being done must be

made widely known so that the taxpayer will be willing to continue support.

118. The session concluded with a short intervention of Mr. **Adama Samassekou**, Minister of Education of Mali. He had listened with great interest to what the various speakers had to say on the concept of partnership; the time has come, he said, to go from words to action, from the concept of assistance to that of partnership, based on mutual confidence, in the true spirit of international democracy. Mr. Samassekou suggested that, in order to emphasize the change in the nature of the relationship, expressions like “funding agency” or “donor” should be replaced by “partners”. He also suggested that future meetings should not concentrate exclusively on “success stories” but also take up some of the failures. Instances where a government has had problems with an agency should be discussed openly and honestly, so as to draw conclusions on the best way of developing genuine partnership in such cases. ADEA would be a proper forum for true international solidarity in the field of education.

119. Referring to previous statements in this session, Mr. Samassekou stressed the importance of partnerships at the grassroots level. Violence is not unknown in schools in Africa and strikes are not uncommon. It is essential to establish a genuine social contract around the school, comprising also teachers’ unions and parents. Saving the educational system is essential, independently of who happens to be in power at a particular time. ADEA can be instrumental in promoting these grassroots or neighborhood

partnerships which play a leading role in saving the school and ensuring its development.

Partnerships for capacity building

SESSION 3: Capacity building for education planning and management

120. The objective of this session, chaired by **Mr. Ingemar Gustafsson**, Director, Policy Secretariat, Swedish International Development Cooperation Agency, and Chair of the ADEA, was **to explore how partnerships—in and outside of the ADEA context—have contributed to the building of national capacities for effective planning, management and resource allocation in education.** There were three presentations.

121. The first subject was *Capacity Building for Strategic Resource Planning of Girls' Education in Africa*. It was presented by Ms. **Gennet Zewidie**, Minister of Education of Ethiopia, and Ms. **Mercy Tembon**, of the Institute of Development Studies, University of Sussex (United Kingdom).

122. Ms. Zewidie described the partnership for strategic resource planning undertaken by the Forum for African Women Educationalists (FAWE), the

Economic Development Institute of the World Bank and the Institute of Development Studies (IDS) of the University of Sussex. She recalled that FAWE is an organization of African women policy makers in education; its mission is to see to it that women and girls are an integral part of the intellectual and technical human resources which Africa needs. It assists member countries in the development of national capacities to improve policies and strategies to accelerate female participation in education.

123. The strategic resource planning project was undertaken in Ethiopia, Guinea and Tanzania. Objectives were the following:

- to discover the reasons for low participation, low involvement, poor retention and achievement of girls;
- to analyze how these reasons affect boys and girls differently;
- to ascertain which policy options might increase gender equity and what the cost implications would be.

One of the recommendations was that national capacities to master the methodologies for this research be transferred from the North to the African countries themselves. Although the project was carried out in three countries, Ms. Zewidie concentrated on the findings and recommendations concerning Ethiopia.

124. The research, completed in June 1996, was followed in December by a seminar attended by senior officials. These included representatives of the Ministries of Finance and of Planning; the Prime

Minister's office (which has the decision-making power at the top level); the National University (important for capacity building); the regional governments (since Ethiopia now has a federal structure and the regional governments are responsible for the management and budgeting of primary and secondary education); and international organizations. After a thorough discussion of the findings of the research project, the seminar established a task force to develop further the proposed strategies and options. The task force examined the feasibility, relevance and sustainability of the proposed strategies, defined responsibilities at the different levels (centre, regions, districts) for implementing and monitoring the strategies; it also suggested possible sources of funding. The task force prepared a report on *Strategies for promoting girls' education in Ethiopia* which was accepted in September 1997. The report has been disseminated and the regions are now developing strategies adapted to their particular situation.

125. What did Ethiopia gain from this project? In the first place, the strategies and the options were not copied from elsewhere, as in the past, but elaborated on the basis of the realities of the country. Their implementation has already started and it is hoped that they will lead to greater efficiency in the school system, reduced drop-out and repetition rates, and increased achievement of girls. Secondly, it made possible the formulation of achievable objectives, broken down into short-term and long-term. Thus, short-term objectives include the elimination of direct school fees and making the school time-table more

flexible and adapted to the needs of the communities. Long-term objectives necessitate much more work, such as increasing the marriageable age to 18 years (at present some girls are married at the age of 12 or 13), as this requires not only appropriate legislation but also –even more important–sensitization of the parents. Another long-term objective, requiring funding, is the construction of a school in every village. Thirdly, policy options are adapted to the particular situation of each region, which is an important achievement in a large and diversified country.

126. The project developed awareness about the causes of low participation of girls in school and about the advantages of closing the gender gap in education. This applied to policy makers at the central, regional and district levels, as well as to stakeholders. It is now much easier for the Ministry of Education to take care of girls' education and to develop the necessary capacity in the Ministry, the regions and the districts.

127. Ms. Tembon presented the lessons relating to capacity building, gender and primary schooling that emerged from the strategic resource planning programs in Ethiopia, Guinea and Zambia. The results are available and have been disseminated to the participants in the meeting.

128. The first phase of the program was carried out between June 1995 and July 1996. Four research officers (three national and one international) were recruited. The team leader and the international researcher from each country underwent 8 weeks of

training at the IDS to get acquainted with the methods of the work that would be undertaken. They then went to the country to do field work for 6 months. Each team carried out school surveys, interviewed dropouts, children in school and children who had never been to school, teachers and education officers. They held discussions with parents and opinion leaders. They went through a process of diagnosing what the problem was with girls' education in their country, of designing policies to address the constraints and of analyzing the cost and resource implications of the process. The lead researchers from each country then returned to the IDS to complete their data analysis and finalize the reports. These reports were then disseminated in the countries concerned and in each country the follow-up was similar to what was described by the previous speaker with regard to Ethiopia.

129. Ms. Tembon emphasized some aspects of the program's implementation which were crucial. One was the very strong personal commitment of the three ministers. The other was the strong interest of the regional officers. She also stressed the involvement of all concerned and the intense work performed during the seminars in the three countries. The program will now be extended to six more countries, drawing on the lessons learnt during the first phase: Côte d'Ivoire, Ghana, Malawi, Senegal, Uganda and Zambia.

130. What lessons have been learned with regard to capacity building? The first is that in order to carry out the complex tasks involved, the research workers

have to be properly trained. The second is that, if the program is to continue on a sustainable basis, the right people have to be recruited on a competitive basis, with the involvement of the government. Then a training program is necessary. A three months' training program will be arranged, this time not only for the team leaders, but for all the members of the national teams. They will have to acquire the skills necessary to do the work by themselves, with the support of the international researchers but no longer under their leadership. Therefore, intense training is essential. It must cover research methods, data collection techniques, gender analysis and planning, educational planning and financing, policy formulation and analysis, and computer techniques.

131. In addition to the commitment of the ministers, already mentioned, broader commitment will be sought in phase 2 by the creation of national strategic resource planning advisory committees, leading to strengthened national ownership of the program and its product. In addition to building individual capacity, as in phase 1, institutional capacity will have to be strengthened in phase 2 by also involving national universities and research institutions. In fact, in phase 3 these institutions should be able to take over what the IDS is doing at the present time. FAWE is now seeking to identify institutions in African countries which will be able to assume this role.

132. As a result of this program there is now a strong awareness about gender issues in the three governments concerned. More capacity building is needed, however: at the individual level, so that the national

researchers can take part in the program; at the institutional level, for universities; and at the systemic level to ensure the involvement of both the education and finance ministries in the process of strategic resource planning for girls' education.

133. The second subject was *Partnership for Building Country-Led and Managed Development of Statistical Information Systems for Education Reform Policy and Management*. It was presented, on behalf of the ADEA Working Group on Educational Statistics (WGES), by Mr. **Ko-Chih Tung**, UNESCO, Mr. **Bakary Diawara**, Ministry of Education of Guinea, and Mr. **Glory Makwati**, Ministry of Education of Zimbabwe.

134. Mr. Tung recalled that the World Bank study on *Education Policy in sub-Saharan Africa* carried out in 1988 identified the lack of information as one of the key bottlenecks in the development of education in Africa. The biggest gaps were in policy-relevant statistical data and analytical capacities in education policy and management. Thus, the creation, in 1989, of the Working Group on Educational Statistics (WGES) followed in 1991 by a joint action program for "Strengthening National Education Statistical Information Systems in sub-Saharan Africa" (NESIS).

135. Information flows in ministries of education appear to work from the top downwards. Decisions are made at the top level and then passed to the lower echelons for implementation. Yet the information concerning implementation of decisions flowed from the bottom upwards, and the process of reporting

through monitoring and evaluation systems was very weak. Decision makers were therefore unable to make informed decisions.

136. A review of past development efforts by donor agencies revealed that many initiatives were not sustainable beyond the project phase run by external technical assistance. Heavy, if not total reliance on foreign experts and imported "turnkey" solutions, which bypassed the necessary involvement of national producers and consumers of statistical services, led to the glaring failure of North-to-South "resource transfer", "skill transfer" and "blueprint" approaches.

137. The Working Group on Educational Statistics seeks to resolve this waste of effort and resources. The Working Group has a steering committee whose major function is directive. It is composed of national and agency representatives. An executive branch implements the recommendations and guidelines. Joint action is taken through the NESIS program's coordination unit which also has an executive function. At the country level, the directive function is performed by national advisory councils representing the major consumers and producers of statistical information. Country technical teams of national experts carry out the activities. Country activities are, therefore, led by national advisory councils and executed by country technical teams. They define the problems, set the agendas and priorities and implement the pilot projects to develop and test country-specific solutions.

138. The strategy aims at encouraging country

leadership and strengthening country ownership, while promoting cooperation within countries, as well as at regional and international levels. The ultimate goal is to build a network of African experts and institutions since they are the ones who should identify the problems and propose solutions to cope with them.

139. Mr. Diawara spoke about national priorities and policy-level commitment. Most African countries encounter difficulties in producing the statistical information necessary for managing their educational systems. Administrations that are unable to fulfil their functions in a satisfactory manner because of structural flaws are part of the problem. In many cases the production of statistical data is entrusted to bodies for which this is not their primary task. Human resources are not well used and may be spread among different institutions that do not cooperate. The systems used are often ill adapted to needs. The NESIS approach offers a number of solutions: **(i)** a systemic approach which takes into account the entire process of producing statistical information, from data collection in schools up through analysis of indicators and publication; **(ii)** creation in each country of national teams able to use modern techniques to build models adapted to reality; **(iii)** establishment of a genuine dialogue, at all levels, between statisticians, planners and stakeholders.

140. On the basis of this experience it is possible to define the following priorities for action:

- development of national competencies and structures likely to improve the efficiency of

administrations, the collection of data, and the regular production of reliable statistical information;

- country ownership of statistical information systems through appropriate management and training of staff at all levels in the methods of collecting, processing and, above all, utilization of statistical information;
- making reliable statistical information available to the decision makers to help them elaborate, implement and evaluate their educational development programs.

141. Policy-level commitments are essential in order to achieve these objectives. It is necessary to establish administrative structures able to produce and disseminate statistical information efficiently. These structures must attract and retain qualified staff. Effective circulation of information inside and outside the services should be facilitated. Training programs are essential. Measures should be taken to promote the transfer of competencies and encourage exchanges between countries of the region. Planning units should be strengthened, both in qualified staff and appropriate equipment. The necessary expenditure for such service should be provided for in the national budget.

142. Mr. Makwati emphasized that, whereas in the past, partnerships were more like the partnership between the horse and the rider, the partnerships evolving in relation to the Working Group on Educational Statistics are collegial, equal and negotiated. Within the three pilot projects in Ethiopia,

Zambia and Zimbabwe, partnership started within the Ministry of Education between the planning units and other departments. This was followed by partnerships between that ministry and other ministries and stakeholders, and then with neighboring countries. Donors also have to fully understand the social, cultural and physical environment as well as national aspirations and plans.

143. The WGES structure in Zimbabwe consists of: an advisory committee composed of heads of sections in the Ministry of Education and members from other governmental institutions; a technical team composed of technicians who develop the materials; and a reference group that benefits directly from the product. The structure in Zambia is slightly different. There is, therefore, a genuine partnership, with a possibility of sharing good practices and experience, resources—especially human resources—both at the national and regional levels. Communications, infrastructure, including the use of Internet, needs to be improved for this purpose. There is a lot of expertise in Africa which should be shared through mutual assistance. Responsibilities are also shared with end users, parents, donors and technical agencies. Education is no longer a subject of concern to governments alone. Partnership with all the stakeholders is necessary, but particularly with the communities if they are to shape their own destinies.

144. The WGES approach has had a great impact in Zimbabwe. It has been possible to set benchmarks to monitor and evaluate the development of education and to produce national indicators for this

purpose. The capacity to sustain educational information systems has been strengthened. The experience in Zambia has been similar; it has integrated its information-gathering capacity as a part of its overall educational reform. This information is now actively used in policy and decision making and has enhanced the role of planning. African countries should be encouraged to develop the use of statistical information. African professionals are ready to share innovative structures, methods and tools and have developed a lasting and sustainable partnership for this purpose.

145. In his concluding remarks Mr. Tung said that the quality of information available for decision making, formulating policies, monitoring and planning the future is critical to informed policy-making. Is information expensive? It is certainly much less expensive than ignorance. Uninformed decisions lead to irrelevancy and wasted resources. A modern information system is the nervous system of any organization, and this is what is being developed. To promote this process, the Government of Zimbabwe has made resources available for the establishment of a network based in Harare for regional capacity building.

146. The third subject was *Building National Capacities for the Assessment and Monitoring of Educational Quality*. Two initiatives underway in Africa were presented: the Southern Africa Consortium for Monitoring Educational Quality (SACMEQ) and the Program for the analysis of educational systems of the Conference of Ministers of Education of the French-

speaking countries (*Programme d'analyse des systèmes éducatifs de la Confemen (PASEC)*). These two initiatives were presented by Mr. **Dhurumbeer Kulpoo**, of the Ministry of Education of Mauritius, and by Mr. **Paul Coustère**, of Confemen.

147. Mr. Kulpoo gave a brief description of the two projects. The roots of SACMEQ go back to 1990 when the IIEP assisted a group of educational planners in Zimbabwe in carrying out an analysis of measurable educational outcomes, of effective inputs, and of the links between the two. The report of this project generated considerable interest in the region. As a result, IIEP organized special training programs for educational planners from the region. SACMEQ was officially launched in January 1997 and is located at the UNESCO office in Harare. Its five active members are Mauritius, Namibia, Tanzania (Zanzibar), Zambia and Zimbabwe; there are also partially active or observer countries—Botswana, Kenya, Lesotho, Malawi, Tanzania (Mainland), South Africa and Swaziland. Policies are defined by an assembly representing the ministers of education, and a managing committee was set up to fund the operations at the international level.

148. PASEC is a network for sharing information on educational evaluation and results among the French-speaking countries in Africa. Participating countries have assessed performance of students in grades 2 and 5 in mathematics and in French. This was carried out between 1993 and 1997 in Burkina Faso, Cameroon, Central African Republic, Congo, Côte d'Ivoire, Djibouti, Madagascar, Mali and Senegal. The central

coordinating office is located in the Dakar offices of Confemen.

149. What are the features which have enabled SACMEQ and PASEC to grow from small initiatives into ongoing activities? In the first place, they met all those prerequisites which foster effective partnerships. A commitment to improving the quality of education and the efficiency of the primary school system was the starting point. One of the main components of this capacity building effort was a sustained program of training in the ministries. It covered all the stages of the evaluation process, from the design of instruments to field work and report writing. Another factor was the close involvement of senior officials, which guaranteed the ownership of the project and its successful implementation. In the SACMEQ structure there is a national coordinating officer assisted by a steering committee and a technical committee. The identification of the planning and policy issues involved is high on the ministers' agenda. There is a shared commitment by the participating countries, as reflected by their willingness to provide country costs. Both SACMEQ and PASEC were able to create a favorable policy environment.

150. The two initiatives offered participating countries the possibility to share experiences and to learn from each other. They reflected on their policy concerns and were able to translate them into research questions. Two interesting features emerge: capacity building took place along with the production of information for policy decisions and

policy development; and training was integrated with research. These methods can be applied to other areas of research in the ministries and it was found that the benefits of capacity building offered in the implementation of SACMEQ and PASEC were felt at different levels. It has now been decided that the five active members of SACMEQ would themselves plan and implement a training program for future projects in Southern Africa.

151. Mr. Coustère referred to the earlier statements on the development of information systems and said that the actions of SACMEQ and PASEC, while related to these systems, were of a somewhat different nature. They consisted of collecting information through quicker and relatively cheaper ways, without creating special structures. They aimed at building capacities within the framework of normal administrative procedures, drawing on existing competencies whenever they could be found.

152. He then made a few remarks about the cost of these operations. There are visible costs, i.e. those specially destined for this research, and hidden costs: those already covered by the ministry's budget, such as those relating to staff time, equipment and vehicles. The visible costs could be estimated at \$70,000 for a PASEC project and \$30,000 for a SACMEQ project.

153. Can it be said that the projects have achieved their objective in capacity building? In other words, are the countries in a position to reproduce similar studies on the subjects of their choice but at a lower

cost? From the point of view of costs, progress can be noted if the first evaluation is compared with later ones. In the first operation there were substantial costs imputed to consultants, initial training, equipment. But these were reduced for subsequent operations. For two similar operations, initial costs fell from \$65,000, to around \$40,000.

154. Another interesting comparison is that of external and internal costs. In the field of statistical analysis, for example, some 70% of the skills had to be brought from the outside and only 30% could be provided internally at the outset. Now the proportion is reversed. In some areas such as instrument design and report writing, the autonomy of the ministries is now practically complete. This does not mean that success requires that all operations be conducted with internal resources only. The ministries are not expected to have a full command of all scientific skills and methods, and external partnerships will always be necessary for some stages of the work. This is why networking is so important, along with appropriate training programs and the use of modern information technologies. Such experiences should be shared. There are many education studies carried out in Africa and it would be desirable to put them at the disposal of all the researchers. SACMEQ and PASEC would be glad to receive as much data as possible and make its data base available to all interested.

SESSION 4: ADEA Working Groups' Approaches to Capacity Building

155. This session was chaired by **Mr. Arnaldo Nhavoto**, Minister of Education of Mozambique. It focused on **the manner in which the ADEA Working Groups contribute to capacity building** and the results obtained by them. Three subjects were presented, after which a panelist made his comments.

156. The first subject was *Capacity Development through ADEA Working Groups: Applicable Practices and Lessons*. The presentation was made by Ms. **Mmantsetsa Marope**, of the University of Botswana.

157. Ms. Marope reported on a study she had carried out on the work of eight of ADEA Working Groups in the area of capacity development. There have been many attempts to clarify this concept and the relationships which emerge in the attempts to develop capacities.

158. She started by recalling that the President of Senegal, at the opening meeting, had pointed out that, after four decades of action and billions spent, Africa had not yet attained the stage of sustained economic and social development. She also noted the President of Uganda's observation that other continents have achieved sustained development yet Africa had not been able to do so. Why? The answer is related to weak capacities both in the public and in the private sector. There is a capacities deficit in Africa, she said. In fact,

some even suggest that capacities have been deteriorating since independence. Two main explanations have been advanced. One is the weakness of prior development strategies, particularly in the form of technical assistance. The other comes from the weak education and training systems. The relationship is interactive: weak capacities in the public and private sectors lead to weak development of education and training systems which, then, train people who are ill equipped. This perpetuates the state of weak capacities.

159. The literature produced by ADEA points to the weak capacities of the ministries of education to develop policies, to plan, implement, monitor and evaluate programs. And yet education and training is the key to capacity development and capacity development is the key to sustained growth. ADEA is one of the organized efforts to alleviate capacity gaps in education and training systems by promoting cooperation between governments and development agencies. Its Working Groups these gaps through their programs and activities. Ms. Marope's study tries to identify the conditions that facilitate or inhibit capacity development and to highlight some lessons.

160. Capacity development can be viewed as a continuous and sustained process—it is important to note that it is a process—involving development of individuals, organizations and institutions, as well as an improvement of the national and international context within which those organizations and institutions mobilize resources to produce results. Capacity development is essentially the strengthening of

individuals and the organizations within which they work to perform their tasks better and more efficiently. Capacity development operates at multiple levels: individuals; organizations and institutions; the national context; and the international context. There are constant interrelations and interactions between these levels. Thus, an organization may provide an enabling environment for individuals to develop their capacities, or it may provide a counter-productive environment.

161. These interactions usually make it necessary to work at several levels simultaneously. For example, the Working Group on the Teaching Profession, in its efforts to improve teacher management and support systems, discovered the problem of weak capacities at the level of those education officers who supervise teachers. As a result, the Working Group took measures to improve individual capacities at that level. The Working Group on Female Participation, which strives to improve education opportunities for women and girls, made considerable efforts at the national and international levels in order to make policy frameworks more sensitive to the needs of women and girls. Therefore, Working Groups often work at the level of individual capacities but they also contribute to improving institutions and organizations as well as the national and international context. This is why partnerships and the awareness of the fact that no individual, organization or country can make it on its own are so important.

162. The Working Groups take various approaches. One of these consists of broad consultations and uses

hard evidence to demonstrate that gaps exist. Another uses social marketing to build consensus around the capacity gaps. Much advocacy work is done. Working Groups also perform empirical research to identify the tasks to be performed and evaluate the relevance of both problems and solutions. Identifying partners and developing partnership relationships is also an important part of their work.

163. In the course of her study, Ms. Marope identified seven conditions which facilitate capacity development:

- recognition and comprehension of capacity gaps and appreciation of their systemic implications;
- responsiveness and sensitivity to unique national contexts: policy environments, structures and resources;
- adequate levels of support and commitment of stakeholders, especially policy-makers;
- systemic and holistic approaches to the utilization of the inputs of the Working Groups;
- sustained capacity development facilitated by the mainstreaming of Working Group activities into those of the ministries of education;
- visible presence of Working Groups in African institutions;
- perceived relevance and a sense of priority and urgency.

164. She concluded by making a number of recommendations which might assist the Working Groups refine their strategies and practices:

- information targeted for policy-level officers needs to be condensed and holistic; it should make clear

the action required of them;

- to help officers keep a holistic picture of ADEA activities, brief updates on Working Group activities should be disseminated occasionally;
- participating countries should use a systemic approach to incorporating Working Groups' inputs;
- readiness levels must be patiently and deliberately developed in preparation for initiating action;
- the contributions, support and commitment of policy level ministry officials should be solicited;
- Working Groups should have a more visible physical and substantive presence at the country level;
- good governance should be encouraged including such practices as: transparency, accountability, inclusiveness, substantive participation, mutual respect and collegiality;
- modalities of cooperation among Working Groups should be tested and established.

165. The next subject was *Cooperation, but Limited Control and Little Ownership: Observations on Education Sector Studies in Africa*. It was presented by Mr. **Joel Samoff**, Stanford University, USA, on behalf of the Working Group on Education Sector Analysis.

166. Mr. Samoff pointed out that the specialized type of research known as education sector analysis is an important part of aid to education in Africa and ought to be one of the examples of partnership cooperation. It is designed for mutual benefit of funding agencies which need information to guide their aid programs, and of the governments which need systematic information about the education sector, its problems and likely solutions. And yet there is much frustration over

this activity. When questions about education sector studies are asked in the ministries, their usual reply is that there are none or that those that exist are not useful. In the agencies the usual reaction is that it is doubtful whether anybody pays any attention to these studies and whether they are used beyond the internal needs of the agencies. Studies carried out in one context are unknown in another where they could be useful. What generates this discontent and why is education sector analysis not a better example of cooperation and partnership? A careful look at the studies carried out in the last 10 or 15 years is enlightening.

167. The underlying principle in education sector analysis is straightforward. African countries need assistance in education; the agencies which provide it consider that there is not enough knowledge to guide and to inform them, so they commission studies focusing on issues which they believe are most relevant. Since the 1980s, the Working Group on Education Sector Analysis has been reviewing education sector studies carried out over a long period, and has conducted a more extensive review of some 240 studies carried out in the early 1990s. The report of this review is available.

168. One of the lessons is that, while there is indeed cooperation in this field, there is little sense of control by Africans over the process, and little sense of ownership. This lack of ownership contributes to insufficient use. A substantial amount of research, which is of high quality technically, is not used for the purpose for which it was intended. Hence the title of this paper: "Cooperation, but Limited Control and Little Ownership".

169. Nearly all studies recommend capacity building, but very few, if any, raise the question about what has happened to the capacities that should have been built over the last 30 years. One of the answers to this paradox is that capacity building considered simply as training does not solve the problem. For a long time a great deal of aid to education consisted of hardware, buildings, and—more recently—computers. Hardware, however, is not of much use to somebody who does not know how to use it; therefore, capacity building came to be defined, and appears in the education sector studies, as training. But training alone is not enough.

170. Thus, taking the example of computers, it is not enough just to train the teacher in the use of computers. There are also other implications having to do with curriculum, with pedagogy, with integrating the technology into education and what it offers the overall system. It is unlikely that every student in the class will have a computer—in fact, not every student even has a book. The teacher has to rethink the learning process, to devise ways for small groups of students to work with a particular tool in an effective way with minimum supervision. They need the capacity to use the tool in the same way as a good teacher must know how to use a book. Capacity building must be more than just training and it must be carried out in an institutional context.

171. Another issue that emerges from the review of education sector analysis concerns secrecy. Many studies are marked “secret”, “confidential”, “limited circulation”. One of the consequences of this is misinformation: those who know something about the sub-

ject are unable to point out any errors in the studies. Another consequence is that there is no way to learn from experience by looking at previous recommendations and their results. Thirdly, there is no good way to improve on the approach and the method. It would make much more sense for education sector analysis to be an open and accessible process.

172. Still another issue is coordination. It is a fact that the interests of African governments and of the funding and assistance agencies may diverge. It is also a fact that duplication sometimes may be useful: it may be helpful to have more than one look at a problem. What is important is to share information and to avoid situations—only too frequent—in which one agency does not know what another is doing.

173. There is also another issue of direct relevance to capacity building. Scholars who wish to do research on education in Africa should be able to do something more than sit in their offices. There is very little funding for this purpose from research institutions and universities in Africa. Thus, research on education has come to be dependent on funding from foreign agencies and is therefore heavily dependent on what those agencies are prepared to fund, both in the choice of topics and of methods. This is not a healthy situation for education sector analysis or for the development of educational policies. It is in the interests both of governments and of agencies that there be more capacity for independent research—even if this research is critical and troublesome.

174. Education sector analysis should be a good

example of dialogue. There is a lot of dialogue, but in fact, most of it takes place after the most important decisions have already been taken: the subject of a study, the methodology, deadlines, and content of the final report. In these circumstances the dialogue tends to be empty and not lead to a genuine sense of involvement and ownership by those concerned. Moreover, whatever dialogue there is goes on between the government and the agencies. However, any reform of the educational system requires the involvement of teachers. This may be much more difficult than a dialogue with a few government officials, but it is essential. In addition, education is a community enterprise and the community should also be involved.

175. Much of the work in education sector analysis focuses on costs: who pays and how efficient it is. There is little attention to the objectives, to what the educational system is expected to achieve, and to the learning process (except the outcome of examinations).

176. The education sector analysis process should be a good example of cooperation among partners who recognize each other's interests. This is not the case at present. It is necessary that partners dialogue from the very beginning of the process. Participants should not only talk, but should also be ready to listen and, above all, to hear.

177. The third subject of this session was *Building Capacity for the Management of Teachers' Careers*. It was presented, on behalf of the Working Group on the Teaching Profession, by Mr. **Paul Dogoh Bibi**, Director

of Human Resources, Ministry of Education, Côte d'Ivoire, Mr. **Henry Kaluba**, Commonwealth Secretariat and Mr. **Stephen Ngwenya**, Director of Education at the Ministry of Education, Zimbabwe.

178. Mr. Dogoh Bibi presented the activities of the French-speaking section of the Working Group on the Teaching Profession. It was created in 1992, operates in 12 countries and is coordinated by the French Secretariat of State for Cooperation, the Ministry of Education of Côte d'Ivoire and the University of Dijon (France). Its task is to propose to governments, through the national teams which take part in its work, measures for improving the management and the mobilization of teaching staff. There are three main objectives. The first is to strive for greater internal efficiency of the educational system, so as to raise the level of student achievement. The second aims at developing local and regional capacity in the management of human resources. The third consists of promoting partnership, both South-South by developing exchanges between the specialists of the region, and North-South, through cooperation with the University of Dijon, the French Secretariat of State for Cooperation, and funding agencies.

179. The Working Group must take account of the realities of the countries concerned, hence a number of constraints. Its proposals must be compatible with economic reality, i.e. the budgetary possibilities. They must be politically and socially acceptable so as to avoid social tension. They must also be pedagogically sound so as to result in higher academic standards. It is important to remember that this work is primarily

of a political nature, since any action aimed at improving and mobilizing the teaching staff must be planned within the economic and budgetary constraints of the various countries. Many actors and social partners are involved, including other ministries, the administration, and trade unions. Their opinions and interests, sometimes different and even contradictory, must be taken into consideration. A social compromise is often necessary, e.g. between the budgetary constraints and the claims of the unions.

180. The results achieved by the Working Group can be summarized under three headings. In the first place, the countries that have completed surveys of the state of management of the teaching profession and have prepared national plans of action to address the priority issues. A synthesis of these surveys and plans is available. Secondly, local and regional capacities for staff management have been reinforced, as well as the partnerships between the countries concerned. With financial support from ADEA, assistance is being offered by the countries to their neighbors. South-South partnership is thus being developed on the basis of methods identified with the assistance of North-South partnership. The importance of the assistance offered by the ILO, UNESCO and other bilateral and multilateral programs, should also be mentioned. Thirdly, innovative policies in staff management have been developed and are being applied in various countries.

181. In 1998 and 1999 the Working Group will undertake further studies in any country requesting help. Each mission will consist of two experts, one

from the North and one from the South. The Group will also hold a plenary meeting each year.

182. In conclusion, Mr. Dogoh Bibi stressed that this work goes beyond mere technical improvement of administrative procedures in staff management and supervision. What is at stake here are basic issues of public policy within their economic and social contexts. More rational staff management could lead to the development of more comprehensive social policies.

183. Mr Kaluba made a brief presentation on the Anglophone section of the Working Group on the Teaching Profession, which has been active since 1993. It operates through country working groups based in the ministries of education. The two major components of the teacher management and support program undertaken by the Working Group are: development of country action plans and capacity building to improve the quality of teacher management and support.

184. It is possible to take note of problems and promise that something will be done once the government has the resources for training or materials. This has been attempted within the framework of the Working Group, which is concentrating on the two areas of resource materials development and training. The work is carried out using local expertise. A program for improving school inspection was launched in 1995 in Southern Africa and another is about to be launched in Eastern Africa. Its key words are partnership, collaboration, trust, networking.

185. A presentation of the program in Southern Africa was made by Mr. Wenya. The Working Group has been meeting regularly since its inception, reviewing each time what had been done and how far each country had gone. In 1995 it concluded that, while many things had been achieved, there were too many failures and the progress of the different countries was not equal. It was decided to pool all the efforts in order to achieve better results. Botswana was selected to coordinate this action.

186. The program for strengthening the quality of education was viewed in the form of a triangle with the three angles representing the head teacher, the teacher and the inspector. As something had already been done for the head teacher and the teacher, it was decided to concentrate on the inspector. The program was developed in a series of meetings held during 1995 and 1996. The permanent secretaries of the ministries, whose cooperation was essential, participated in one of the meetings. The heads of the ministries gave the Working Group one year to produce the desired materials. With the participation of head teachers and teachers' unions, the needs of the inspectors were assessed. Two or three persons from each country were then invited to join the drafting team. They were given appropriate training and developed four modules of resource material for inspectors; a fifth one is under preparation. The materials were then tested and revised accordingly.

187. One important lesson can be drawn from this experience: there is much latent expertise in the countries of the region and this should be put to use.

It was also noted that the materials could be used for all the countries of the region, thereby reducing costs. Another important feature is that these materials were produced by people who are involved in everyday practice; there is therefore a strong feeling of ownership. It is hoped now to extend this experience to Eastern Africa. The major problem is ensuring the sustainability of the program. For this purpose it seems best to look for institutions of excellence in the countries concerned which could keep the programs going.

188. The panelist for this session was Mr. **Sibusiso M. E. Bengu**, Minister of Education of South Africa. He pointed out that, since independence, Africa has been trying to free itself from aid dependency. The financial and technical resources given to Africa in the last 30 years have done little for its development and have made Africa more dependent on external aid, while silencing its voice for fear of this aid being cut. The time has come to re-examine Africa's relationships with its partners who, in fact, have contributed to Africa's under-development although they have been trying with good intentions to achieve the opposite.

189. In the first place, Africans should take the lead in their development and their partners should perceive them as being in charge. Africa should define its priorities, take charge of its destiny without being concerned about "pleasing" the donors. There is a high correlation between the degree of ownership of a project and its success. Capacity building is a crucial factor of ownership. More attention should be paid

to the Africanization of the capacity building processes and to effective participation—not just involvement—in these processes. Sectoral studies are too often foreign to those who are most concerned; the recipients of these studies should be their owners. What is required is a stronger form of participation than the present one where consultations take place after decisions have been taken. National initiatives should be the basis for decisions, rather than running in parallel with the agendas set by funding agencies.

190. There is a major difference between helping individuals and helping them to develop themselves. Africa needs the skills to produce what it needs. It does not need to be given the finished products. It does not need outside expertise, but rather, resources to help it develop its own expertise and to free itself from perpetual financial and intellectual dependency. Africa finds itself today in the same situation described more than 20 years ago: the donor-client dependency relationship inhibited Africa's capacity to develop its own institutions and its own policies. A review of Africa's relationship with donors is necessary so Africa takes part in the creation of knowledge, and is not just a consumer of knowledge created elsewhere.

191. Mr. Bengu's second point was that, in order to take the lead in their own development, Africans must revisit the past which continues to condition their present and future. There is a need for an African renaissance and Africans should re-examine the destructiveness of colonialism on the continent and of apartheid in South Africa. In view of past injustices, it is not appropriate to talk of an equal partnership

between donors and recipients, between the victims of past injustice and former colonial masters. While the relationship cannot overlook the whole legacy of colonialism, the partnership should enable Africans to take the lead in the transformation of Africa.

192. The problem is lack of capacity and not lack of leadership. Lack of capacity has been identified as the problem which hampers the delivery and implementation of policies in education and other fields. Even when the resources are available, there is a lack of expertise to use them properly. Lack of capacity is the missing link between policy and implementation. This is what prompted the World Bank to launch its African capacity building initiative in 1991.

193. The third issue is the very concept of capacity building. This concept is so complex that it has no universally accepted definition, is often used with different meanings at different levels, and in a vague way without reference to the context. Most definitions include elements of human resources, institutions and organizations. The strengthening of these elements and their interaction would contribute to capacity building. Availability of capacity is a critical factor of success and requires the involvement and cooperation of all partners. This is an immense challenge which cannot be met by single actors or at one level only.

194. In conclusion, Mr. Bengu raised the issue of capacity building for economic development. He noted that other ministries dealing with economic and development issues were absent from this meeting. It must always be remembered that other ministers are

also partners in this effort. The question remains, once the problem has been identified and the resources become available, how does one make sure that capacity development occurs.

Partnerships for quality improvement

195. Two sessions were devoted to partnerships for quality improvements. *Experiences from the field* described several on-going initiatives to improve quality.

SESSION 5: Experiences from the field (1)

196. This session was chaired by **Ms. Christine Amoako-Nuama**, Minister of Education of Ghana. Two subjects were presented, followed by the comments of a panelist.

197. The first subject was *Improving Mathematics and Science Education for Girls in Africa*. It was presented, on behalf of the Working Group on Female Participation, by Ms. **Sissel Volan**, of the Norwegian Agency for Development Cooperation (NORAD), and by Ms. **Katherine Namuddu**, of the Rockefeller Foundation.

198. Ms. Volan presented the Female Education in

Maths and Science in Africa project (FEMSA). The project was initiated after it was observed that most teachers tended to concentrate on those children they thought would do best in science, maths and technology subjects (SMT), to the detriment of those, and in particular girls, who often perform less well in these subjects. Such problems are not specific to Africa. As of 1994, The Working Group on Female Participation had already decided to devote a part of its work program to improving SMT education. At the same time FAWE wanted to encourage girls' participation in SMT, to improve their performance in tests and examinations and to open up SMT-based careers for them in the future.

199. The Working Group on Female Participation established a partnership with FAWE, NORAD and the Rockefeller Foundation, to be known as Female Education in Maths and Science in Africa (FEMSA). FAWE is responsible for financial management and for mobilizing its members to support work at the national level. The Rockefeller Foundation provides a part-time coordinator and houses the secretariat at its Nairobi office, while NORAD chairs the Working Group Sub-committee on SMT and the FEMSA donors consortium. In 1995 a two-year pilot project was launched in four countries: Cameroon, Ghana, Uganda and Tanzania. During the first stage the project produced country profiles having three components: a database on the status of SMT with special reference to access and performance of girls at the primary and secondary levels; information on innovative interventions in SMT; information on past and ongoing research. A FEMSA national coordinator

was appointed in each country and a FEMSA project committee was set up, composed of national coordinators, five outside consultants and three FAWE members. The committee met several times to discuss research methodology and review SMT initiatives at the national and international levels. NORAD organized two meetings of the donors.

200. The FEMSA studies concentrated on a small sample of primary and secondary schools in each pilot country. All those affected by the problem were associated: the girls themselves, their male classmates, the teachers and the parents, thus attempting to build a partnership between those who make up the milieu where the problem arises and where it must be solved. The research methodology, which proved very forceful, was the participatory learning action (PLA). This methodology involves intense, semi-structured dialogue and the active involvement of all the participants, enabling them to clarify the issues and to view their concerns in relation to other people's perception. To begin with, the project was not focused on improving the capacity and skills of the national research teams, but training soon became a priority.

201. During this pilot phase little significant difference was found between the performance of girls and boys in national examinations at the primary level. However, at the secondary level the performance of girls becomes much poorer and fewer girls opt for mathematics and science than arts and humanities. The main reasons for poor participation and lower performance of girls at the secondary level, as reflected in the national reports are: the attitudes of

parents, teachers and students; insensitive and inappropriate teaching methods; inappropriate and irrelevant syllabi which do not take care of girls' needs; and the lack of role models. Some of the proposed solutions are: sensitization work at all levels to modify the beliefs that SMT is for the boys only; training of teachers; revision of syllabi and examinations; more information on careers open to girls, and further research. Changes in these areas, leading to a more friendly teacher-pupil relationship, would benefit the boys as well.

202. As a result of the FEMSA pilot phase, four national reports and four national action plans are now available. National seminars have taken or are about to take place in the four countries. The participants all believe that the problem calls for a broad partnership of all interested parties. The most prominent partnership to emerge so far is the school-community partnership. A strong awareness of the problem was created in the pilot countries and continuing this momentum is the major challenge for the next phase of FEMSA.

203. The future plans of FEMSA were presented by Ms. Namuddu. She said that national action plans will now be implemented in the four countries covered by the first phase, while new activities will be initiated in other countries. The results of the studies carried out in the first phase—in four very diverse countries—show that the problems and the likely solutions are, nonetheless, quite similar. It will not be necessary, therefore, to undertake the same kind of rigorous diagnosis in other countries which can pass directly to the implementation stage. What they need is to

create a school-community partnership from the beginning, to have some kind of participatory learning action to generate local solutions, to build consensus among the key actors and to develop ownership for the solutions that will be applied. Above all, it is essential for the actors—students, teachers, parents, ministries—to stop blaming each other and to start cooperating in order to solve the problem.

204. Two key partnerships are necessary for the success of this project: the partnership with the funding agencies to support the project, and the school-community partnership. One conclusion of the national seminars was that there is a need for some informal umbrella structure at the national level, with a direct link to the school-community partnership. It could be situated in the Ministry of Education, in the university or in some other national institution. To support the national activity centers, a FEMSA project committee is needed that is composed of national coordinators and African and international experts. The FEMSA regional secretariat, under the auspices of FAWE and hosted by the Rockefeller Foundation in Nairobi, should continue as a link with the funding agencies partnership. An independent expert committee would also be desirable to advise on policy issues and to ensure that the resources provided by the funding agencies consortium are fairly distributed.

205. The second subject was *Making Teachers Full Partners in Their Own Professional Development*. It was presented by Mr. **Martial Dembele**, Professor at the *Ecole Nationale d'Administration et de Magistrature*, Burkina Faso.

206. Mr. Dembele analyzed two pilot projects in Guinea and Burkina Faso aimed at increasing teacher participation in their own professional development. Both projects seek to improve professional development by engaging the teacher to analyze what is needed and to identify strategies to reach desired goals. To a large extent, the contribution of teachers to the quality of education is dependent on their professional knowledge and experience. However, initial training is not sufficient. The projects offer in-service training strategies designed by and with teachers. They seek a balance between external expertise and the teachers' own initiative, while raising questions concerning the value of "extrinsic" (career promotion or financial rewards) versus "intrinsic" (personal satisfaction) incentives to change teaching and learning practices.

207. Experience from countries worldwide whose centralized educational systems do not lend themselves to grass-roots teacher innovation shows that top-down training has little impact on teaching practice. On the other hand, teachers on their own are not always able to dissociate themselves from their daily practice to identify what is needed and adapt alternate ways of relating to their pupils. Finally, teacher self-development strategies can even alienate education administrators who may see their authority threatened.

208. It is desirable to find a balance between outside expertise and teachers' own initiatives so that the latter can become full partners in their in-service training activities. Teachers should be associated from the beginning with the definition of the contents and

methods of their training, a necessary prerequisite for genuine partnership between them and those who offer alternative approaches to their current practice.

209. The program in Guinea is known as a “small grants program”. It consists of contracts concluded between regional and local education authorities, which offer technical and financial support. Teachers organized in what becomes known as “educational renewal cells” undertake to initiate and to implement projects aimed at the improvement of teaching and learning. The program is integrated with the normal activities of the Ministry staff at the central and local levels. In one and a half years, it has been successful in improving both individual and institutional capacities. In the first stage, 54 projects were approved in one region, involving 1,716 teachers. It will be progressively extended to the entire country.

210. At the first regional seminar, all local education directors agreed that the program did motivate teachers and contribute to their abilities to engage in research, project design and team work. The main achievements of the teachers were: understanding the concept and the requirements of project evaluation; accepting the need to be accountable for student learning; and recognizing the importance for learners to read with understanding, rather than simply being capable of decoding the written word.

211. The Burkina Faso experience is more modest. It involves some twenty teachers with a group of supervisors and university researchers. Its object is to promote the participation of teachers in their own in-

service training through pedagogical research bearing particularly on girls’ education. The ultimate aim is to create a national network of teachers carrying out research for their own self-improvement. As it was not possible to require teachers to take up research activities without any preparation, a system of organizational support was conceived. The research mentoring approach has been used by which established researchers demonstrate their techniques of interviewing, classroom observation and problem analysis with the teachers, thus providing a model for teachers to adapt to their own conditions. The data thus collected served as a basis for a collective effort, in particular on the occasion of monthly meetings, of reflection on how to conduct a class and on the learning process.

212. Although this project was successful in showing the participants that research could be a powerful instrument of improvement, it could not make it possible for teachers to experience full ownership of the project, since they did not participate fully in its conception and implementation. The next stage of the project was modified in consequence, with a stronger involvement of the participants in data collection and interpretation. The discussions which followed were much more lively, as the teachers felt greater ownership of the project. The stage has been reached where the teachers have begun to plan their individual research. While it is too early to proceed with an evaluation in terms of the teachers’ achievements and the changes in their pedagogical practice, there are good reasons to believe that a research and reflection group may be a successful framework for teachers’ in-service training.

213. Comments on the two presentations were made

by Mr. **Nahas Angula**, Minister of Higher Education, Vocational Training, Science and Technology of Namibia. He said that it was necessary to reflect on the question of quality improvement, quality assurance and quality control in the African educational system. His two reference points are the 1961 UNESCO Conference in Addis Ababa which set the target of 1980 for free and universal primary education in Africa, and the 1990 Jomtien Conference which provided a new momentum to the issues of access, participation and equality in the expanded vision of education for all. On the basis of this vision many countries gained new momentum to develop basic education for children and adults.

214. Namibia, which is a new country, attempted to address the question of the efficiency of the educational system, in particular to reduce drop-out and repetition rates. It has achieved considerable progress, having been able to reach the enrolment rate of between 90 and 95 % in the age group 6 to 16.

215. There are still many problems with regard to participation in Africa. In many cases girls are left behind, as are children in rural areas and disabled children. In many countries there are marginalized communities which have little access to education. Yet the question remains—where schooling exists, does it really prepare for life, is it relevant to the lives, needs and aspirations of communities? Quality education in Africa is achieved through relevance and responsiveness. A number of initiatives in this field have been described during this meeting. However, they are too diverse and too isolated to have a real

impact. It is essential to create a framework for cooperation so that we may all learn from each other. What is needed is a liaison committee or a clearing house for the quality of education in Africa. Institutions that are centers of excellence should be identified for the promotion of the quality of education. These institutions, such as the National Institute of Education Development in Namibia, could serve as reference points for specific activities in quality improvement, quality assurance and quality control in education.

216. Within the framework of the Decade for Education in Africa which is about to be launched, efforts should be made to bring education to the fore. Education is the major investment in people, in human resources, and as such, is the key to our development. The issues of education and training should be brought to the attention of African leaders. A summit of African heads of state on education and training should be organized in order to enlist their political support and encouragement.

217. A participant from Uganda mentioned that tests taken in his country at the age of 5 or 6 show that out of 20 “best pupils” 17 are girls and 3 boys, while 7 years later the proportion is reversed. It is the responsibility of the ministers to find out the reasons and the ways to alter this trend. Uganda operates a Teacher Development Management System to tackle the common African problem of untrained teachers. The system is decentralized down to school level and the involvement of the communities is essential. There is a high correlation between the mobilization of the

community and the performance of children in school. Often, schools are not properly managed because head teachers lack the minimum management skills. They are usually selected from among teachers with several years of experience but without any training for this responsibility. Another important issue to which attention should be paid is curriculum development.

218. One participant wondered whether in-service training of teachers would not be more effective if it led to better career opportunities for those who undergo such training. Mr. Dembele replied that this is very likely and that initiatives had been taken in this regard. However, in the case of the experiences he described, this incentive was not used.

SESSION 6: Experiences from the field (2)

219. The chair of this session was **Ms. Aïcha Bah-Diallo**, Director of the Division of Basic Education, UNESCO. There were two presentations, followed by the comments of a panelist.

220. Mr. **Rodolfo Stavenhagen**, Professor at the Collegio de Mexico, spoke on *Education and Society in the Twenty-First Century: Towards New Partnerships*. His remarks were based on the 1996 report of the International Commission on Education for the Twenty-First Century, established by UNESCO and chaired by Mr. Jacques Delors, of which he had been a

member.

221. Mr. Stavenhagen regretted that the Commission had not had an opportunity to meet with ADEA during the preparation of its report. He concentrated on the issues in the report of direct relevance to the problem of partnerships. The Commission acknowledged the change that had taken place over the last few years from the traditional view of assistance to that of partnership in international cooperation. It recommended that at least 25 % of international development assistance should be geared to education.

222. The Commission looked at the problems in a global context. It felt, in general, that educational efforts should be accomplished mainly at the national level, with international cooperation playing a supporting role. It did, however, identify a number of common themes. Education systems should be seen as a whole. Education reform should be a democratic and consultative process related to overall social policy. Long-term capacity for research should be built in the poorer countries. Free circulation of persons and of knowledge should be considered essential. There is a need to enhance North/South and South/South cooperation, including developing regional exchanges of teachers and of students, setting up regional research and training institutions, facilitating the access of poorer countries to new information technologies.

223. The possibilities for international cooperation in education are vast and new partnerships can be built, with the involvement of UNESCO and of other

multilateral and bilateral agencies. There are, however, many kinds of partnerships and it would be useful to be more specific about the types of partnership which we have in mind. At the global level the world is increasingly open to market forces and to the needs of business enterprises. By reaching out to other sectors of society, the educational system can enter into partnerships that can be mutually beneficial and reinforcing. Beyond partnerships, inter-related networks are possible to meet the needs of the educational system.

224. This means looking carefully into the social, cultural, economic and political requirements of a society and then re-fashioning the educational systems accordingly. The nature of work is undergoing profound transformations. More and more workers are needed in the services and the information sectors, while fewer are required in the traditional areas of agriculture and industry. The flexibility of the labor market is on the increase, with a constant striving to raise productivity, to reduce costs and to increase profits. This may be a fine idea, but does not necessarily improve the living standard of ordinary people. People are increasingly unable to find employment in the field for which they were trained, or they find that their skills have become obsolete. There is certainly scope for a wider look into the inter-relationship between the world of enterprise and the world of education. A partnership that takes into account the economic interests of the one and the social mandate of the other may be necessary here. The Commission suggests learning throughout life, with a possibility of passing between the world of work and the world of

education at different stages.

225. There are advantages to the increased involvement of the private sector in education, not only because it may supplement public finance, but also because it may help redefine the major characteristics of the educational system. This is also relevant to scientific research. In the industrialized countries a growing share of basic research and knowledge is generated in private institutions, while in the poorer countries research is concentrated in government institutions, including universities, often with insufficient financing. This means that research in developing countries necessarily lags behind and becomes dependent on the richer countries. National scientific and technological policies should be reevaluated. A partnership between private enterprise and public institutions is essential in this field.

226. Another important area for possible partnerships was examined by the Commission: partnerships between the educational system and trade unions, which in some countries are quite powerful. There are some examples of this trend, but generally speaking, there are not many systematic attempts to establish a continuing and mutually reinforcing partnership between the two.

227. Experience shows—and this was also clearly stated during this meeting—that the essential factor in the success or failure of any educational system is the way it relates to the local community. Different communities have different needs and different structures. There can, therefore, be no single model of

community integration with the educational system, but it is essential that educational institutions become increasingly community-centered. A successful educational system is the one that grows upon the strength of the underlying community and in turn contributes to that community's vitality.

228. The Commission also looked into another major area of partnerships: relations between education and the new information technologies. While technological innovations are ethically neutral, the use to which they are put is directly related to social ends and to moral values. There is certainly room here for building partnerships between the educational system and those responsible for new information technologies.

229. Mr. Stavenhagen then referred briefly to a few examples of cooperation in his region of the world, Latin America and educational issues in the world. In most Latin American countries rural schools lag behind urban schools and areas with indigenous populations are in a particularly unfavorable position. This is due, in part, to insufficient funding and lack of trained teachers, but also to the inadequate understanding by educational officials of the social and cultural needs of the local communities. In some countries genuine efforts are made to develop bilingual and intercultural education, but in other cases there is a lack of teachers who speak the indigenous languages, not to speak of contempt by officials and teachers for indigenous values and cultures. In a number of countries where there is a large percentage of indigenous populations policies

have tended towards their assimilation, resulting in poor school performance and high drop-out rates. There is room in this area for community partnerships.

230. The second presentation, by Mr. **Anthony Meyer**, of USAID, was on *Radio Instruction for Basic Education*. Mr. Meyer recalled that we have entered the information age which has opened vast possibilities for distance education through Internet and multi-media interactive courses; he thought that education in Africa might benefit greatly from these possibilities. His presentation on this occasion, however, was restricted to an older technology, i.e. distance education through radio.

231. Although not new or fashionable, radio education is reliable, efficient and relatively cheap for large scale applications. Since 1974 USAID has been supporting a particular approach, known as interactive radio instruction (IRI), designed to solve the problems both of universal access to basic education and of improving its quality. It is not simply broadcasting programs to which the students listen passively. It applies methods of active learning and is designed to improve the organization and the presentation of the subject matter. The lessons are pre-tested and changed in the light of students' responses. It forms a direct partnership with the teacher in the classroom. A short sample of a first grade lesson from the South African Open Learning Systems Educational Trust was presented to the meeting.

232. Evaluation of USAID- funded projects in 10 very different countries in Asia, Africa and Latin

America shows that interactive radio instruction has consistently improved student scores compared with traditional education in the same subjects. Mr. Meyer presented data demonstrating that in every case radio education did significantly better than traditional methods.

233. These experiences also suggest how to apply such an approach in a given country:

- A team should be appointed to investigate whether it would be advisable to invest in such a program. It should include curriculum specialists and representatives of the teaching profession. It should study at least one of the established programs and recommend how to start (grades and subject matter) and what existing programs could be adapted.
- If it is decided to go ahead, full support of the ministry should be enlisted and appropriate publicity made.
- A full-time team should be appointed to develop and implement the interactive radio instruction program. Members should represent the best curriculum designers, teachers, teacher trainers, radio producers and technicians. They will have to produce about 130 interactive radio lessons at each grade level, a teachers' manual, charts and posters. This material would have to be tested and revised.
- Free radio time should be secured if possible, with available funds being reserved for salaries, administration, travel and teacher guides. Experience of past programs shows that the incremental cost for interactive radio instruction is about one dollar

per year per student,—assuming several hundred thousand students with an initial cost of two to three dollars per student. Data from a case study of a South African program exist and can be made available.

- The program should be implemented in a large pilot area so as to test the ability to manage an extensive program and to keep unit costs low.
- Progress should be monitored and evaluated and widely reported.
- Additional components should be built on this basis and expanded into a sustainable nation-wide program.

234. The lessons of the past show the need for political support, broad involvement of the teaching profession, careful design, pre-testing and monitoring, institutional stability and popular support. This is not easy. In South Africa, where the program is now broadcast to thousands of schools, there was a lot of criticism in the beginning that resulted in the program being adapted and modified. More support materials for teachers were developed and elements of the local culture were included.

235. To conclude, Mr. Meyer mentioned a few other applications of communication technology with the involvement of USAID. In Jamaica an Internet site has been set up to establish a link with Jamaicans living abroad. It is also hoped to introduce computer-assisted learning in secondary and later in primary schools. Work in Egypt includes in-service training for teachers using a combination of media. Community learning and information centers with

public access to Internet are being established in Paraguay. Similar work is planned in Ghana. The key to these choices is not so much the technology itself, but rather the nature of the problem to be solved, the capacity and the resources.

236. Mr. **Danton Mkandawire**, Director-General of the National Research Council of Malawi, panelist for this session, first commented on Mr. Stavenhagen's presentation of the conclusions of the International Commission on Education for the Twenty-First Century. Before discussing the four major ideas—learning to live together, learning to know, learning to do and learning to be—he stressed that strong partnerships are crucial to any success in the achievement of educational goals. His own country has been fortunate to achieve high access to its education system, and this could not have been done without strong partnerships.

237. Learning to live together is an essential component of education: unless education plays a role in fostering peace, democracy and tolerance in our communities, there will be no economic and social development and no progress in the struggle against poverty, one of the major curses in the world to-day and a constant source of instability.

238. Learning to know is an obvious objective and it can be achieved. But it is necessary to avoid designing a curriculum that leads to unemployment. Education should give young people the necessary flexibility to get employment and, even more important, to be empowered and become self-

sufficient. It was good that so many speakers had emphasized the importance of research in education. There are still so many things we do not know.

239. Learning to do can only be achieved if the education system empowers its leavers with the skills necessary to act and to perform. Too often our curriculum is loaded with unnecessary and irrelevant subjects.

240. Learning to be means that our educational process should be geared towards turning people into human beings who know how to behave as human beings and how to treat other human beings with respect and decency.

241. The speaker also commented on the partnership with the business world. The business world draws considerable benefits from the educational system and it would be quite normal that it should plough some of its profits back into education. This should be considered a social obligation.

242. With regard to radio education, while he was very impressed with Mr. Meyer's presentation, he said he would remain sceptical until he heard more about how the schools had improved as a result. The outcomes of education cannot be measured exclusively by tests. While radio education can probably contribute to learning, it cannot do all the work nor replace the direct teacher-pupil interaction. To succeed it also requires a sophisticated infrastructure, something not easy to arrange in the

absence of adequate primary schools. It is worth looking seriously into what radio education might bring, but only as a complement to the usual classroom instruction.

243. Several interventions brought up a number of issues relating to the report of the International Commission on Education for the Twenty-First Century. One participant emphasized that, while it was the duty of countries to make a financial effort for education, in addition to whatever foreign aid they could count upon, it was very difficult to do so because of the burden of external debt. Hence the importance of proposals made to exchange debt alleviation for firm commitments by the beneficiary countries in favor of education. Another speaker recalled the fundamental role of education in supporting economic development programs. It is necessary to define the type of development we want and to derive from this the type of education which would fit that kind of development. He also stressed the multicultural and multilingual context of Africa, which requires full involvement of the communities in the education system, and he mentioned the devastating effects of brain drain. Both the developed countries which benefit from it and the developing countries which often face serious difficulties because of shortages of qualified personnel, should seek a joint remedy. The central role of the teacher in the educational process was mentioned. It is the teacher who is best placed to develop, to implement and to assess the curriculum; the teacher's position should be strengthened and his capacity reinforced.

244. Mr. Stavenhagen commented shortly on these

interventions. The Commission was aware of the debt problem; this is, however, a problem which goes far beyond the education sector and calls for political solutions at the international level. He agreed that development issues are crucial. To know what kind of education will be needed for tomorrow's Africa we need to have an idea of what will happen in Africa in economic, social, cultural and demographic terms in the years to come. Long-term national, social and economic development policies are needed. Education is a collective wealth and should not be left to market forces alone. As to the teachers, they are a devalued profession and do not have the place which their crucial role deserves. This is really a major social problem.

245. There were also several comments on radio education. One speaker shared the scepticism of the panelist. He cited the experience of Côte d'Ivoire, where the use of educational television during a period of ten years had proved to be a failure. Another said that radio had been used for education in Africa for years and that the system did work. However, in view of the increased population in Africa and of the growing number of schools, the initial cost of launching such a program would be very high. While these programs can contribute a lot, they are only complementary to what schoolteachers are doing, not replacements. Mr. Meyer agreed, but observed that it is precisely in rural and remote areas, where teachers are in insufficient numbers and are under-trained, that radio education can be of greatest benefit. He also thought that these technologies can contribute to the preservation of culture and to community building.

Discussion groups

246. The subjects raised in the plenary sessions were discussed in greater depth in six small discussion groups. There were two series of discussions, with a specific subject assigned to each group, as follows:

A. Mechanisms for effective partnerships

<u>Groups</u>	<u>Topic</u>
1 and 2	Country-led coordination as a mechanism for effective agency-country partnerships
3 and 4	Who needs to know what for effective partnerships: <ul style="list-style-type: none">• Who controls the analytical agenda, data and “expertise”• Identifying impediments to effective partnerships• Reasonable expectations in agency country partnerships
5 and 6	Communities (local, business) as active partners

B. Partnerships for capacity building and quality

<u>Groups</u>	<u>Topic</u>
1 and 2	Building capacity for statistics, planning, management and research: <ul style="list-style-type: none">• role of cross-national, sub-regional initiatives and exchanges• relative importance of institutional environments and individual skills

• cost
3 and 4 Dialogue and partnerships as strategies for quality promotion:

- with communities

- with teachers

5 and 6 Factors and strategies to promote sustainable capacity

247. Key points emerging from the discussion groups were briefly presented during the final session.

248. The Caucus of African Ministers of Education held its seventh meeting during this session.

PART THREE:

CAUCUS OF AFRICAN MINISTERS OF EDUCATION

Mr. Amanyu Mushega, Minister of Education and Sports of Uganda, was in the chair. The meeting was held in private, but its outcome and decisions were reported to the plenary.

249. The Caucus began its proceedings by adopting the reports of three recent meetings: (i) the sixth meeting of the Caucus, held in Geneva in 1996; (ii) the meeting of the Bureau in Accra, in February 1997; and, (iii) the meeting of the Bureau in Kampala, in August 1997.

250. At their February meeting in Accra, the Bureau of Ministers met with the President of the World Bank. Several important concerns of the African ministers of education were discussed. The ministers asked for a limitation on the excessive use of external technical assistance which is not only very costly, but often duplicates what is available locally. They also requested a revision of the rules on international competitive bidding, which sometimes compel African countries to purchase goods from designated countries while the same goods may be available at lower prices elsewhere. They advocated a global view of education in Africa and invited the Bank to consider supporting education beyond the United Nations

Special Initiative for Africa and to determine appropriate forms of partnership with the Bank and other funding agencies. Finally, they wanted to encourage regional investments encompassing several countries. On all these issues there was a fruitful discussion with the President of the World Bank, who expressed the desire to provide assistance.

251. At the Kampala meeting the Bureau discussed the extension, rotation and continuity in the composition of the Bureau of African Ministers of Education. On the basis of proposals put forward by the Bureau, the Caucus decided to increase the membership of the Bureau from 7 to 10 ministers and to extend the term of office to 4 years, with the proviso that at the present session in each region, some members would be elected for 2 years and some for 4 years. In this context, Bureau members would be expected to assume the cost of attending the meetings.

252. The Caucus was informed of the proposed creation of two regional centers in Africa. One, to be established with UNESCO assistance in Lilongwe (Malawi), would be a center for guidance, counselling and youth development. It would train qualified teachers in counselling; train research workers for

monitoring and evaluating program implementation and for generating information; design, develop and manage programs in guidance and counselling; and generate income from its programs. The second institute, for which seed money has been provided by UNESCO, will be located in Addis Ababa (Ethiopia) where it will promote planning and capacity building. It will serve as a center for teacher training, research and knowledge sharing in the area of curriculum development, distance education, educational planning and statistics.

253. The Caucus noted that the newly-established ADEA Working Group on Distance Education will be led by Mauritius, whose government has promised continued support.

254. The Assistant Secretary-General of the Organization of African Unity (OAU) briefed the Caucus on its launching of the Decade for Education in Africa. The ceremony was scheduled for 21 November 1997 in the OAU Headquarters in Addis Ababa, with Member States of OAU to organize national ceremonies on the same day.

255. The South African Minister of Education proposed that his country host the next biennial meeting of ADEA and the Caucus accepted. Because the previous meetings had all been held in Europe, it was agreed to hold the next biennial meeting again in Africa, with the subsequent meetings rotating between Africa and Europe.

256. The Caucus also discussed the United Nations Special Initiative for Africa, which it recommended

should cover not only basic education, but be extended to adult education, with a special emphasis on women. It noted that initiatives should be country-led and that it was now the task of African countries to prepare work plans to attract appropriate funding.

257. Mr. Amany Mushega, Minister of Education and Sports of Uganda, was elected unanimously as Chair of the Caucus and President of the Bureau of African Ministers of Education. The following countries were designated as members of the Bureau:

Region	Term of 4 years	Term of 2 years
West Africa	Senegal	Ghana
Central Africa	Chad	Sao Tomé and Príncipe
East Africa	Tanzania	Uganda
Southern Africa	South Africa	Botswana
Indian Ocean	Madagascar	—

258. The final session was chaired by **Mr. Mamadou Ndoye**, Deputy Minister for Basic

PART FOUR: CLOSING SESSION

Education and National Languages of Senegal. It included a presentation of the ADEA program and activities, the report of the Caucus of African Ministers of Education, the conclusions of the discussion groups, and closing remarks.

Report on ADEA Program and activities

259. The program and activities of ADEA were presented by Mr. **Richard Sack**, Executive Secretary of ADEA. ADEA's program is approved by the Steering Committee composed of ten African ministers of education, chosen by their peers, and representatives of the funding agencies (multilateral, bilateral and foundations). ADEA supports and facilitates meetings of the Caucus of all African ministers of education and of the Bureau (composed of the ministers serving on the Steering Committee). Funding agencies contribute a certain agreed minimum of unrestricted funds to ADEA and further subventions which are earmarked for specific activities. The Steering Committee is headed by a representative of each major partner, one from among the ministers of education, the other

from the funding agencies. Mr. Sack also announced that the next biennial meeting would take place in 1999. The planning and programming process would start as soon as the main theme was selected.

260. ADEA operates in five program areas. The first concerns policy dialogue. This includes the biennial meetings, meetings of the Caucus, the Bureau of African Ministers of Education, the Steering Committee and other events designed to improve this policy dialogue. The theme of the present meeting provided ADEA with some clear directions as to how to improve the notion of policy dialogue in a genuine spirit of partnership.

261. The second area concerns support to working groups, of which there are now 11. The working groups are very autonomous. They define their own work program which is approved by the Steering Committee. Several of them met during the present biennial meeting and another one (higher education) will meet immediately after. ADEA contributes to the work of the working groups in two manners: it redistributes unrestricted agency resources, on the basis of a formula which attempts to balance incentive and equity, and it also distributes agency resources

earmarked for specific working group activities.

262. The third area is known as complementary programs. The follow-up to the biennial meeting will include a report of proceedings and a book based on edited versions of the papers submitted to the meeting. Thus, the last meeting in Tours was followed by a publication of “Case Studies on the Formulation of Education Policies”. Another growing complementary program consists of intra-African exchanges of experts.

263. Publications constitute the fourth program area: newsletter, leaflets, a statistical database, publications on successful experiences (such as the one on aid coordination in Ghana). Two publications in this series are in preparation: one on the reinsertion of child soldiers in Uganda and another on the relationship between the Ministry of Education and the communities in providing greater access in Mali.

264. The fifth program, known as coordination facilitation, covers four areas:

- (i) coordination of the working groups, including the preparation of a data base showing all the activities of these groups by country and by theme;
- (ii) sub-regional ministerial meetings;
- (iii) a database on education projects in Africa: the Project and Program Information System on Education (PRISME) which was on display during the meeting. This is a computer-based product containing information on all externally-financed projects in education in Africa. It can

- be consulted by country, by agency, by area of education. The old DOS-based program has been replaced by a user-friendly Windows format;
- (iv) country-level coordination activities, undertaken on a pilot basis.

265. Mr. Sack concluded by recalling that ADEA is not a funding agency and that it is not an organization in the ordinary sense. Operating within the formal structures of IIEP, ADEA is characterized by “structured informality”. The budget supporting all its activities is a modest one—about \$2 million a year.

Report of the Caucus of African Ministers of Education

266. The report of the Caucus of African Ministers of Education was then presented by Ms. **Christine Amoako-Nuama**, Minister of Education of Ghana (see Part Three above). The Minister of Education of South Africa, Mr. Sibusiso M.E. Bengu, extended an invitation to ADEA to hold its next biennial meeting in his country. This would be a fitting occasion to celebrate the support and the solidarity offered to the country during its liberation struggle. The Chair of the session emphasized four items arising from the Caucus’ report:

- (i) the clear desire of the Ministers to assume greater ownership of the activities of ADEA, not only in terms of rights but also of obligations and responsibilities;

- (ii) the growing concern for capacity building through regional cooperation;
- (iii) the strong intention of all concerned to make use of the Decade for Education in Africa in order to meet the challenges of development of education;
- (iv) the invitation by South Africa to hold the next biennial meeting, which was endorsed by the Ministers and will, hopefully, be accepted by the Steering Committee.

Reports from the small discussion groups

267. The main points emerging from the discussion groups were then presented by the rapporteurs of the groups on the basis of questions put to them by the Chairperson. This part of the session was conducted as a dynamic dialogue between the Chair and the Rapporteurs. Rapporteurs were: Mr. **Rémi Coffi Noumon**, Codesria; Mr. **Diéry Seck**, IDRC; Mr. **Robert Prouty**, World Bank; Ms. **Aline Bory Adams**, UNICEF; Mr. **Ash Hartwell**, USAID; and, Mr. **Djibril Debourou**, Member of Parliament and Professor at the National University, Bénin. What follows is a synthesis of the rapporteurs' answers which provides an overview of the small group discussions attended by all.

268. One of the subjects discussed related to country-led coordination as a mechanism for effective

agency-country partnership, an issue of particular relevance in the context of the United Nations Special Initiative for Africa. Successful coordination at the national level requires a change of approach, a radical transformation of the nature of relationships between funding agencies and countries, so that aid becomes fully country-driven and not donor-driven. Information sharing is of paramount importance. Also, appropriate frameworks need to be developed within which a genuine dialogue between agencies and countries can grow. Countries must see themselves as owners and as true partners; not as the party that requests aid. They should have short and long-term programs, with clearly defined objectives and indicators of progress. Donors will willingly accept country leadership only if the country knows what it wants and knows how to communicate it clearly. As for the agencies, they should revise and adapt their internal procedures, render their actions more flexible and more adaptable, improve coordination between field and headquarters and give first priority to strengthening country capacities.

269. What type of knowledge is necessary for effective partnerships? One of the key themes which emerged from the discussions was that, in order to establish and to maintain effective partnerships, everyone must have equal access to all forms of information: information on people's goals, their aspirations, needs and constraints. Genuine partnership posits mutual understanding and equality as prerequisites for real dialogue. There are new stakeholders and new roles. Decentralization of action is an important process. While the state must remain involved, it

needs to increase its role as facilitator or guide. Civil society needs to be integrated into the decision-making process with respect to international cooperation. New and different types of knowledge must be developed as a result of broadening the cooperation base. Agency methodologies, which frame what is considered as legitimate knowledge, must be adapted to include the needs and aspirations of countries and communities within those countries. It was suggested that ADEA might help to establish guidelines for what constitutes effective partnerships in terms of both values and mechanisms. Local capacities for different kinds of change must be more sensitively recognized. Real gaps should be defined in terms of internally-perceived need rather than external expatriate funding or technical priorities.

270. Another significant area on which the discussions focused was the role of local communities. It was pointed out that their importance in regenerating and improving schooling has always been considerable, but that this contribution has not always been perceived, and in many cases, rarely recognized and acknowledged. Many examples were given of cases where the communities contributed a lot to the support of the school system, particularly in situations of crisis. This role goes far beyond financial support and infrastructures; it extends into areas such as planning, staffing, monitoring. This is a subject which deserves further study and reflection. Two important issues were mentioned in this connection. In the first place, what is a community? This is a complex concept and its interpretation may vary from country to country. The second problem is that of equity: not all the communities

are in the same position, both financially and politically, to support their school system.

271. The role of the communities cannot be discussed without taking into consideration that of the state. What will become of the ministries of education if some of their traditional functions are to be carried out by the communities? It was agreed that this is a serious problem which should go on the agenda for further research. Educational policy, with well defined objectives and strategies, must be elaborated at the national level to serve as an instrument of coordination and equity. But to do so effectively, the question must be raised: What can the ministries learn from the communities and what can the communities learn from the ministries?

272. The concept of the welfare state is increasingly questioned and the development of partnerships is unavoidable. Communities should be partners in the global management of education and it is up to them to determine the quality of education which corresponds to their needs and expectations. Instruments of coordination and of partnership are important, but attention must also be paid to the way in which they are used. New attitudes are necessary for partnership between ministries and communities to bear fruit. A note of caution was also sounded: the responsibility of the governments should not be diluted too much, as the resources and the capacities of the communities are limited.

273. A number of observations concerning capacity building and quality were then presented. Quality

should not be defined in the traditional terms of inputs: books, teachers, levels of education. What is important are the outcomes of education, and more particularly those outcomes that are relevant for the student. Students should acquire the capacity to solve problems which they encounter in their lives and in their environment. Good education is a child-centred process. The issue of educational quality can only be approached from a global point of view. It is not an objective reality; rather it is a negotiated social and political consensus. What does this mean in terms of capacities that need to be built? Capacity building does not equal skills, it does not equal training. Rather, it is a complex outcome of several elements: organization; environment conducive to reaching the objectives which have been set; financial resources necessary to achieve these objectives; techniques and methods. The three main partners in this process are the state, the teachers and the parents. All of them must be appropriately reinforced in their capacities: the state to serve social equity, teachers and parents to take initiatives to define and develop all young people's potential to a life of well-being and usefulness to society.

274. What are the prerequisites for successful capacity building? The underlying factors are vision, political will and an enabling environment. The importance of the production and use of statistics as a basic tool of planning and management of education was emphasized. There is a need to produce information, to organize it and to disseminate it. This need should be well understood and accepted, both political and operational. Experience shows that the countries which

are most successful in managing their educational programs are the most advanced in the production and utilization of information. This task is becoming easier with the development and improvement of sampling methods which are less costly than a global census, though the latter may be necessary for some purposes.

275. The Chair then requested Mr. **Jacques Hallak**, Director of IIEP, to make some concluding remarks. Mr. Hallak began by saying that, on the face of it, the theme of the meeting was quite simple. We want to improve the quality of education, and to do so we need to strengthen capacities. Quality and capacity are thus two key words, but they may lead to a lot of confusion. It is a highly encouraging sign that ADEA was able to organize what might have become a confusion into an orderly whole, just like an orchestra may turn discordant sounds into a harmonious concert, a cacophony into a polyphony. The existence of diversity in trends and approaches does not exclude an overall harmony in which everybody may find his or her inspiration.

276. A number of terms emerge from the presentations and the discussions: values, listening, ownership, local, global, communities, role of stakeholders, formulation of policies. These are useful terms to be further analyzed and defined. In doing so, it is useful to recall a most impressive definition of quality that was given by one of the speakers: "*a negotiated social and political consensus*". This is a fundamental definition—it refers us back to our own societies, to our own systems, to our own values, to our own original thinking, analysis and reflection about our

own realities, before we even start to propose solutions.

277. Another important point concerns the utilization of capacities in Africa. As one of the speakers pointed out, it is not enough to produce capacities; what is essential is to use them. Unfortunately, we see all too often the phenomenon of people who have been trained, who are there, but who are not properly used, up to the point of discouragement. This is one of the challenges facing African ministers. Another challenge is how to act in conditions in which there is no stability and no continuity. It is pointless to insist that stability and continuity are essential, when they don't exist. What is important is to learn to manage, and proceed in the absence of these conditions. There are examples showing that this is possible. There are also examples showing that developing new partnerships is possible. One of the best such examples is the massive entry of women into our association, as exemplified in particular by the role of FAWE. Other underprivileged and marginalized sectors of the society should also be associated. A society must learn how to bring into the center of its preoccupations those to whom nobody listens. We cannot speak in their place, we must listen to them. And so must ADEA and its partners and members.

278. The discussions have shown that there is a strong commitment to the development of capacities and to their use for the sake of quality. It must never be forgotten that what we are doing is not directly primarily at the school or the educational system: it is the child, the young man or woman, who is our main source of information, our main source of inspiration

and the ultimate aim of our action.

279. The Chair of the Caucus of Ministers, Mr. Mushega, thanked the President, the Government and the people of Senegal for their hospitality. He also thanked the outgoing Chair of ADEA, Mr. Gustafsson, for his important contribution. After joining Mr. Mushega in his expression of gratitude to Senegal, Mr. Gustafsson thanked all the participants, the Executive Secretary, the Secretariat of ADEA and its staff for their valuable work, and closed the meeting.

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ANNEXE 2: AGENDA OF THE MEETING

WEDNESDAY MORNING, OCT. 15

Opening session (9:30 - 13:00)

Welcome from the ADEA

- Mr. Ingemar GUSTAFSSON, Chair of ADEA
- Hon. Amany Mushega, interim Alternate Chair

Statements from Agency Representatives

- Mr. Jean-Louis SARBIB, Vice President for Africa, World Bank
- Hon. Mats KARLSSON, State Secretary for International Development Cooperation, Ministry for Foreign Affairs, Sweden
- Hon. Charles JOSSELINE, Secrétaire d'Etat, Secrétariat d'Etat à la Coopération, France

Keynote speeches

- His Excellency Yoweri MUSEVENI, President of Uganda
- His Excellency Abdou DIOUF, President of Senegal

WEDNESDAY AFTERNOON, OCT. 15

Session 1: Effective partnerships between agencies and countries (14:30-16:00)

Chairperson: Hon. Amany Mushega, Minister of Education, Uganda and Alternate Chair, ADEA

Session 2: Effective partnerships: within countries (16:15-18:00)

Chairperson: Mr. Jacques Hallak, Assistant-Director General, UNESCO, Director, IIEP and Ex-Officio Vice-President of ADEA

THURSDAY MORNING, OCT. 16

Session 3: Capacity building for education planning and management (9:30-10:45)

Chairperson: Mr. Ingemar Gustafsson, Director, Policy Secretariat, Sida, and Chair, ADEA

Session 4: Working Groups' approaches to capacity building (11:00 - 13:00)

Chairperson: Hon. Arnaldo Nhavoto, Minister of Education, Mozambique

THURSDAY AFTERNOON, OCT. 16

Discussions in six small groups: Focus on mechanisms for effective partnerships

<u>Groups</u>	<u>Topic</u>
1 and 2	Country-led coordination as a mechanism for effective agency-country partnerships
3 and 4	Who needs to know what for effective partnerships: <ul style="list-style-type: none">• Who controls the analytical agenda, data and expertise?• Identifying impediments to effective partnerships• Reasonable expectations in agency-country partnerships
5 and 6	Communities (local, business) as active partners

FRIDAY MORNING, OCT. 17

Session 5: Partnerships for quality improvement: Experiences from the field (9:30-10:45)

Chairperson: Hon. Dr. Christina Amoako-Nuama, Minister of Education, Ghana

Session 6: Partnerships for quality improvement: Experiences from the field (11:30 - 13:00)

Chairperson: Ms. Aïcha Bah-Diallo, Former Minister of Education, Guinea, and Director of Basic Education, UNESCO

FRIDAY AFTERNOON, OCT.17

Small group discussions: Focus on partnerships for capacity-building and quality (13:00 - 14:30)

<u>Groups</u>	<u>Topic</u>
1 and 2	Building capacity for statistics, planning, management and research: <ul style="list-style-type: none">• role of cross-national, sub-regional initiatives and exchanges• relative importance of institutional environments and individual skills• sustainability• cost
3 and 4	Dialogue and partnerships as strategies for quality promotion: <ul style="list-style-type: none">• with communities• with teachers
5 and 6	Factors and strategies to promote sustainable capacity

SATURDAY MORNING, OCT. 18

Final session (9:30 - 13:00)

Chairperson: Hon. Mamadou Ndoeye, Deputy Minister for Basic Education and National Languages, Senegal

- Reports from the small group discussions, followed by discussion and synthesis
- Report from the Caucus of Ministers
- Report on ADEA program and activities
- Closing of the meeting

ANNEXE 3: PAPERS PRESENTED

Sessions 1 and 2: The theory and practice of partnerships

Adapting Agency Solutions to Country Problems : The Lessons of Twenty Years of Aid to the Sahel Region
by David Naudet

Country-Led Aid Coordination in Ghana
by S.E.M. Harry Sawyerr

Multiple Partnerships in Support of Sustainable Provision of Teaching/Learning Materials
by Carew Treffgarne

Social Partnerships in South Africa: the Case of Education
by Nick Taylor

Widening the Circle: Enlisting the Collaboration of New Partners in African Educational Development
by Peter Easton

Sessions 3 and 4: Partnerships for capacity-building

Capacity Building for Strategic Resource Planning of Girls' Education in Africa
by Christopher Colclough

Partnership for Capacity Building of Sustainable National Statistical Information Systems for Education Policy
by Ko-Chih R. Tung

Developing National Capacities Through Effective Partnerships
by Dhurumbeer Kulpoo and Paul Coustère

Capacity Development Through ADEA Working Groups: Applicable Practices and Lessons
by P.T.M. Marope

Cooperation, But Limited Control and Little Ownership

by Joel Samoff

Building Capacity for the Management of Teachers' Careers

by Paul Dogoh Bibi

Building Capacity, Networks and Ownership

by Henry Kaluba

Sessions 5 and 6: Partnerships for quality improvement

Female Education in Mathematics and Science in Africa: Partnerships for School - Community Quality Improvement

by Sissel Volan and Katherine Namuddu

Making Teachers Full Partners in Their Own Professional Development

by Martial Demebe

Education and Society in the Twenty-First Century: Towards New Partnerships

by Rodolfo Stavenhagen

African Classrooms: Leapfrogging into the Information Age

by Linda McGinnis and Samuel C. Carlson



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