



ESA

WORKING GROUP ON EDUCATION SECTOR ANALYSIS

Seminar
21 November 2002
Windhoek, Namibia

**EDUCATION SECTOR ANALYSIS AND SWAp
21 November 2002
Windhoek, Namibia
Hotel Safari**



Education Sector Analysis and SWAp 21 November 2002

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ADEA Working Group on Education Sector Analysis

Context: Sector-wide analysis and planning are increasingly gaining in importance and stature over piecemeal reform and projects, both with national authorities and international development co-operation organisations. As a consequence, the relationship between special issues and sub-sector concerns on the one hand, and sector analysis on the other, is a very significant policy question. Countries are called upon to draw up national EFA plans that respond to the specific EFA goals and often other plans and programmes are developed in parallel. The role of education as an instrument for poverty reduction and empowerment is being emphasised more and more. Formulation of sector plans is no longer regarded as a purely technical exercise but rather as a process which rests partly upon data collection and analysis but also on a comprehensive process of policy dialogue with relevant partners, and constant adjustment and review during implementation. Thus, sector analysis is both a tool and a learning process. Clearly, there may be a gap between the analytical outcomes of sector analysis and policy choices that take into account social, cultural and human resource constraints.

Sector analysis gains its greatest relevance and legitimacy when it serves as an instrument for policy dialogue, policy and plan formulation. The strategic and critical question in that regard concerns the way in which that dialogue is established, with and for whom. The consensus seems to argue for broad based dialogue with all relevant stakeholders including external funding partners. Even the latter seems to favour sectorwide approaches (SWAPs), a partnership mechanism for coordinated and harmonised intervention.

This one-day seminar, organised under the aegis of the ADEA Working Group on Education Sector Analysis, will examine the role of education sector analysis for policy formulation and dialogue. The seminar will provide an opportunity to discuss the tools of sector analysis as well as exchanges of country experiences. It will also examine the role of external partners in influencing sector analysis. The SWAP concept will be introduced and experiences of countries will be shared and discussed.

Methodology: Richard Sack, former Executive Secretary of ADEA will be the principal consultant for the seminar. Two panels consisting of representatives from and outside the regions will present country experiences which will be followed by round table discussions. Members of the Panels will be drawn mainly from the participants.

Participants: All participants in the “Quality Education For All” policy forum seminar are invited.



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AGENDA

Time		Speakers
	Sector analysis for policy formulation	Chair: Pulane Lefoka
9.00 – 9.15	Opening of the Seminar A brief on the Seminar and ADEA/WGESA	Ms. Loinie N. Katoma Kaviraj Appadu
9.15-9.30	The intellectual and institutional contexts: origins, background, ambitions and objectives <ul style="list-style-type: none"> • Policy analysis has been around for ages; “sector analysis” came to the scene, mainly, from the World Bank, linked to the desire to establish empirical grounding for its projects <u>Issues:</u> Major issue is control over the sector work agenda	Richard Sack
9.30-10.00	The tools of the trade <ul style="list-style-type: none"> • Student flow analysis, internal efficiency • Financial simulation models • Institutional analyses, functional analyses, management audits • Assessing quality — learning assessment studies (e.g., SACMEQ) • Assessing demand — household surveys <u>Issues:</u> The reliability and accessibility of the tools. Do they contribute to building capacity? Who actually does the work — nationals and/or expatriates?	Richard Sack
10.00-10.45	<i>Discussions:</i> The discussions will focus on the following questions: <ul style="list-style-type: none"> • The impetus for sector analysis: who set the terms of reference and the process by which this was done • What tools were used; speak to the “scientific” value and utility of the work done; were there methodological problems/issues? • Results, major findings • Capacity building: did it occur; if so how, if not how and why? <u>Intervenors:</u> Dr. Sam Motlomelo, National University of Lesotho; Mr. P.T. Ramatsui, Permanent Secretary,	



	Botswana; Dr M. Marope, World Bank	
10.45-11.15	<i>Coffee/tea</i>	
11.35-11.55	Capacity building <ul style="list-style-type: none"> • The meaning of capacity for sector analysis: required skills • Strategies for promoting capacity building for sector analysis 	Richard Sack
11.55-12.30	<p><i>Discussions:</i> Discussions will focus on the following:</p> <ul style="list-style-type: none"> • “Ownership” of the information: Is the information used in the sector analyses developed and fully understood by national actors? • Data is one thing; knowledge (often based on analysis of the data) is something else. To what extent is the knowledge thoroughly “owned” by the national actors? • Can the national actors understand, do, replicate the analyses done by expatriates? Are the expatriates needed, if so, how and to what extent? • What about sharing of experiences between countries? <p><u>Intervenors:</u> Charles Gunsaru, Principal Secretary, Malawi; Michael Cross, School of Education, University of Wits.</p>	
12.30-13.30	<i>LUNCH</i>	<i>Room: ACASIA</i>
	Sector analysis and policy dialogue	Chair: Michael Cross
13.30-14.00	<p>The objectives of the policy dialogue:</p> <p><i>Discussions:</i> Discussions will focus on the policy context: policy for whom; financing; partners national and international; Identification of the partners in this dialogue; stakeholders.</p> <p><u>Intervenors:</u> J.G Kunene, Principal Secretary, Swaziland; J.B Radibe, SATO.</p>	Richard Sack
14.00-15.00	<p><i>Panel Presentation.</i> Country experiences of SWAp process and utility of Sector Analysis in Dialogue with financial partners.</p> <p><u>Presenters:</u> Rob West/Mark Todd (Namibia); Mohamed Chérif Diarra (case of Mali), Mr. Ally S.M Mwaimu, Tanzania.</p>	
15.00-15.30	<i>Coffee/tea</i>	
15.30 – 17.00	Discussions: Focus on what it takes for sector analysis to be used and useful for policy dialogue	
	Wrap up and Closure	Kaviraj Appadu



REPORT ON THE SEMINAR

"Education Sector Analysis (ESA) and Sector Wide Approaches (SWAps)"

Windhoek, Namibia

21 November 2002



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Introduction

Upon the invitation of SADC and linked to its annual policy forum which was held in Windhoek, Namibia in November 2002, the ADEA Working Group on Sector Analysis (WGESA) organised a one day seminar on the theme “Education Sector Analysis and SWAp”. Participants to the seminar consisted of Permanent Secretaries and staff of the Ministries of Education of the SADC region. The holding of that seminar provided the WGESA with an opportunity to share and discuss elements of sector analysis as well as experiments of the SWAp process in Mali, Namibia and Tanzania. Both technical and qualitative aspects of education sector analysis and its use in policy formulation and dialogue were debated.

The title of the seminar tends to suggest a possible linkage between sector analysis and SWAp. But is there a linkage or are the two concepts mutually exclusive? Does the one necessarily excludes the other? There is a continued and healthy debate on this issue that seems to be still inconclusive. In her opening speech, Mrs. Katoma, Permanent Secretary of the Namibian Ministry of Basic Education, Sports and Culture, emphasised that “Education Sector Analysis and Sector wide Approaches enables us to think in terms of a comprehensive process of policy dialogue with relevant partners rather than engaging ourselves in a purely technical exercise.” She reiterated the importance of sector analysis as it provides tenable data and that such a process is both a tool and a learning process as it involves constant adjustment and review.

SWAp is defined differently by different agencies. Riddell (2002)¹ provides an overview of these definitions. Mostly SWAp is regarded as a comprehensive framework for education sector development which aims at enhancing partnerships at national and international levels which includes modalities for funding and reporting. Can a SWAp process be initiated or enhanced without knowledge of the sector? Can the direction of change and reform of the education sector and policy choices be made without a body of relevant knowledge? Education sector analysis has mostly defied any definition. Ideally education sector studies should serve as a background for informed policy making. The question mostly asked is however for whose policy and for whom should knowledge be generated and by whom.

The ADEA/WGESA seminar provided an opportunity to discuss these pertinent questions. While it was not the aim of the seminar to provide answers to these questions, participants did share their experiences, problems and expectations when it comes to education sector analysis and SWAp. The seminar was structured around two major issues 1) Sector Analysis for Policy Formulation and 2) Sector Analysis and Policy Dialogue. It was opened by Mrs. Katoma, Principal Secretary of the Ministry for Basic Education in Namibia and chaired by Miss Pulane Lefoka and Professor Michael Cross. Richard Sack was the principal resource person for the seminar. This report provides a synopsis of the presentations, discussions and issues which had emerged during the seminar.

¹ Abby Riddell (2002) “Sector-wide approaches in Education : Issues for donor agencies arising from case studies of Zambia and Mozambique”, IIEP, Paris



1. Origins and Background of Education Sector Analysis (ESA)

Mr Richard Sack, former Executive Secretary of ADEA, made a presentation on the intellectual and institutional contexts: **origins, background, ambitions and objectives** of ESA. He provided a brief overview of the purposes, uses and utility of Education Sector Analysis (ESA).

1.1 Origins and background

Education Sector Analysis, formerly also referred to as Policy Analysis, has been around for ages and it has its origins, mainly, from the World Bank. Sector analysis provided the Bank with the necessary empirical grounds and justification for its projects and decisions with regards to its lending policy in the education sector. Regarding the usefulness of ESA, there are a number of *underlying assumptions* that are worth taking into account:

- Effective policy needs empirical grounding and rational analyses. This is how ESA is used in large institutions such as the World Bank. It could also be said that the process of policy formulation is a sort of a technocratic exercise. There is a desire to depoliticise the process.
- ESA can produce a framework for assigning objectives, targets, criteria, priorities, and to identify constraints associated with a given education system.
- ESA can promote stakeholder confidence, including that of external financing agencies, (stakeholders in the broad sense of the word, in a partnership oriented sense, which includes governments, administrative and planning divisions, teachers, parents, unions and financial partners).
- Ideally, ESA is a process that develops both knowledge and capacity together-in other words the process is part of the product.

1.2 Ambitions and objectives of ESA:

Education Sector analysis can serve several purposes, among which the following can be mentioned:

- ESA can serve as a basis for the promotion of dialogue between governments and financing bodies in view of reaching consensus on goals and direction of change within the sector.
- ESA provides thorough knowledge of the status of the sector (i.e. identification of the strengths and weaknesses, the state of all resources, needs, demands and resources, constraints, etc.) and the impact of government policies and actions. It is a tool for assessing effectiveness as well as quality. The SACMEQ studies are examples of sector studies which attempt at assessing learning achievement.
- ESA exercises can also contribute in establishing education data base and methodology for planning;
- ESA can guide decisions with regards to areas of investments and eventually reallocation of existing resources for improved cost effectiveness and performance. This exercise may involve reviewing and revisiting areas of over or under-utilisation of human, financial and institutional resources.
- ESA can serve in monitoring system performance in terms of learning outcomes, e.g., what children are learning and to monitor the progress being made towards education for all. Both qualitative and quantitative approaches can be used, although the tradition has been of quantitative nature.
- ESA can also serve in identifying methods and means for improving management, governance and implementation.

1.3 Who promotes ESA and tools of the trade

In Africa, the bulk of education sector studies are initiated by development agencies. There are some cases where countries themselves have initiated sector reviews. The SADC countries have a tradition of national review commissions. However, in general Development Agencies play a crucial role. As observed in the WGESA study on Lesotho², out of 139 Sector Analysis studies which were conducted, 21 were identified as World Bank funded and 19 as UNESCO funded. The evaluation study³ of the WGESA review of sector studies provides some breakdown of the scale of development agencies' involvement.

Historically, models of ESA have largely come from the World Bank. With regard to the control and ownership over the sector analysis, a number of questions needs to be asked:

- How and by whom are the ESA agenda determined? Who decides on the terms of reference and how is the whole exercise conceived?
- Who benefits?
- Would ESA serve as basis for policy, plan and strategy formulation?

In conducting sector analysis, it is imperative that data and raw materials are available. These information may relate to demographic data, teachers' salary, learning materials available, curriculum development, learning outcomes etc. In this context, it is important that one take into account the capacity of the system to provide the necessary information. One need to decide also upon the level of disaggregation.

School systems are like rivers, as it starts at a source, which in this case is demographic (which at one level could be seen as intake at grade 1 or as demographic growth rate at the other). So, student flow analysis can be seen as a basic tool of education planning

Student flow analysis enables one to do projections and forecasting, which is a traditional tool for educational planners, sometimes called the cohort analyses. Financial (computer) simulation models can also be used. Assessing demand for education may require that data are gathered through different types of surveys (i.e. household surveys). These can inform appropriate policies such as special needs for girls or children with impairments.

If policies are to be implemented properly, it is necessary that ESA investigates also the management and institutional requirements necessary for implementation. Institutional capacities are crucial for successful implementation of the complex tasks (processes) of the education system. Successful implementation requires capable institutions. This in turn requires understanding of how they (the institutions) work or do not work. Institutional reforms may be necessary.

The following issues are important in the design and conduct of ESA:

- Data quality and its reliability
- Accessibility of the tools; who can do it and which tools are available?
- Do they contribute to building capacities-through learning-by-doing?
- Who actually does the work-nationals or expatriates?
- Replicability and role of international consultants
- Usability by policymakers

² Review of Education Sector Analysis in Lesotho (1978-1999), WGESA

³ I.B-Lalya and D.Debourou (2001) Revue des analyses sectorielles conduites par WGESA

Education sector analysis requires solid data and knowledge base. In this context, it is important that one explore both traditional and non-traditional sources (i.e. Ministries, libraries, faculty of education etc). One is confronted also about the value and legitimacy of knowledge and above all whose knowledge. Are knowledge generated by local institutions better and more valued than those from foreign institutions?

1.4 Discussions

Following the above general presentation by R.Sack, the floor was opened for general discussion. **Dr M. Marope** from the World Bank made the following remarks:

- *Sector Analysis and SWAp*: with reference to Ms Katoma's statement that "the whole is more important than the sum total of its parts" with regard to the principle of Sector Wide Analysis and planning approaches she re-emphasised the fact that this is derived from a conviction and a fairly political one because the question of who's whole and who's parts arises out of it.
- *Assumptions*: Taking into consideration the African 'knowledge industry' this is very important for it is wherein lies the challenge that effective policy needs empirical grounding. She pointed to the question of how policy and research interface without necessarily saying that good policy should be grounded in empirical knowledge or research, for it is more of an interface in that, very often, policy influences research. What should be probed is that when research is undertaken to support policy, how is research selected? It is that selection that sets the parameters of research which influences this policy. The knowledge considered of worth is already decided as the one to be probed. Hence the question, 'what influences what?' She called for a more textured and realistic review at these assumptions.

She further maintained that the process, ownership origins of research, the setting of the agenda (the whole process) and the question of 'whose research?' becomes a matter of power play. Therefore the output of it could never be depoliticised in terms of stakeholder claims.

Looking at (bipartisan) 'real politics', she noted that if research is selected without political agenda it could legitimise some political stance and put on the plate some empirical basis and choices in policy making, although parameters of choices are set by politics. It is also worth to note that the analytical work precipitating into policy invites political intervention, for policies are to be developed within a political regiment meant to serve political interests. It therefore becomes important to find ways of interfacing analytical work with politics without necessary muting politics. A good policy should therefore be seen to strike a balance between technical and socio-political grounding in its nature.

Dr. S. Mottomelo, Head of Examination Unit, University of Lesotho, focused his intervention on the process which led to the review of sector studies which were done by WGESA. He highlighted the fact that most sector studies in Lesotho were donor driven and raised concern about its sustainability and impact on capacity building.

Mr. P.T. Ramatsui, Permanent Secretary, Ministry of Education, Botswana, centred his intervention around three issues:

- The importance of ESA, its impact on Education.
- The setting of agenda (terms of reference)
- Methodologies

Mr Ramatsui sees ESA as a very important pre-requisite for policy formulation and review. It is a way of reflection which allows one to focus ahead and to move forward. There is certainly a great need for it. On the question of agenda setting, Mr. Ramatsui emphasised the question ‘for whom is the analysis done (who is the beneficiary)?’. As in most cases there are more external than local influences on studies and one may lose sight of the process. Sector studies must adapt and welcome local context and conditions. As far as agenda setting is concerned, it is only on one’s own terms of reference that the analysis should be informed. Otherwise one runs the danger of having an analysis that has no bearing on the local conditions or the contextual issues in terms of recommendations. Involvement of local institutions and sectors in the setting of the agenda must be encouraged. He stressed the fact that there is local capacity as far as methodology is concerned.

2. Capacity Building

The presentation pertaining to capacity building addresses two main issues namely capacity to perform ESA and capacity to use ESA. In other words, the demand and supply side of ESA. Both qualitative and quantitative skills are required (i.e. statistics, research methodologies, critical thinking functional analysis of organisations etc). The usefulness of ESA depends largely on factors such as a) Willingness to base policy on empirical analysis; b) Ability to absorb the logic and rationale of ESA analyses and c) Ability to reconcile technical analyses and political imperatives and pressures. Communication capabilities such as presentational and writing skills and ability to share analytical results to a wide range of stakeholders are necessary to ensure understanding between the demand and supply side of ESA.

The design of ESA should be conceived as a capacity building exercise. In this context, external expertise can assist in skills development. The extensive use of local expertise linked to the education sector will ensure that the local context is taken into account as well as preventing a “Commando Approach”. Learning by doing, applicable to both individuals and institutions should be enhanced and encouraged. It is also important that tools and methods that are not overly sophisticated are used in the capacity building exercise for ESA.

2.1 Discussions

Mr Charles Gansuru, Principal Secretary, Ministry of Education, Malawi and **Professor Michael Cross**, School of Education, University of Wits were the key intervenors. Mr Gansuru, in his brief, spoke of (1) the interface between analytical work and implementation; (2) expectation of data to be collected; (3) capacity and the ideology of shortage of capacity/skills. He also expressed the need for the ‘librarianisation’ of data for greater accessibility. He emphasized the linkages between research and policy formulation and the need for stronger country leadership in setting up the terms of reference for ESA.

Professor Michael Cross raised the issue of budgeting for research from the part of governments and emphasised the need for more government funding for research on critical issues. The following issues of concern were raised during the broader discussion.

- Capacity to effectively run institutions
- The need for the development of an African regional data base and the setting up of a regional research programme
- The need for policies on information sharing and transparency.
- Capacity retention.
- Broad consultation with stakeholders

3. Policy Dialogue (Presentation R.Sack)

It is evident that sector analysis is always done **by** someone and **for** someone. It must be rationally based and supported by numbers and figures. In the field of education, partners in education are all stakeholders (teachers' unions, legislators, employers, etc.). The question is -who dialogues with whom? Traditionally, one may think of the World Bank and its clients or between financing agencies and their clients. This means that one is talking of dialogue between a broad set of actors. Their co-operation and active participation is essential for the successful implementation of policies emerging from such a dialogue.

The objectives of the policy dialogue is to have all concerned parties on board and to have all of them understand the objectives (i.e. financing agencies, national ministry of finance, external agencies, textbook publishers and all parties concerned with implementation etc.). This requires in turn that objectives are clearly set out.

There seems to be a poor relationship between study and policy given that studies may take time to be conducted whereas policy needs could be immediate. It is also not evident that answers to problems will be provided in the studies. Sometimes studies are irrelevant or outdated as the policy context may have evolved faster. Consequently, research results always remain a part of a body of knowledge which can be used as required. What is however of utmost importance is the quality of the study, its usability and its contribution to capacity building.

The ensuing discussions focussed on the policy context. *Mr. J.Radibe, Acting President* of the Southern African Teacher's Organisation (SATO) intervened on the issue of financing and argued that more funds should be allocated for teachers. Teachers are practitioners and must be seen as such. As for partnership, he maintained that all stakeholders are partners and this is important for transparency.

Mr J.G Kunene, Principal Secretary, Ministry of Education, Swaziland reiterated the need for taking the next step as most of what has been said are actually being done by governments. He urged governments to focus on the following: 1) Institute presidential commissions; 2) Enhancing access and quality through teacher qualifications and 3) review learner/teacher ratios and equity. The implementation of the above depends on budget (including donors' funds). The need for children with special needs should also be given appropriate attention.

4. Country experiences of SWAp processes and utility of Sector Analysis in Dialogue with financial partners

The country experiences of SWAp processes for Namibia, Tanzania and Mali were presented and discussed. *Dr. Rob West*, Director of Planning, Ministry of Basic Education, Namibia and *Mark Todd*, National Planning Commission, Namibia presented the case of Namibia; Mohamed Chérif Diarra, Coordinator of the ADEA WG on Finance, presented the case of Mali and Mr. Ally S.M. Mwaimu, Deputy Director of Planning, Ministry of Education, Tanzania presented the case of Tanzania. A brief of the country presentation is presented below.



4.1 Namibia

The idea of SWAp in Namibia originated from the participation of the Ministry of Education (Dr. Rob West) in a regional Seminar which was organised by Sida in Harare in December 1988. In November 1999, a meeting was held with some development partners in order to design a joint funding proposal in support of the education sector. This led to the signing of an agreement with three development agencies, where two agencies channelled their support through the State Revenue Fund (SRF) and one agency outside the SRF. In April 2001, the strategic plan was launched. Due to lack of resources and time constraints, all the activities of the strategic plan could not be implemented and donors' funding was rolled over to the next year. Some problems with reporting did occur. The Medium Term Expenditure Framework was launched in 2002 and there were some reluctance on the part of development partners to roll over funds to the next financial year unless funds were already committed. In 2002, additional funds were provided by Sida, but implementation was hampered by late release of funds and cumbersome procedures.

4.1.1. Preparations of Education Sector Support (2003-06)

During 2002, preparation for external agencies support to the education sector were initiated. Sida, the EU and DfID are the external partners and both Ministries of Education are concerned. A scoping study was done in 2001 and recommended that proper mechanisms for coordination between both Ministries need to be established and suggested the establishment of an "Education Sector Planning Advisory Group-ESPAG". It further recommended the alignment of the education sector planning with that of the Ministry's of Finance budgetary cycle. Appropriate mechanisms have also to be designed for sector reviews and plan appraisal. A properly costed and prioritised strategic plan would have to constitute the basis for funding proposal to development partners.

In June 2002, the Ministry's strategic plan was appraised by a external team of consultants. The appraisal exercise led to the signing of a letter of intent. The Aide Memoire produced at the end of the appraisal exercise constituted the basis for discussions between partners as well as between both Ministries. A funding proposal was then submitted in October 2002. The implementing directorates of both Ministries had prepared detailed time bound implementation plans.

The Namibian SWAp process is peculiar in the sense that it involves two Ministries and that it is taking place in an environment where there are no extensive reform programmes of public finance or the public sector at large. Namibia is a middle income country with a small number of development partners and does not have a Poverty Reduction Strategic Plan (PRSP). As Namibia is not a highly indebted country no external World Bank or IMF pressures exert any influences.

The drive for SWAp comes from the sector itself when it was realised that, in a resource constrained environment, it needed to maximise its impact. The government stated also the wish for a programme approach with resources channelled through the State Revenue Fund (SRF). Two main development partners (Sida and the EU) indicated also their preferences to fund through the budget.

It is understood that there is a SWAp when "all significant funding for the sector supports a single sector policy and expenditure programme, under Government leadership, adopting common approaches across the sector, and progressing towards relying on Government procedures to disburse and account for all funds".



The process involved in getting to a sector wide approach can be characterised as one in which sector strategy is formulated and costed, matched with available finances through an iterative process, converted to a work plan, and formalised in agreements between the implementing agency and the sources of finance.

What is important to realise is that the education sector functions within a broader government system. It therefore has to consider the policy framework, the financing framework and institutional framework. These are all working at different levels, for example at the macro, like in Namibia, the policy framework is defined by *vision 2030*, National Development Plan, the National Poverty Reduction Plan and cross-cutting policies on gender and HIV/Aids, etc. So, within the financing framework at the macro level the education sector has to work within the broad medium term expenditures as set by the Ministry of finance and within the institutional frameworks that are being set by the Public Service, by decentralisation and by different policies that are coming through. It is therefore a matter for the Ministry of Education to build internal partnerships within government.

4.1.2 Sector Analysis and Sector Policy

The sector policy and plan are guided by a series of key documents such as 1) The general policy statement: *Toward Education for All* (1993); 2) National Development Plans 1995-2000; 3) Presidential Commission on Education, Culture and Training (1999); 4) Second National development Plan (2001 – 2006); 5) SACMEQ 1 and 2; and 6) Ministry's initiated studies (i.e. Decentralisation, HIV/AIDS) and 7) Externally initiated studies.

Discussions and presentations during the seminar centred around the role and contents of the strategic plan as well as financing modalities. Issues related to auditing, principle of additionality, financial reporting as well as degree of implementation were also raised. The requirements of external funding partners (i.e. financial reports, indicators etc) were also discussed.

4.2 Problems, Issues and Lessons

A number of questions emerged from the Namibian experience. The following questions and critical points often come to mind:

1. How ready should one be before embarking into a sector programme?
2. How inclusive should or could one be?
3. What is the role of technical assistance (TA) in that process?
4. How to share the experiences and how to prevent isolation (the education sector is the only sector in Namibia which is experimenting a SWAp). The SWAp process puts also demands on other Ministries which did not exist before. Questions are asked with regards to a) public finance; b) budget allocation; c) involvement of other Ministries and pressure to dialogue and coordinate.
5. Different Ministries have different agendas and the question arises whether it is not better to have sub-sectoral programmes (in cases where there are two Ministries dealing with education).
6. Partnership becomes not only a matter between government and development partners but also between and within Ministry/Ministries and other government bodies. A process which is quite challenging and demanding.

4.3 Tanzania

Mr. Ally S.M Mwaimu presented briefly the SWAp process in Tanzania. He started by providing a background of education reform in Tanzania from previous policy of "Education for Self-reliance" which was replaced by the policy of Education and Training in 1995. He presented briefly the SWAp process in Tanzania. Tanzania experienced many 'stand-alone' projects which the Ministry of Education could not coordinate. In order to harmonise all and facilitate implementation the Sectorwide Approach was initiated.



SWAp, in essence, is a mobilisation of resources and collective approach. The education Sector Development Programme (1997) was brought in and that should have moved parallel to the Ministry's programme. The parallel system did not work and there was therefore a need for change.

It is acknowledged that there was an outcry on the decline of educational standards in Tanzania and the government has responded to that call. Grassroots workshops were held under the *Makweta* Policy Institution and a new approach on the basis of a consensus was adopted between donors and the government. The sector co-ordination is done under the Office of the Prime Minister with a suitable structure of 6 principal committees. One of them is the Inter-Ministerial Committee (chaired by the PS in the PM's office and of which members are Permanent Secretaries of various ministries, and an advisory committee). Three committees are in place: (1) Basic Education Committee, Vocational development Committee and Tertiary and Higher Education Committee (all chaired by Permanent Secretaries).

Technical working groups were also established with donors' participation and representation. The various technical working groups address issues such as quality improvement, access, resource allocation, gender/HIV, environment etc. With the exception of the Inter-Ministerial Committee, all committees include various stakeholders.

In terms of mobilisation of financial resources the SWAp process has facilitated the approval of World Bank soft loan. Pooled funding arrangements (basket funding) have been made with a number of bilateral agencies (Ireland-Aid, SIDA, EU, Holland, Finland, Norway). The SWAp process has contributed to a greater sense of transparency, openness and improved budgeting systems. The consultative approach has also been enhanced.

Mr. Ally S.M Mwaimu enumerated the following problems associated with SWAp in Tanzania:

- Too long time of consultations and meetings
- Late Implementation
- Co-ordination of and between donors poses problems
- Conflict of interests
- Delays and delaying tactics on the part of donors.

The challenges in Tanzania remain still the acceptance of common reporting procedures by all stakeholders as well as the building of mutual trust. Flexibility on the part of the donors remains still to be proved.

4.4 Mali

Mr M.C. Diarra, Coordinator of the ADEA Working Group on Finance provided a brief historical account of educational reform in Mali which started in 1962 and addressed the problem of access. This was subsequently followed by a series of other national initiatives and reviews of the education systems. In this context several conferences and seminars were held. In 1994 a task force was established with the purpose of bringing all the donors and other stakeholders together. Currently Mali is in the middle of a decentralisation exercise and this requires capacity and effective dialogue at all levels.

4.4.1 Policy context and Process

The 1962 Education Reform initiative still remains a key reference to the present development of the education system in Mali. In 1995, a 10 year programme was elaborated (PRODEC). Following an assessment of the project type approach, the government opted for a holistic and programme approach. The development of the programme was facilitated by a programme development team which uses a

participatory approach. Most Communes and villages were brought on board. Surveys were conducted in order to assess the expectations of parents, local and national stakeholders. Major Stakeholders involved in the process were: Political parties, religious leaders, youth organisations, women's organisations, parents, teachers' school administrations, students, local leaders, unions, high ranking officials, the president, NGOs, Ministries, and Members of Parliaments. These were done through: a) Large-scale consultation; b) Study tours; c) Technical studies; d) Strategic workshop; e) Policy dialogue; f) Working groups with technical and financial partners and g) Institutional restructuring of the Ministry of Education. It was noted that the political will was quite strong and favourable to the process.

The programme approach allowed everyone in the process to become a 'participant contributor'. Donors were able to select areas of responsibility in the programme although donor agencies had its own philosophy and practices. The tasks of coordinating the donors and attempts at harmonising procedures were quite challenging. The signing of a Memorandum of Understanding between partners did facilitate the coordination mechanisms. The Ministry of Education was the central point for coordination and that required a lot of concessions and compromises.

The technical and financial partners (PTF) were supportive to the participatory process and emphasises the linkages between PRODEC and the decentralisation process. Emphasis was also put on results and obligations as well as the necessity of moving the process forward.

Given the weak institutional capacity, it was evident that problems were experienced with programme implementation. This was attributed to a lack of qualified people and resources. Nonetheless, the programme has made a good start and Mali is now in Phase 1 (2001- 2004) of its education sector development plan which will be followed by two other phases (2005-2007 and 2008-2010). This represents a good start for Mali.

5. Discussion

The discussions were focused on the SWAp experiences of the three countries and the following points were raised: 1) Donors must join and support country programmes instead of initiating and starting their own programmes; 2) Clarity as well as consistency of the Ministry's own programmes and expectations are important; 3) The Sector wide approach seems to be complex in terms of implementation, but opens the way for another new model of partnership. SWAp in education exerts also influences on other line Ministries. It is clear that SWAp must always be government driven; 4) SWAp requires changes and adaptation by both governments and donors. Multi-donor presence in a particular country may be more favourable for SWAp and less favourable in countries with very few donors; 5) The question of trust between partners and stakeholders takes time; 6) Harmonisation of donors' reporting systems is encouraging (i.e. as in the case of Sweden, Holland and Norway)

Closing Remarks

In his closing remarks *Mr K. Appadu* reiterated that the objective of the Seminar was to serve as a platform for mutual learning and exchange of ideas and experiences and hope that this has been partly achieved. Several issues were raised during the discussions and he highlighted some of them.

1. The issue of the interface between research, policy makers and implementation and also the relationship between analytical work and policy making.
2. The issue of capacity building and training with emphasis on institutional capacity building. The importance of capacity retention was also mentioned.
3. An important question which was also raised relates to the ownership of Sector Analysis as well as the role of foreign and technical experts. Who control the process and contents of sector analysis is critical for its usability and acceptance.
4. As far as policy dialogue is concerned the point raised was: who dialogues with whom and how to include all stakeholders? Dialogue is viewed as a consensus of communication in which the voices of the people must also be heard.
5. On the discussion pertaining to SWAp, it is viewed important that countries in similar processes meet in order to share experiences and learn among each other. As far as constraints associated with SWAp are concerned, it was noted that this can be a lengthy and cumbersome process in which one deals with reluctance on the part of the donors and Ministries alike. It is sometimes difficult for a country to turn down a potential donor if the latter does not embrace the principles of SWAp.

Mr. Appadu stated that the above would be a brief summary of today's discussion although it would not be possible to do justice to all contributions and interesting ideas which were debated. He extended a note of thanks to the Namibian Ministry of Education, to SADC and to all the participants and intervenors who have contributed to and facilitated the organisation of the seminar.



EDUCATION SECTOR ANALYSIS AND SWAP

November 21, 2002

Windhoek, Namibia

THE CASE OF MALI

Presented by Mohamed Chérif Diarra

I. THE POLICY CONTEXT

The 1962 Education Reform and its implications
Toward the Formulation of a new education policy
New education reform and its challenges

II. THE OBJECTIVES OF THE POLICY DIALOGUE: DESIGN OF A TEN YEARS EDUCATION DEVELOPMENT PROGRAM – PRODEC

From the project approach to the program approach
A systemic approach
Program Development Team
A participatory approach

III. STAKEHOLDER'S INVOLVEMENT IN THE PROCESS

Large-Scale Consultation
Study tours
Technical studies
Strategic workshop
Policy dialogue
Working Groups with Technical and Financial Partners
Institutional Restructuring of the Ministry of Education

IV. NEEDS AND EXPECTATIONS OF TECHNICAL AND FINANCIAL PARTNERS PTF

Adoption of the participatory process in designing the Program
Congruence between the Program and Decentralization
Obligations to produce results
Move the process forward



DOCUMENTS DISTRIBUTED

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Seminar “ Education Sector Analysis and Swap” 21 November 2002, Namibia

- 1) Information about seminar (*IIEP/WGESA/2002/INF. 1*)
- 2) Agenda (*IIEP/WGESA/2002/INF. 2*)
- 3) Brief on ADEA Working Group on Education Sector Analysis (WGESA)
(*IIEP/WGESA/2002/INF. 9*)
- 4) Evaluation Sheet
- 5) Studies distributed:
 - Review of Education Sector Analysis in Mozambique, 1990-1998
 - Review of Education Sector Analysis in Zimbabwe, 1990-1996
 - Review of Education Sector Analysis in Lesotho, 1978-1999
 - Functional analysis (management audits) of the organization of ministries of education, Richard Sack and Mahieddine Saïdi
 - Utilizing education and human resource sector analyses, Frances Kemmerer
 - Review of the sector analyses conducted by the ADEA/ESA working groups in sub-Saharan Africa, Ibrahima Bah-Laya and Djibril Debourou
 - Partnerships between ministries of education and international funding and technical assistance agencies: the case of Mozambique, Tuomas Takala, with Mmantsetsa Marope, January 2002
- 6) Document prepared by Richard sack (PowerPoint presentation) : *IIEP/WGESA/2002/INF. 4*
- 7) Document prepared by Mohamed Chérif Diarra (synthesis): the case of Mali
IIEP/WGESA/2002/INF. 10



EDUCATION SECTOR ANALYSIS AND SWAp 21 NOVEMBER 2002, Windhoek, Namibia

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